

<b>Committee:</b> Development	<b>Date:</b> 14 September 2011	<b>Classification:</b> Unrestricted	<b>Agenda Item Number:</b> 8.1
<b>Report of:</b> Corporate Director of Development and Renewal		<b>Title:</b> Town Planning Application	
<b>Case Officer:</b> Nasser Farooq		<b>Ref No:</b> PA/11/00400	
		<b>Ward:</b> Bow West	

## 1. APPLICATION DETAILS

- Location:** Phoenix School, 49 Bow Road, London, E3 2AD
- Existing Use:** Phoenix special needs mixed school
- Proposal:** Internal remodelling and refurbishment of Grade II listed building, including removal of internal partitions. External works comprising of the installation of three air-conditioning units, an extract duct and two ventilation louvers.
- Drawing Nos:** SEC 200121 A, ELV 200030 B, ELV 200130 D, GA 000001 D, GA 000002 E, GA 200011 C, GA 200012 C, GA 200013 B, GA 200050 F, GA 200051 F, GA 200052 A, GA 200060 B, GA 200061 B, GA 200100 N, GA 200101 N and GA 200102 B.
- Applicant:** Bouygues UK and Nathaniel Lichfield and Partners on behalf of LBTH Children Services Directorate.
- Owner:** LBTH
- Historic Building:** Grade II\* Listed.
- Conservation Area:** Adjoining Tredegar Square Conservation Area.

## 2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

- 2.1 The local planning authority has considered the particular circumstances of this application against the Council's approved planning policies contained in the London Borough of Tower Hamlets adopted Core Strategy (2010) Unitary Development Plan, the Council's Interim Planning Guidance (2007), associated supplementary planning guidance, the London Plan and Government Planning Policy Guidance and has found that:
- 2.2 Subject to the imposition of conditions, the proposed internal and external alterations are considered acceptable in terms of design, scale and siting, as they relate satisfactorily to the listed school building. As such, the proposal would preserve the character and appearance of the adjoining Tredegar Square Conservation Area and the character, historic fabric and identity of the listed building. This proposal therefore meets the requirements outlined in PPS5, Policy SP10 of the adopted Core Strategy (2010) and saved policies DEV1 and DEV37 of the Unitary Development Plan (1998) as well as policy DEV2, CON1 and CON2 of the Council's

Interim Planning Guidance (2007).

### **RECOMMENDATION**

3. That the Committee resolve to refer the application to the Government Office for London with the recommendation that the Council would be minded to grant Listed Building Consent subject to conditions as set out below.
  - 3.1 1. Three year time period.
  2. The development in accordance with the approved plans.
  - 3 Full details of the Timber Screening to the proposed air conditioning unit.
  - 4 Full details of the proposed ventilation louvers.
  - 5 Full details of the construction of the proposed mezzanine floor including its attachment to the listed school.
  - 6 Full details of the following:
    - a) Movable partition
    - b) Plasterboard ceiling between existing beams
    - c) Additional set of glazed double doors.
  - 7 Full details of the demolition of the existing mezzanine at the eastern elevation of the sports hall and details of any works to the 'Bulls Eye Window'.
  8. Safe storage on site of the rail to the Juliet balcony.

### **4. PROPOSAL AND LOCATION DETAILS**

#### **Proposal**

- 4.1 Internal remodelling and refurbishment of Grade II listed building, including removal of internal partitions and external works comprising of the installation of three air-conditioning units, an extract duct and two ventilation louvers. The detailed works are discussed further within the material planning considerations section of this report (section 8.0)
- 4.2 The council is prohibited from granting itself listed building consent. Regulation 13 of the Planning (Listed Building and Conservation Areas) Regulations 1990 requires that such applications are referred to the Secretary of State, together with any representations received following statutory publicity.

#### **Site and Surroundings**

- 4.3 Phoenix School is located at the northern end of Bow Road, adjacent to Bow Road Station. The site itself is fairly concealed by properties from Alfred Street to the east and Harley Grove to the west.
- 4.4 The school was constructed in 1952 and was listed in 1993. The listing is based on the main spine plan running north-south with series of attached two storey pavilions to east and west, forming open courtyards. A new extension was constructed in the

late 1990's, enclosed the courtyards.

- 4.5 The school consists of a concrete frame with stock brick infill and low pitched copper roofs, with large windows and painted metal frames.
- 4.6 The western, southern and part of the eastern curtilage of the site forms the boundary of the Tredegar Square conservation area. The full site itself is not located within the conservation area.
- 4.7 To the north is Byas House accessed from Benworth Street

### **Relevant Planning History**

- 4.8 The site has an extensive planning history, with the earliest application in 1971. Of these applications the following applications are considered the most relevant to this application:
- 4.9 PA/10/02291 – Planning permission granted on 19/01/2011 for the ‘Erection of a new school building up to five storeys in height (including a basement level) and associated works.’
- 4.10 The above Building Schools for the Future application is on course to be completed by August 2013.
- 4.11 PA/11/00918 is a full planning application for the external works proposed within this listed building application. It is currently under consideration.

## **5. 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 the application:

### **5.2 Government Planning Policy Guidance/Statements**

PPS5 - Planning and the historic Environment.  
Draft National Planning Policy Framework – July 2011

### **5.3 Adopted Core Strategy (2010)**

SP07 - Improving education and skills  
SP10 - Creating distinct and durable places

### **5.4 Unitary Development Plan (UDP)(as saved September 2007)**

Policies:

- DEV1 Design Requirements
- DEV27 Impact of minor alterations in conservation area on the building in question and the conservation area
- DEV37 Alterations to listed buildings to preserve special architectural or historic interest of the building, repair original features and replace missing items, traditional materials

## 5.5 Interim Planning Guidance for the purposes of Development Control (IPG)(Oct 2007)

Policies	DEV 2 Design
	CON 1 Listed Buildings
	CON 2 Conservation Areas

## 6. CONSULTATION RESPONSE

- 6.1 The views of the Directorate of Development and Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below. The following were consulted regarding the application:

### English Heritage

- 6.2 It is proposed to remove the existing, rather ad hoc, accommodation at the eastern end of the School Hall. English Heritage welcome this aspect of the proposal which would remove a discordant element and fully reveal the original internal elevation including a bold circular window and a handsome commemorative plaque.
- 6.3 English Heritage previously raised concerns with regard to the proposal to construct additional accommodation at the eastern end of the hall. The proposal has however been subject to some revision in order to increase visibility of original architectural elements.
- 6.4 Should the scheme be approved, we would stress the importance of attaching enforceable conditions securing the necessary level detailed information. We would also recommend that the any permission should secure the safe storage on site of the rail to the Juliet balcony.

### 6.5 Removal of walls in existing reception

The original axial plan is an important feature of the school and the proposal to discontinue use of the main entrance at the western end of the central axis is regrettable although, in our view, understandable, given the recent permission for more convenient reception facilities within a new entrance block. On balance we do not object to this element of the proposal. Retention of the original entrance door and the scope of the works proposed in this area mean that, at some point in the future, it would be possible, should the need arise, to reinstate the original plan and original functioning entrance.

### 6.6 Air condition units

We are content with this aspect of the proposal following discussions and changes to the original proposal.

- 6.7 Notwithstanding the above, it is, in our view, essential that suitable conditions are attached to any permission with regard to each aspect of the proposal in order to preserve the special architectural and historic interest of the building and in particular to ensure that the changes are indeed reversible.

## 7. LOCAL REPRESENTATION

- 7.1 A total of 100 neighbouring addresses were consulted by letter in relation to the application, a site notice was erected on 28<sup>th</sup> March 2011 and a press notice

published 28<sup>th</sup> March 2011. No responses have been received in relation to the listed building application.

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

### **Land Use**

- 8.1 There are no land use issues. The proposals are to upgrade the school facilities in line with national, regional and local policies.

### **Design and Impact on the setting of the Listed building.**

- 8.2 PPS5 states that the “Governments overarching aims are that the historic environment and its heritage assets should be conserved and enjoyed”. It also recognises that heritage assets are non-renewable resources.
- 8.3 Policy HE7.1 of PPS5 sets out that in decision making LPA’s should seek to identify and assess the particular significance of any element of the historic environment that may be affected by the relevant proposal. Consideration should be given the significance of the heritage asset and value that it holds.
- 8.4 Policy HE9.1 clearly states that *“there should be a presumption in favour of the conservation of designated heritage assets”*. It continues to state that *“once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact.”* As such, *“loss affecting any designated heritage asset should require a clear and convincing justification”*.
- 8.5 Adopted Core Strategy policy SP10 encourages development that preserves and enhances development that the heritage value of the immediate and surrounding environment. This is supported by saved Policy DEV 1 of the Unitary Development Plan (UDP) which states all development proposals should take into account and be sensitive to the character of the surrounding area in terms of design, bulk, scale and the use of materials.
- 8.6 Policies DEV 27 and DEV37 seek to ensure that development is appropriate to the setting of conservation areas and listed buildings. The policies state that new proposals should not have an adverse impact on the character, fabric or identity on the historic buildings.
- 8.7 Policy CON1 and CON2 of the Interim Planning Guidance (IPG) seeks to ensure development will not have an adverse impact on the character, fabric or identity of the listed building, and that it preserves or enhances the setting of the boroughs conservation Areas.

### **Internal works**

- 8.8 The approved development (PA/10/02291 see Relevant Planning History) is proposed on the southern curtilage of the site in close proximity to Bow Road and provides a new reception area at ground floor level.
- 8.9 As a result, the existing ground floor entrance is no longer required. The applicant is seeking the demolition of a number of internal partitions including a set of non-original doors at this entrance. The rooms to which the partitions relate to are currently used as offices and waiting rooms, and are to be relocated to the new building, as part of the Building Schools for the Future application (PA/10/02291).

- 8.10 In addition, three ground floor condenser units which serve these rooms are also to be removed.
- 8.11 The resulting open area is to be used as a Design Technology Classroom.
- 8.12 In addition to this, the works are proposed in the main school hall. These include the demolition of a partition and a mezzanine floor on the eastern elevation of the school, which subdivided the original sports halls into a main hall, with a smaller storage area, behind it. The mezzanine also concealed the 'Bulls Eye window' located at first floor level.
- 8.13 To replace the loss of floorspace, a new mezzanine extension is proposed on the western elevation of the building. This would create additional classrooms including a resource and music room at ground floor level and a library/community/ ICT space at first floor (mezzanine level).
- 8.14 These works have been discussed with English Heritage on site. English Heritage have raised no objection to the loss of the non-original doors or the demolition of the existing mezzanine level. Concerns were originally raised with regards to the alterations on the western elevation of the hall, as they would as submitted have resulted in the loss of a significant portion of the Listed Building. In particular, the loss of the gabled wall of the hall, with its axial entrance door and first floor internal French windows and rail is a distinctive architectural feature.
- 8.15 In response, to these concerns the applicant has amended the design to retain this element with the exception of the railings. In front of these doors a new set of doors and a fire resistant glazed screen set are proposed.
- 8.16 Given the sensitive nature of the site, English Heritage in conjunction with the Councils Listed Building Officer have recommended a number of conditions to ensure the final details of these works are satisfactory. The conditions are listed in the Recommendation section of the report.
- 8.17 Overall, these works are reversible and retain the historic elements of the listed building and are therefore considered to be acceptable subject to the imposition of conditions.

#### External Works

- 8.18 To the southern façade at ground floor level three air conditioning units are proposed with additional timber screening. This location was agreed on site with the case officer and English Heritage, as they would be least visible in this location and can be suitably screened. The details of the screening would be conditioned to ensure acceptability.
- 8.19 At roof level, a new extract is proposed next to an existing duct. This is relatively small scale in appearance and would not have an adverse impact on the listed building.
- 8.20 In addition to this, two louvers are proposed to provide ventilation from the hall on the western elevation. Subject to a condition regarding the final details they are considered acceptable in the location proposed.

- 8.21 Given, the enclosed location of the school, the proposed works are not considered to adversely impact on the character or appearance of the Tredegar Square Conservation Area.
- 8.22 In conclusion, subject to the imposition of conditions, the proposed internal and external alterations are considered acceptable in terms of design, scale and siting, as they relates satisfactorily to the listed school building. As such, the proposal would preserve the character and appearance of the adjoining Tredegar Square Conservation Area and the character, fabric and identity of the listed building. This proposal therefore meets the requirements outlined in Policy SP10 of the adopted Core Strategy (2010) and saved policies DEV1 and DEV37 of the Unitary Development Plan (1998) as well as policy DEV2, of the Council's Interim Planning Guidance (2007).

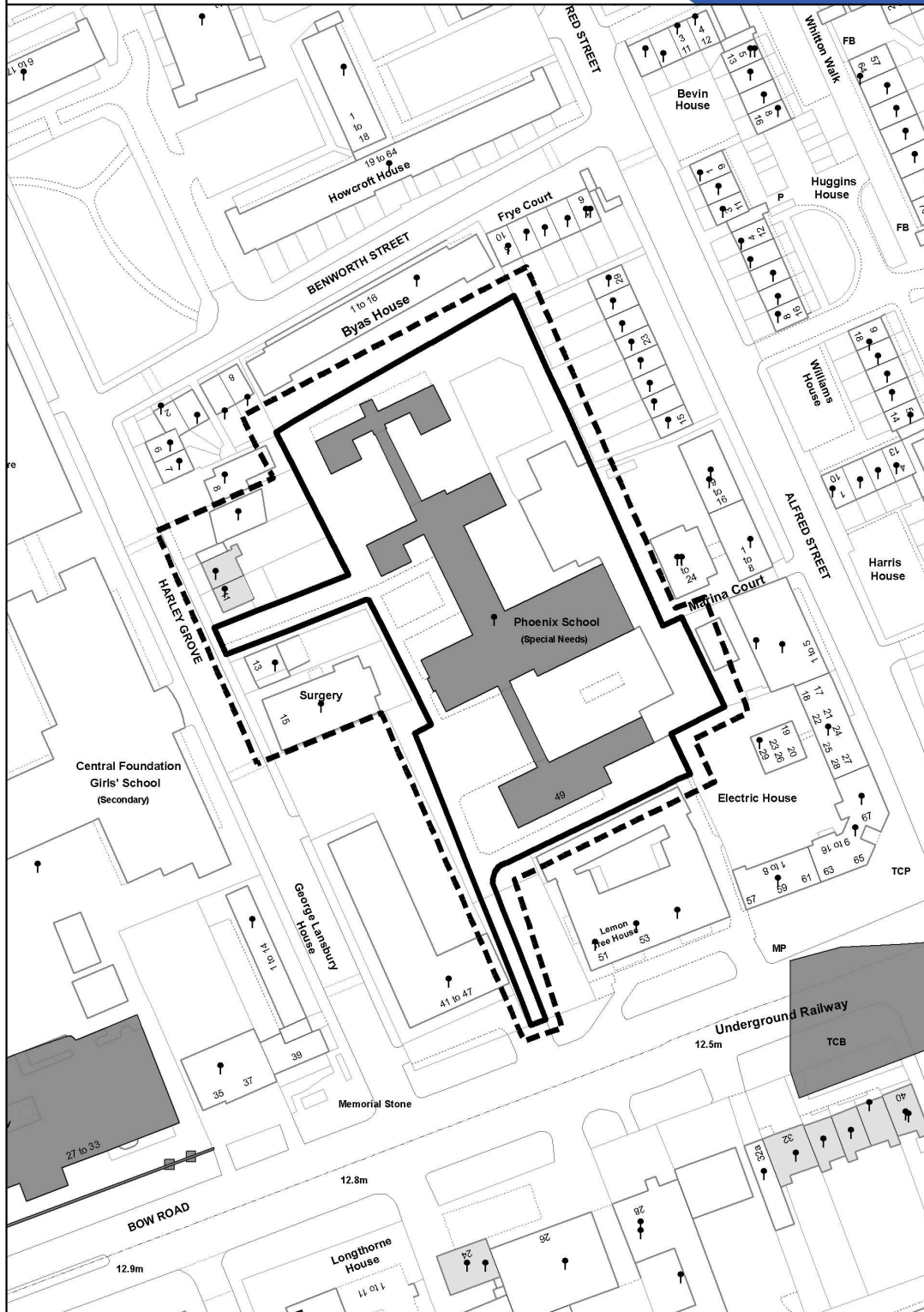
**Amenity:**

- 8.23 The amenity issues are assessed in the concurrent Full Planning Application PA/11/00918.
- 8.24 This application is for listed building consent and it is not necessary to reconsider this issue.

**9 Conclusions**

- 9.1 All other relevant policies and considerations have been taken into account The Secretary of State can be advised that this Council would have been minded to grant Listed Building Consent for the reasons set out in the SUMMARY OF MATERIAL PLANNING CONSIDERATIONS and the details of the decision are set out in the RECOMMENDATION at the beginning of this report.

# Planning Application Site Map



Planning Application Site Boundary	Locally Listed Buildings	Land Parcel Address	
Consultation Area	Statutory Listed Buildings	0 30 m	

1:1,250

This Site Map displays the Planning Application Site Boundary and the neighbouring Occupiers / Owners who were consulted as part of the Planning Application process.  
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