

Committee: Strategic Development	Date: 16 th August 2012	Classification: Unrestricted	Agenda Item Number:
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Report of: Director of Development and Renewal	Title: Town Planning Application
Case Officer: Beth Eite	Ref No: PA/12/00920
	Ward: St Dunstan's and Stepney

1. APPLICATION DETAILS

Location: Cayley Primary School, Aston Street, London, E14 7NG
Existing Use: School
Proposal: 4-storey extension to adjoin southern side of existing primary school to provide new classroom, resource accommodation, kitchen, hall and office space. New single storey extension to front of the existing building to provide teaching accommodation.

Drawing Nos: P.05.01 rev A, P.12.01 rev B, P.14.01 rev C, P.14.02 rev B, P.14.03 rev A, RSS_SK_08, RSS_SK_09, 28.101, 28.102, P.05.02 rev A, P.90.01, P.10.01, P.10.02, 10.03, P.10.04, P.10.05, P.10.06, P.10.07, P.10.08, P.12.02, P.13.01, P.13.02, P.11.50, P.11.51, P.11.52, P.11.53, P.12.03 rev D, P.12.04, P.12.05 rev B, P.12.06, P.12.07 rev B, P.12.08 rev B, P.12.09, P.10.20, P.10.21, P.10.10, P.10.11 and drainage drawing.

Documents: Design and Access Statement, Draft School Travel Plan 2012, Building Services renewable report, Initial report on the potential impact on available daylight and Flood risk assessment.

Applicant: London Borough of Tower Hamlets
Ownership: London Borough of Tower Hamlets
Historic Building: N/A
Conservation Area: N/A

2. SUMMARY OF MATERIAL PLANNING CONSIDERATIONS

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), Saved 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:

2.1 The principle of the extension to the existing school is acceptable and would accord with

policy SP07 of the Core Strategy 2010, DM18 of the Managing Development 'Development Plan Document' submission version May 2012, policy 3.18 of the London Plan 2011 and the National Planning Policy Framework which seeks to support the development of existing schools.

- 2.2 The proposed development would be of an appropriate design in keeping with the existing site, its surroundings and the character and appearance of the adjacent York Square Conservation Area. As such, the proposal is in accordance with Saved Policies DEV1 and DEV27 of the Unitary Development Plan (1998) and Policies DEV2, and CON2 of the Interim Planning Guidance (2007), Policy SP10 of the Adopted Core Strategy (September 2010) and policies DM24 and DM25 of the Managing Development 'Development Plan Document' submission version 2012 which seeks to ensure development are of a high quality and respect the local context and character of the surrounding area.
- 2.3 The proposed development would have no significant adverse impacts upon the amenity of neighbouring properties in terms of a loss of daylight/sunlight or an increased sense of enclosure or loss of privacy. This is in accordance with Saved Policies DEV2 and DEV50 of the Unitary Development Plan (1998) and Policy DEV1 of the Interim Planning Guidance: Core Strategy and Development Control Plan (October 2007), policy SP10 of the Adopted Core Strategy 2010 and DM25 of the Managing Development 'Development Plan Document' submission version May 2012 which seek to safeguard the amenities of residential occupiers of the Borough and to minimise noise disturbance.
- 2.4 The proposal would have no adverse impacts upon the existing and future users of the highway and their safety and would provide adequate measures to increase cycle use and reduce reliance on private vehicles. This is in accordance with Saved Policy T16 of the Unitary Development Plan (1998), policy SP09 of the Adopted Core Strategy 2010 and Policies 6.9, 6.10 and 6.11 of the London Plan 2011 which seek to ensure highway safety and promote cycle usage.
- 2.5 The proposals would create an overall reduction on site of carbon emissions. This is in accordance with Policies 5.1-5.8 of the London Plan 2011 as well as Policy SP11 of the Adopted Core Strategy (September 2010) which seek development to be energy efficient and to reduce carbon emissions.

3. RECOMMENDATION

- 3.1 That the Committee resolve to **GRANT** planning permission subject to:
- 3.2 That the Corporate Director Development & Renewal is delegated power to impose conditions [and informatives] on the planning permission to secure the following matters:

Conditions

1. Time limit – 3 Years
2. Proposal to be built in accordance with the approved plans
3. External materials to be submitted.
4. Hours of construction 8.30am – 17.00pm Monday to Friday and 8.30am – 1pm Saturday
5. Construction management plan.
6. Travel plan compliance
7. Energy efficiency including details of where the photovoltaic panels will be located.
8. Sustainability
9. Servicing to be carried out outside of drop-off and pick-up times.

10. Pupil entrance permanently retained on Repton Street.
11. Scheme of highways works including details of pedestrian crossing on Aston Street and improvements to Repton Street.
12. Cycle parking
13. Removal of temporary portacabins on expiry of temporary consent or completion of extension whichever is the sooner.

Informatives

1. It will be necessary for a scheme of highway works to be agreed with the Council's Highway Department to provide for a new pedestrian crossing on Aston Street, improvements to Repton Street and to make good any damage caused as a result of the development. Such works are to be carried out at the applicant's expense.

4. PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 The application seeks permission to erect a four storey extension to the southern side of Cayley Primary School to allow the school to expand from a two to a three form entry school, resulting in an additional 150 pupils and 20 nursery children. The extension would provide additional staff facilities, a new hall, kitchen and eight classrooms. This extension would replace an existing single storey extension and would therefore not reduce the amount of playground space.
- 4.2 A single storey extension is also proposed to the front of the building to provide a new nursery room and associated facilities.
- 4.3 The extensions are of a contemporary design using a range of modern external materials such as metal mesh solar shading panels, metal cladding panels, aluminium windows and through colour render.
- 4.4 The car parking within the site would be reduced and cycle parking would be introduced in front of the visitor entrance. The main vehicle access would be from Aston Street, as would the visitor entrance. The pupil entrances would be on Aston Street and Repton Street.
- 4.5 There are currently two temporary classrooms on site providing accommodation for the "bulge classes", three additional temporary classrooms would be required to facilitate the construction works. Once completed the proposed extensions would provide sufficient internal space to allow the removal of all of the temporary accommodation which would benefit the school in terms of additional play space, and the conservation area in terms of the improved visual appearance.

Site and Surroundings

- 4.6 The school is located on the eastern side of Aston Street. It also borders Hernshaw Street, Repton Street and Camdenhurst Street to the east. The main school building is a three storey Victorian Building, constructed in 1878 and is located to the northern end of the site. The playgrounds and multi-use game area (MUGA) are located to the south.
- 4.7 The school is within a residential area and is surrounded by predominantly two storey, single family dwelling houses. Immediately across from the school is Stutland House which is an 11 storey block of flats.
- 4.8 To the south and west of the site is the York Square conservation area. The school is not

within the conservation area but has an impact upon it as it is immediately adjacent to it. 27 Aston Street is a grade II listed building and is located opposite and to the south of the school.

Planning History

4.9 The following planning decisions are relevant to the application:

- PA/86/00892 Refurbishment works and ground floor extension to existing school, provision of new play areas and improvements to existing play area. Granted 25/9/1987.
- PA/02/1102 Creation of a steel framed covered walkway with polycarbonate roof plus removal and replacement of trees. Granted 7/2/2003
- PA/03/677 Enclosing the existing entrance porch area and creating new opening in brick wall. Granted 7/7/2003
- PA/07/1840 Retrospective application for the installation of portable cabin building to accommodate two classrooms to remain for a temporary period. Granted 7/9/2007 – Temporary for 3 years
- PA/09/1102 Erection of a single storey portakabin building for use as classroom accommodation and pupil referral space. Granted 25/8/2009 – Temporary for three years. (These classrooms would be removed if the extensions are approved and constructed.)
- PA/12/01083 The erection of three temporary cabins to provide classroom accommodation, with associated ramps, and two temporary cabins to provide toilet accommodation. Approved 19/7/2012
(These classrooms would be required if planning permission is granted for the main extension which is the subject of this application).

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:

Government Planning Policy Guidance

5.2 National Planning Policy Framework (2012)

London Plan 2011

- 5.3 Policies:
- 3.18 Education facilities
 - 5.1 Climate change and mitigation
 - 5.2 Minimising carbon dioxide emissions
 - 5.3 Sustainable design and construction
 - 5.6 Decentralised energy in development proposals
 - 5.7 Renewable energy
 - 5.9 Overheating and cooling
 - 6.9 Cycling
 - 6.10 Walking
 - 6.11 Smoothing traffic flow and tackling congestion

- 6.13 Parking
- 7.1 Building London's neighbourhoods and communities
- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage assets and archaeology

Adopted Core Strategy (2010)

- 5.4 Policies:
 - SP07 Improving education and skills
 - SP10 Creating Distinct and Durable Places

Unitary Development Plan 1998 (as saved September 2007)

- 5.5 Policies:
 - DEV1 Development requirements
 - DEV2 Environmental Requirements
 - DEV50 Noise
 - EDU7 Education facilities
 - T16 Traffic priorities for new development

Interim Planning Guidance for the purposes of Development Control (2007)

- 5.6 Policies:
 - DEV1 Amenity
 - DEV2 Character and Design
 - DEV10 Disturbance from Noise Pollution
 - SCF1 Social and community facilities
 - CON2 Conservation Areas

Emerging Policy

- 5.7 Managing Development DPD Proposed Submission Version May 2012
 - DM18 Delivering schools and early learning
 - DM24 Place-sensitive Design
 - DM25 Amenity
 - DM27 Heritage and the Historic Environment

Supplementary Planning Guidance

- 5.8 N/A

6. CONSULTATION RESPONSE

6.1 The views of the Directorate of Development & Renewal are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6.2 The following were consulted regarding the application:

Highways team.

6.3 The applicant has submitted revised plans showing a second pupil entrance on Repton Street as previously requested.

Revised conclusion

6.4 Subject to the recommended conditions being attached to any planning permission and the appropriate s106 and s278 agreement being in place, Highways does not object to the application.

Car Parking

6.5 The proposals will result in a reduction of eight on site parking spaces which are currently

allocated to staff. This reduction is welcomed as it accords with the Council's sustainable transport objectives. Staff members losing their parking spaces may be eligible for public service on-street parking permits, resulting in increased pressure on local parking. However, the maximum level of take up would result in an increase of eight additional vehicles parked in the local residential bays. Our most recent day time parking occupancy level data shows that there is capacity in surrounding streets with 34% and 28% of spaces free on Aston Street and Matlock Street respectively.

Traffic Management and Mitigation

- 6.6 The school day start and finish 'peaks' result in a considerable amount of informal vehicle parking and waiting on the streets approaching and outside the school entrance on Aston Street. The result of this is reduced parking availability for local residents, serious traffic congestion due to the high number of vehicles manoeuvring in and out of parking spaces and increased risk of road traffic accidents.
- 6.7 The current mode share for pupils arriving by car is 22% meaning around 100 cars drop off/pick up pupils each day. The proposal would result in an increase in pupil population to 690. Extrapolating the mode share of car trips would increase the number of car trips by around 30-40. Given the issues raised above this is likely to lead to unacceptable impacts on the local highway network and may compromise the safety of pupils, staff and chaperones accessing the school.
- 6.8 Given the severity of the issue, a transport strategy must be implemented as part of any planning permission that reduces the pressure on the highway network while providing safe, convenient access for all pupils in line with Core Strategy SO19, SO20, SP09 and DM20.
- 6.9 *(Response: Officers have previously stated their preference for a second school entrance on Repton Street. This has been incorporated into the design of the scheme and a condition would be placed on any approval requiring this entrance to be used as a pupil entrance in addition to the Aston Street entrance thus reducing the pressure on the highway network).*
- 6.10 Highways also supports a new zebra crossing on Aston Street, formalising the existing traffic island crossing point outside the school entrance. This would improve pedestrian safety at the start and end of the school day, when the chance of collision is highest. It would also be appropriate for a contribution to be made to improve cycling infrastructure in the area to support parent and children who may wish to cycle to and from school in future. Highways would expect this to be funded by s106 contribution.
- 6.11 *(Response: The school has agreed to fund these works. It is not necessary to enter into a s106 agreement for these works as they can be secured by the condition recommended which would require a scheme of highway works to be agreed prior to the commencement of development with the costs to be met by the developer. Given the limited number of pupils and staff which cycle to the school it is not considered necessary or reasonable to request that the school contribute towards improvements in cycling infrastructure).*
- 6.12 **Cycle Parking**
Current Tower Hamlets and London Plan standards require at least one cycle parking space per ten staff and pupils. As information on the number of staff is not presented in the application submission it is not possible to say what this number should be but with the number of primary school pupils increasing by 150, at least 15 secure, covered spaces should be provided. It should be noted that this is a minimum requirement and the applicant is encouraged to use this redevelopment as an opportunity to supply significantly more cycle parking. Ideally, this would be at a level that provided a cycle space for 10% of the primary school pupils and staff.

- 6.13 *(Response: The revised site plan shows 20 cycle parking spaces located in an accessible, covered area at the front of the building. This is considered to exceed the minimum provision and is acceptable.)*
- 6.14 Staff will also be encouraged to cycle by the provision of shower and changing facilities which regrettably are not shown on the plans.
- 6.15 *(Response: A shower is provided within the accessible WC on the ground floor.)*
- 6.16 Visitor cycle parking stands should also be provided within the school grounds to support parents/guardians who wish to cycle with their children to the school.
- 6.17 *(Response: A total of 20 cycle parking spaces are proposed to the front of the building. 18 of these are required to be provided for the increase in pupils and staff leaving 2 spaces for visitors.)*
- 6.18 **Travel Plan**
A School Travel Plan should be secured by condition and must be agreed by Highways prior to occupation or increase in student population above the existing maximum levels. The travel plan will commit the school to a range of measures designed to reduce the number of car trips generated by the pupils and staff at the school and will replace the extant School Travel Plan.
- 6.19 *(Response: A condition is included in the recommendation.)*
- 6.20 **Servicing**
The expanded school would generate a relatively low level of service and delivery activity. The applicant has indicated that vehicle associated with servicing would park on-street. This is acceptable, provided the deliveries are managed to take place outside of the school drop off and pick up 'peak' periods and a condition should be place to this end.
- 6.21 *(Response: A condition is included in the recommendation.)*
- 6.22 **Construction**
The proposal will generate a significant level of construction traffic that will require careful management, particularly as the approach roads to the school are relatively narrow. A construction management plan should be secure by condition and submitted for Highways' approval prior to the commencement of construction in line with policy DM21.
- 6.23 *(Response: A condition is included in the recommendation.)*
- 6.24 A condition should be placed on any planning permission requiring the applicant to enter into a s278 agreement to make good any damage caused to the highway during the construction of the development.
- 6.25 *(Response: A condition is included in the recommendation.)*

Energy team

- 6.26 At a national level, the National Planning Policy Framework sets out that planning plays a key role in delivering reductions to greenhouse gas emissions, minimising vulnerability and providing resilience to climate change. The NPPF also notes that planning supports the delivery of renewable and low carbon energy and associated infrastructure. At a strategic

level, the climate change policies as set out in Chapter 5 of the London Plan 2011, London Borough of Tower Hamlets Core Strategy (SO24 and SP11) and the emerging Managing Development DPD Policy DM29 collectively require developments to make the fullest contribution to the mitigation and adaptation to climate change and to minimise carbon dioxide emissions.

- 6.27 The London Plan sets out the Mayor's energy hierarchy which is for development to be designed to:
- Use Less Energy (Be Lean);
 - Supply Energy Efficiently (Be Clean); and
 - Use Renewable Energy (Be Green).
- 6.28 The London Plan 2011 includes the target to achieve a minimum 25% reduction in CO₂ emissions above the Building Regulations 2010 through the cumulative steps of the Energy Hierarchy (Policy 5.2).
- 6.29 The Managing Development 'Development Plan Document' emerging Policy DM29 includes the target to achieve a minimum 35% reduction in CO₂ emissions above the Building Regulations 2010 through the cumulative steps of the Energy Hierarchy. Draft Policy DM 29 also requires sustainable design assessment tools to be used to ensure the development has maximised use of climate change mitigation measures. At present the current interpretation of this policy is to require all non-residential developments to achieve a minimum BREEAM Excellent rating where feasible.
- 6.30 Policy SO3 of the Core Strategy (2010) seeks to incorporate the principle of sustainable development, including limiting carbon emissions from development, delivering decentralised energy and renewable energy technologies and minimising the use of natural resources. The London Borough of Tower Hamlets Core Strategy Policy SP11 requires all new developments to provide a reduction of carbon dioxide emissions through on-site renewable energy generation.
- 6.31 The 'Building Services Renewables Report' (Version 3 - 4th July 2012), follows the Mayor's energy hierarchy as detailed above. The replacement of the current communal boiler system with a Combined Heat and Power (CHP) system to serve the whole site (existing building and extension) is supported and will improve the site wide CO₂ emissions through improving the space heating and hotwater systems used to supply to the whole school. This is in accordance with policy 5.6 of the London Plan and is anticipated to reduce CO₂ emissions by 13% (Be Clean).
- 6.32 The current proposals for delivering the space heating and hotwater are considered acceptable; however an appropriately worded condition should be applied to any permission to ensure development is supplied by the CHP following completion and prior to occupation.
- 6.33 Photovoltaic cells are proposed to provide a source of on-site renewable energy (Be Green). The applicant has demonstrated that the proposed CO₂ emission reduction through PV's (59m² PV array with peak output of 7.6kWp) is appropriate for the site and will result in an anticipated CO₂ emission saving of 25% through the cumulative measure of the energy hierarchy. Therefore, the Sustainable Development Team support the application as the applicant has demonstrated that the design has followed the energy hierarchy and sought to integrate decentralised technologies and on-site renewable energy technologies where feasible. The delivery of the on-site renewable energy technologies should be secured via an appropriately worded condition.
- 6.34 Whilst the proposed energy strategy therefore falls short of the requirements of emerging Policy DM29 which seeks a 35% reduction in CO₂ emissions, the proposals are in accordance with the London Plan 2011 CO₂ emission requirements.
- 6.35 The applicant has also ensured that through the design of the school and replacing the

current hotwater and space heating system the carbon footprint of the whole school will be significantly reduced following completion of the extension. The area of the school is to be increase by approximately 45%, however the overall CO2 emissions of the school are anticipated to be reduced by 44%. Therefore the CO2 savings proposed for this development are considered acceptable and it is recommended that the strategy is secured by Condition.

- 6.36 In terms of sustainability, London Borough of Tower Hamlets requires all non-residential development to achieve a BREEAM excellent rating where feasible. The applicant has investigated all options through the design process and the current rating achieved is BREEAM Very Good. Further information is required for a number of the credits that are currently not attained within the assessment. This information will not be available until post decision of the planning application. It is therefore recommended that the achievement of a Very Good rating is secured as the minimum level for the development but with a requirement to seek to achieve an excellent rating. This is to ensure the highest levels of sustainable design and construction in accordance with Policy 5.3 of the London Plan 2011 and Policy DM29 of the London Borough of Tower Hamlets Draft Managing Development DPD

7. LOCAL REPRESENTATION

- 7.1 A total of 81 neighbouring properties within the area shown on the map appended to this report were notified about the application and invited to comment. The application has also been publicised in East End Life and on site. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses:	21	Objecting:	21	Supporting:	0
No of petitions received:	0				

- 7.2 The following issues were raised in representations that are material to the determination of the application, and they are addressed in the next section of this report:

- 7.3
- The building is unsympathetic to the character of the conservation area and to the historic character of the Victorian school building.
(Officer response: The applicant has demonstrated that whilst creating a modern extension, some elements of the conservation area's character are visible within the proposed design. It is considered that a modern extension is an acceptable way to address an extension to this school, and the use of sensitive materials together with a height and design on balance conserves the character of the conservation area.)
- 7.4
- The scale of the building is out of keeping.
(Officer response: The extension is subordinate to the main school in terms of its height and width. The wider element of the extension is set back from the front elevation helping to reduce the appearance of bulk when viewed from the conservation area.)
- 7.5
- The building will block out light to the surrounding properties.
(Officer response: A daylight study has been conducted to understand what the impact will be on the surrounding properties which found that there would be no significant detrimental loss of light).
- 7.6
- There will be a loss of privacy caused by the extension.
(Officer response: The extension would not lead to any significant loss of privacy to neighbouring residents as it has no windows which are within 18m of any neighbouring facing habitable room windows.)

- 7.7 • There will be additional noise and disturbance including an increase in litter dropping. *(Officer response: There is likely to be an increase in noise emanating from the playground at play times and potentially at pick-up and drop off times. These are noises which are to be expected within close proximity of a school and would only be for limited periods of the day and not during the noise sensitive night-time hours. In light of the development plan policies it is not considered that this, along with a potential for increased litter dropping, would outweigh the desirability of providing new school places so as to support a refusal.)*
- 7.8 • There is insufficient parking and this will be exacerbated by the additional children being dropped off. Also the additional cars will have an impact upon safety for the children. The pavements are also not wide enough to cope with additional pupils and parents. *(Officer response: The parking stress survey has shown that there is between 34% and 28% of spaces free on Aston Street and Matlock Street respectively during the daytime. The school travel plan seeks to encourage parents and staff to use sustainable methods of travel to reach the school and a condition will be placed on the development to ensure that this is annually updated. In order to relieve some of the congestion around the school at morning and afternoon peaks the school has agreed to open a second pupil entrance on Repton Street which would be available for children arriving from the east.)*
- 7.9 • Cycle lanes should be installed along Aston Street. *(Officer response: This is considered to be outside of the scope of this planning application as the transport study has shown that the increase in pupils resulting from this expansion would (requiring an additional 17 cycle spaces) not generate a sufficient number of cyclists onto the network to justify an additional cycle lane.)*
- 7.10 • Disruption caused by the construction works will impact upon the amenities of residents. *(Officer response: A condition requiring a construction management plan would be placed on the approval which would include methods to control construction traffic approved by the highways authority and any statutory noise or air pollution will be controlled by the environmental health department.)*

8. MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues raised by the application that the committee must consider are:
1. Principle of the development
 2. Character and appearance of the proposal
 3. Impact upon amenity
 4. Highways implications
 5. Renewable energy.

Land Use

Education provision

- 8.2 Policy 3.18 of the London Plan states that the Mayor will support the provision of primary school facilities which meet the demand of a growing and changing population. The policy then goes on to state that development proposals which enhance education and skills provision will be supported, including new build, expansion of existing facilities or change of use to education purposes. Those which address the current projected shortage of primary school places will be particularly encouraged. Proposals for new schools should only be

refused where there are demonstrable negative local impacts which substantially outweigh the desirability of establishing a new school.

- 8.3 Policy SP07 of the adopted Core Strategy (2010) also seeks to deliver the policy requirements of the London Plan. These policies also seek to increase the provision, both to deal with increased population and to meet existing deficiencies in order to achieve the best schools and facilities to support education excellence.
- 8.4 Policy DM18 of the Managing Development DPD states that the Council will support extensions to existing schools where:
- 1) The site has been identified for this use or a need for this use has been demonstrated.
 - 2) The design and layout accords with the relevant standards
 - 3) There is no net loss of school play space
- 8.5 The application seeks to provide additional space to accommodate an extra form of accommodation within the site. This would provide teaching space for an additional 150 pupils and 20 nursery aged children. The site has been identified by the Local Education Authority as a site which is suitable for expansion as it has land available on site, a building which can be extended and is already an academically strong school.
- 8.6 It is considered that the proposal is in accordance with the aforementioned policies and as such the principle of the school's expansion is acceptable as it would provide better quality teaching facilities for the existing pupils and additional capacity to accommodate more pupils. The extension would be constructed in the place of an existing ground floor extension, resulting in no loss of playground space within the site.

Character and design

- 8.7 Policy SP10 of the Core Strategy seeks to ensure that buildings promote good design principles to ensure that they represent a high quality development and are sustainable, accessible, attractive, durable and well-integrated with their surroundings. They should respect local townscapes and context and contribute to enhancing local distinctiveness. These requirements are also echoed in policy DEV1 of the UDP and DEV2 of the IPG.
- 8.8 The site lies adjacent to the York Square conservation area, the boundary of the conservation area is to the west of the school site. The majority of the houses within the immediately adjacent area to the school are locally listed with no. 27 Aston Street being grade II listed. Whilst not in the conservation area itself, consideration needs to be given to the impact on views into and out of the conservation area, as well as the impact on the setting of the listed building.
- 8.9 The school is set back from the main row of properties on Aston Street and therefore views towards the school from the north and south are restricted until a position close to the school is reached. The extension would be visible from Matlock Street which runs east to west and terminates opposite the school entrance.
- 8.10 The extension is of a contemporary design which uses modern materials. Rather than trying to re-create the existing fabric of the Victorian school building, the extension seeks to combine features of the existing school and surrounding conservation area with modern materials and architectural style. The external materials for the upper floors of the extension would comprise a number of complementary shades of metal cladding with, metal mesh and solar shading panels.
- 8.11 The verticality of the Victorian school windows and the windows on the surrounding two storey terrace houses has been incorporate into the treatment of the façade. The roofline of

the extension would be the same as the eaves on the main school which also gives the appearance of a continuation of a similar proportions but in a modern style. The height of the extension has also been designed in this manner to allow views of the chimneys and roof of the Victorian school to be maintained.

- 8.12 The general massing pattern of the school includes the large mass of the three storey gable features with set back circulation space between, this is repeated with the proposed extension which includes a set back area between the existing school and the proposed extension. This would be constructed of glazing and fibre-cement panels which would be a darker colour than the metal cladding to be used on the main extension. This recessed section allows the building to be read as three separate sections and also allows sections of the original south elevation to be maintained and remain visible internally.
- 8.13 Whilst the elevations do appear to show an extension which is considerably wider than one of the gable roofed elements, the wider section of the extension would be set back into the site some 12m behind the forward most part of the extension. This allows a gap to be maintained between the proposed extension and the two storey school house to the south.
- 8.14 It is considered that the contemporary approach to the extension is acceptable and suitable for this site. Whilst the extension is substantial in scale, a number of measures have been applied to ensure the impact upon the conservation area is minimised such as keeping the roof level in line with the existing eaves, incorporating the verticality of the windows and using a variety of textures and shades for the external materials.
- 8.15 The view towards the school from the east is also important to consider, whilst there is no conservation area present to the east of the site the school building is still prominent from Repton and Hernshaw Street. The stair core would project furthest at the rear and would be constructed from the same fibre-cement panels as the circulation area to the front of the building. The same materials and verticality to the windows and cladding panels would be present as viewed from the front elevation, the extension would also appear as a similar width to that at the front even though it covers a greater floor area, this is achieved through an increase width of the circulation space between the Victorian building and the main extension. It is considered that the view of the school from the east would be acceptable and would not significantly harm the views from this location.
- 8.16 The application also proposes to include a single storey extension to the front of the building. This would project 11.2m from the front of the Victorian building towards the northern end of the building. It would follow the removal of the existing single storey kitchen which is wider than the proposed extension but not as deep. The proposed extension would fill in the space between the front boundary wall and the front elevation of the building. It would essentially be a flat roofed building with a small peak in the centre reaching up to 3.8m in height. This would project 1.8m above the boundary wall but the tallest section would be 3.2m back from the boundary. This extension would provide accommodation for the new nursery classroom and would allow the nursery children to have their own playground. There are no objections to the design and appearance of this extension, however details of the materials to be used in the construction would be requested via a condition.
- 8.17 The school is also within the setting of the grade II listed property at 27 Aston Street. This is diagonally opposite the application site. Developments should preserve the setting of listed buildings, in this case, the listed building is a two storey dwelling house which is at the end of a terrace of similar properties. The modern extension of the school is not considered to have any significant impact upon the setting of this property or its historical and architectural importance.
- 8.18 It is also important to note that the proposed extension would result in the removal of all of

the temporary classrooms on the site. There are currently two classrooms which benefit from a temporary consent to provide accommodation for the 'bulge classes' that the school is currently experiencing. During the works an additional three temporary classrooms and temporary toilet facilities would be required, these would all be removed following the completion of the works. It is considered that this would be of benefit to the setting of the building within the conservation area context and providing an enhanced playground area for the pupils.

- 8.19 Overall it is considered that the proposed extensions and alterations to Cayley Primary School are acceptable and would not be harmful to the adjacent York Square conservation area or the general appearance of the surrounding locality in accordance with policies 3.18 of the London Plan, SP07 and SP10 of the Core Strategy and DM18 of the Managing Development 'DPD'.

Impact on amenity

- 8.20 Policy DEV2 of the UDP and policy DEV1 of the IPG require all developments to protect the amenity of residential occupiers and ensure that adjoining buildings are not adversely affected by a loss of privacy, a material deterioration of their daylighting and sunlighting conditions or create an inappropriate sense of enclosure. Policy DM25 of the Managing Development DPD requires all developments to protect and where possible enhance neighbouring amenity.
- 8.21 The proposed extensions should also be considered in light of policy 3.18 of the London Plan which states that applications for new schools should only be refused where there are demonstrable negative local impacts which substantially outweigh the desirability of establishing a new school. It is considered that a similar test can be applied to extensions to schools where there is a need for additional school places.
- 8.22 The school is surrounded by residential properties on all sides. To the south is the school house and beyond this is a terrace of two storey properties. The nearest non-school property to the south is no. 34 Aston Street. There would be 12m from the wall of the outrigger which faces the school and the nearest point of the extension, the extension would be situated to the north and west of the property. The main windows of this property face eastwards and would therefore not suffer from any significant loss of light or outlook as a result of this proposal.
- 8.23 On Repton Street to the east the closest property is no. 9. This is a residential property which has windows looking out onto the application site and is 18m away from the proposed extension, therefore officers are satisfied that the proposal would not result in a material loss of privacy.
- 8.24 A daylight and sunlight report has been submitted which has looked at the impact of the extension on these windows. The report was carried out in accordance with the BRE guidelines and it was found that with the proposed extension in place, the windows facing the site would have a vertical sky component (VSC) higher than 27% and the reduction in VSC compared with the existing situation would be less than 20%. The BRE guidelines suggest that these figures would ensure that the level of daylight available to the rooms facing the site would not be significantly reduced. The impact upon these residents is therefore considered to be acceptable.
- 8.25 To the west of the site is no. 29 Aston Street. This property is 22m from the location of the proposed extension, the flank wall of the property faces out towards the application site with the main habitable windows facing north and south. Due to the orientation of the property it is

not considered that there would be any significant impact upon the light or outlook currently enjoyed by these occupants.

- 8.26 A number of residents have objected to the scheme on the grounds that the additional pupils will cause increased congestion and noise and disturbance within the locality to the detriment of their amenities. The issues regarding congestion and safety are addressed within the highways section.
- 8.27 Concerns relating to additional noise and disturbance during play times are not considered to be sufficiently detrimental to warrant a refusal of the application. The site is an existing school and already has children using the playground during for the day for play and for sport, whilst the additional pupils would potentially increase the noise levels, this would be during the day time and would be only be for certain periods of the day. There is not considered to be any substantial reason for refusal on this basis particularly as schools are traditionally located in residential areas.

Highways

- 8.28 Policy T16 of the UDP requires consideration to be given to the operational requirements of the proposed use and the impact of the traffic that is likely to be generated. Policy SP09 of the Core Strategy seeks to ensure that all new development has no adverse effect of the safety and capacity of the road network and the promotion of car free developments is encouraged in order to minimise on-site and off-site car parking.
- 8.29 The London plan has a number of transport related policies which generally seek to encourage uses which would reduce the need to travel, particularly by car by minimising on-site car parking provision and ensuring sufficient cycle parking is provided.
- 8.30 The school has an excellent PTAL (5) and therefore minimal car parking is required in order to be in accordance with the policies outlined above.
- 8.31 The proposal would seek to increase the capacity of the school by a total of 150 pupils (plus 20 nursery children) and 13 members of staff.
- 8.32 A transport assessment has been submitted in support of the application. It finds that the 68% of pupils and staff currently walk to the site, 2% cycle and 5% use public transport, the remaining 24% arrive by car.

Parking

- 8.33 There are currently 14 parking spaces available on site, these are not formally laid out but the car parking area is accessed from Aston Street. The car parking levels would be reduced to a total of four spaces, one of these would be a disabled space. The reduction of on-site car parking is welcomed and in accordance with the above mentioned policies
- 8.34 This would potentially leave a maximum of eight members of staff without a car parking space and entitled to apply for a public service on-street parking permit which can be used in the residents car parking bays. The daytime parking stress survey shows that there is capacity within the surrounding streets as there is between 34% and 28% of spaces free on Aston Street and Matlock Street respectively. Whilst it is considered that there is adequate on-street spaces for the staff it is unlikely that all of the staff members would apply for the permits as there is a fee attached. The parking team also have powers to restrict the use of service parking permits within a certain area if parking stress becomes too high.

Cycle parking

- 8.35 The London Plan requires that cycle parking provision be made for 10% of staff and pupils of a school. The existing cycle shelter would be maintained in the north west corner of the site, in front of the entrance on Aston Street a new cycle shelter is proposed which would contain parking for 20 bicycles. A total of 163 additional pupils and staff (excluding the nursery age children) would result from the proposed expansion of the school, therefore 17 additional cycle parking spaces should be provided. The total of 20 also allows for visitor space and is considered to be acceptable.
- 8.36 Details of the enclosures for the cycle provision and the type of stand to be used would be requested by condition to ensure that they are secure and weatherproof.

Servicing

- 8.37 There are no changes proposed to the existing servicing arrangements. Service vehicles would park on-street, outside the school. This would occur outside of the morning and afternoon peaks and a condition would be placed on the approval to ensure this is the case.

Pedestrian crossing

- 8.38 The highways department have indicated that a pedestrian crossing should be installed on Aston Street to improve safety. The education department have agreed to fund these works, and the safety improvements which are required for the new pupil entrance on Repton Street. This would include safety railings and yellow zig-zag lines. The details of this would be dealt with via a condition, in agreement with the highways department.

Renewable energy

- 8.39 The London Plan sets out the requirement for all major developments to reduce their carbon emissions by a minimum of 25%, after energy efficiency measures have been taken into account.
- 8.40 The measures which are proposed for the reduction on carbon emissions is a CHP plant within the basement and photovoltaic panels on the roof of the extension. The roof plan does not show these at present and therefore a condition would request details of their location.
- 8.41 A condition requesting that the applicant demonstrate compliance with the BREEAM 'very good' or 'excellent' standard is also recommended.

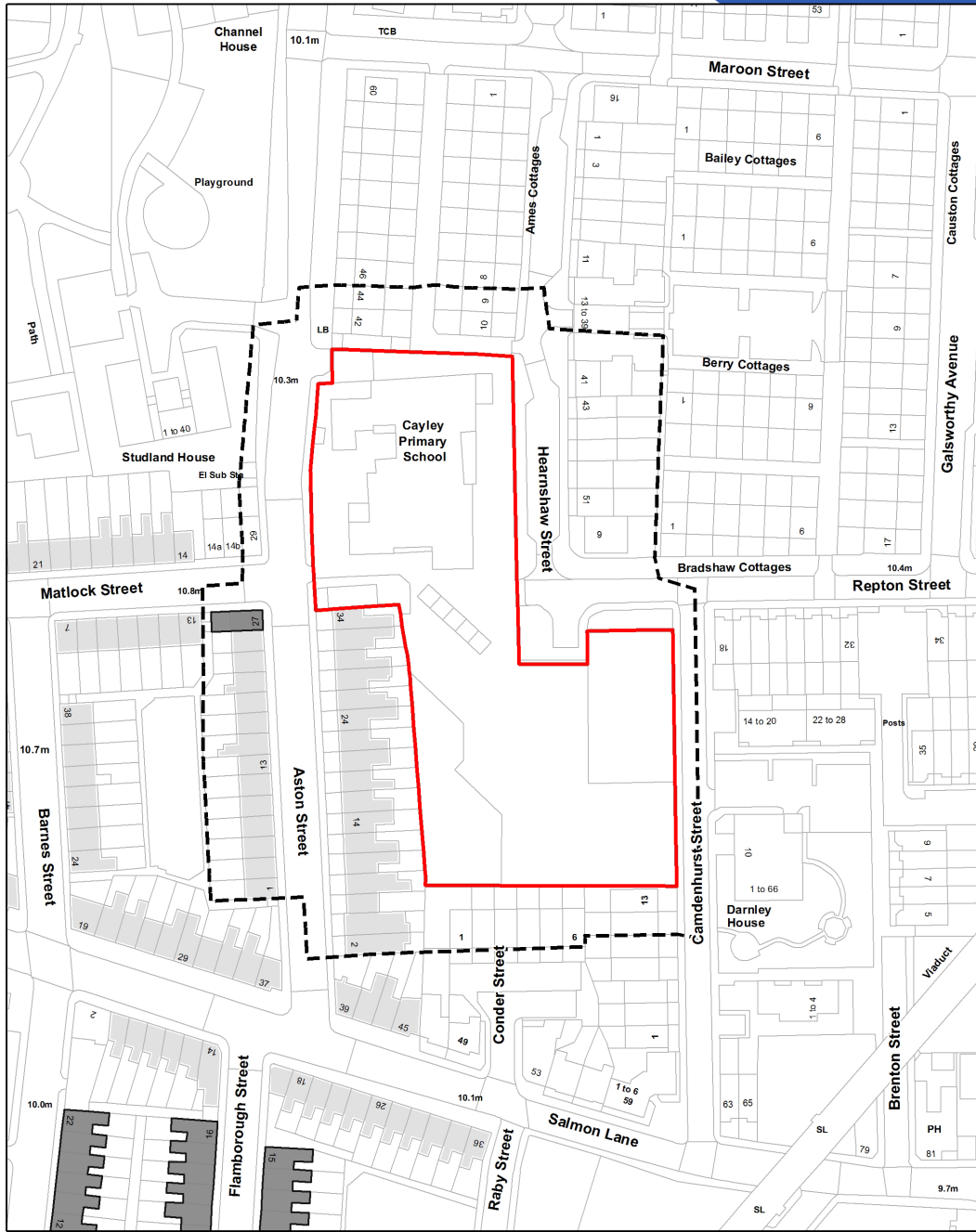
Other Planning Issues







None

9 Conclusions

- 9.1 All other relevant policies and considerations have been taken into account. Planning permission, should be granted 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 Boundary



	PA/12/00920		Locally Listed Buildings		Land Parcel Address	
	Planning Application Site Boundary		Statutory Listed Buildings	0 30 m		

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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