Location: St Marys Church Of England High School Downage London NW4 1AB

Reference: 16/2877/FUL

Received: 29th April 2016
Accepted: 10th May 2016

Ward: Hendon

Expiry: 5th July 2016

Applicant: Governors of St Mary's and St John'

Proposal:

Recommendation: Approve subject to conditions

1 The development hereby permitted shall be carried out in accordance with the following approved plans: Demolition and Construction Method Statement by Loxton & Associates; Noise Impact Assessment Report by Auric Acoustic Consulting dated 5th April 2016; Noise Survey Report by Auric Acoustic Consulting dated 30 March 2016; Design and Access Statement incorporating a Sustainability Statement by Loxton & Associates; Energy Statement by Services Project Engineers Reference SPE/533/V1; Transport Statement by SK Transport Planning Ltd April 2016; Letter from Green Structural Engineering dated 23rd April 2016; Drawing no. L1181/2.3/01; Drawing titled "Landscape Design, Planning Specification and Planting schedule" by Randa Hughes; Drawing no. C/01 Rev P3; Drawing no. L1181/2.1/02; Drawing no. L1181/2.1/03; Drawing no. L1181/2.1/04; Drawing no. L1181/2.1/05; Drawing no. L1181/2.1/06; Drawing no. L1181/2.1/10; Drawing no. L1181/2.1/11; Drawing no. L1181/2.1/12; Drawing no. L1181/2.1/13; Drawing no. L1181/2.1/14; Drawing no. L1181/2.1/15; Drawing no. L1181/2.1/16; Drawing no. L1181/2.1/18 Rev P1 Proposed Elevations; Drawing no. L1181/2.1/18 Sections as proposed; Drawing no. L1181/2.1/20; SMSJ Downage - Jacksons Sentry Security Fencing.

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

2 This development must be begun within three years from the date of this permission.
Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.

3 The site levels of the development shall be implemented in accordance with the details as specified on Drawing no. C/01 Rev P3 and retained as such thereafter.

Reason: To ensure that the development is carried out at suitable levels in relation to the highway and adjoining land having regard to drainage, gradient of access, the safety and amenities of users of the site, the amenities of the area and the health of any trees or vegetation in accordance with policies CS NPPF, CS1, CS5 and CS7 of the Local Plan Core Strategy (adopted September 2012), Policies DM01, DM04 and DM17 of the Development Management Policies DPD (adopted September 2012), and Policies 7.4, 7.5, 7.6 and 7.21 of the London Plan 2015.

4 a) No development other than demolition works shall take place until details of the materials to be used for the external surfaces of the building(s) and hard surfaced areas hereby approved have been submitted to and approved in writing by the Local Planning Authority.

b) The development shall thereafter be implemented in accordance with the materials as approved under this condition.

Reason: To safeguard the character and visual amenities of the site and wider area and to ensure that the building is constructed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy (adopted September 2012), Policy DM01 of the Development Management Policies DPD (adopted September 2012) and Policies 1.1, 7.4, 7.5 and 7.6 of the London Plan 2015.

5 Cycle parking spaces shall be provided in accordance with London Plan cycle parking standards as indicated on the hereby approved Drawing no. L1181/2.1/10 and that area shall not thereafter be used for any purpose other than for the parking of cycles associated with the development.


6 Before the building hereby permitted is first occupied the proposed first and second floor window(s) in the rear elevation facing the properties on Sunningfields Road shall be glazed with obscure glass only and shall be permanently retained as such thereafter and shall be permanently fixed shut with only a fanlight opening.


7 The development shall thereafter be implemented in accordance with the measures detailed in the Demolition and Construction Method Statement by Loxton & Associates hereby approved.

8 a) Before development commences, a scheme of proposed air pollution mitigation measures shall be submitted to and approved in writing by the Local Planning Authority.

b) The approved mitigation scheme shall be implemented in its entirety in accordance with details approved under this condition before any of the development is first occupied or the use commences and retained as such thereafter.

Reason: To ensure that the amenities of occupiers are protected from the poor air quality in the vicinity in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD, and Policy 5.3 of the London Plan 2015.

9 a) No development other than demolition works shall take place until details of all extraction and ventilation equipment to be installed as part of the development, including a technical report have been submitted to and approved in writing by the Local Planning Authority. The equipment shall be installed using anti-vibration mounts. The report shall include all calculations and baseline data, and be set out so that the Local Planning Authority can fully audit the report and critically analyse the content and recommendations.

b) The development shall be implemented in accordance with details approved under this condition before first occupation or the use is commenced and retained as such thereafter.

Reason: To ensure a satisfactory appearance for the development and satisfactory accessibility; and to protect the amenities of the area in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012) and Policy CS13 of the Local Plan Core Strategy (adopted September 2012).

10 The level of noise emitted from the plant hereby approved shall be at least 5dB(A) below the background level, as measured from any point 1 metre outside the window of any room of a neighbouring residential property.

If the noise emitted has a distinguishable, discrete continuous note (whine, hiss, screech, hum) and/or distinct impulse (bangs, clicks, clatters, thumps), then it shall be at least 10dB(A) below the background level, as measured from any point 1 metre outside the window of any room of a neighbouring residential property.

Reason: To ensure that the proposed development does not prejudice the amenities of occupiers of neighbouring properties in accordance with Policies DM04 of the Development Management Policies DPD (adopted September 2012) and 7.15 of the London Plan 2015.
a) Before development commences, an air quality assessment report, written in accordance with the relevant current guidance, for the existing site and proposed development shall be submitted to and approved by the Local Planning Authority. It shall have regard to the air quality predictions and monitoring results from the Stage Four of the Authority's Review and Assessment, the London Air Quality Network and London Atmospheric Emissions Inventory. The report shall include all calculations and baseline data, and be set out so that the Local Planning Authority can fully audit the report and critically analyse the content and recommendations.

b) A scheme for air pollution mitigation measures based on the findings of the report shall be submitted to and approved by the Local Planning Authority prior to development.

c) The approved mitigation scheme shall be implemented in its entirety in accordance with details approved under this condition before any of the development is first occupied or the use commences and retained as such thereafter.

Reason: To ensure that the amenities of occupiers are protected from the poor air quality in the vicinity in accordance with Policy DM04 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD, and Policy 5.3 of the London Plan 2015.

12 Prior to the first occupation of the development hereby approved it shall be constructed incorporating carbon dioxide emission reduction measures which achieve an improvement of not less than 40 % in carbon dioxide emissions when compared to a building constructed to comply with the minimum Target Emission Rate requirements of the 2010 Building Regulations. The development shall be maintained as such in perpetuity thereafter.

Reason: To ensure that the development is sustainable and minimises carbon dioxide emissions and to comply with the requirements of policies DM01 and DM02 of the Barnet Development Management Polices document (2012), Policies 5.2 and 5.3 of the London Plan (2015) and the 2016 Mayors Housing SPG.

13 All landscaping works shall be carried out in accordance to the hereby approved Drawing titled "Landscape Design, Planning Specification and Planting schedule" by Randa Hughes.


14 The existing parking provision within the site shall be retained and the parking spaces shall be used only as agreed and not be used for any purpose other than the parking and turning of vehicles in connection with approved development.

Reason: To ensure that adequate and satisfactory provision is made for the parking of vehicles in the interests of pedestrian and highway safety and the free flow of traffic in accordance with London Borough of Barnet's Local Plan Policy CS9 of

15 The premises shall be used as a school and no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason:
To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

16 The photo voltaic panels as shown as shown on Drawing L1181/2.1/16 shall be installed on the flat roof of the building prior to the commencement of the use or first occupation of the development and retained as such thereafter.

Reason: To ensure that the development is sustainable and complies with Strategic and Local Policies in accordance with Policy DM02 of the Development Management Policies DPD (adopted September 2012), the Sustainable Design and Construction SPD (adopted April 2013) and Policies 5.2 and 5.3 of the London Plan (2015).

17 Prior to the first occupation of the development hereby approved it shall be constructed incorporating carbon dioxide emission reduction measures which achieve an improvement of not less than 40 % in carbon dioxide emissions when compared to a building constructed to comply with the minimum Target Emission Rate requirements of the 2010 Building Regulations. The development shall be maintained as such in perpetuity thereafter.

Reason: To ensure that the development is sustainable and minimises carbon dioxide emissions and to comply with the requirements of policies DM01 and DM02 of the Barnet Development Management Polices document (2012), Policies 5.2 and 5.3 of the London Plan (2015) and the 2016 Mayors Housing SPG.

18 a) Three months prior to the development hereby permitted is first occupied or brought into use, a School Travel Plan covering all 3 sites and all travel movements to and from and between the 3 sites and incorporating measures to reduce trips to the school by the private car and encourage non-car modes such as walking, cycling and public transport shall be submitted to and approved by the Local Planning Authority. This should include reference to the changes made to the school building/s and the impact this will have on travel and access, the contact details of the School Travel Plan Champion and appropriate actions to ensure that the STP will meet at least Bronze level in the Transport for London STARS (Sustainable Travel Active Responsible Safe) accreditation scheme for the following 5 years.

The School Travel Plan (STP) shall include SMART targets and a clear action plan for implementing the measures. A School Travel Plan Champion shall be in place for the lifespan of STP with STP Reps on each site. The School Travel Plan shall be monitored, reviewed and resubmitted in writing annually, for approval by the local planning authority, in accordance with the targets set out in the Plan and the associated S106 agreement.
b) The measures set out in the Travel Plan approved under this condition shall be implemented and retained until such time as the site is no longer in use or occupied.


Informative(s):

1 In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.

2 The Air Quality Stage 4 Review and Assessment for the London Borough of Barnet has highlighted that this area currently experiences or is likely to experience exceedances of Government set health-based air quality standards. A list of possible options for mitigating poor air quality is as follows: 1) Use of passive or active air conditioning; 2) Use of acoustic ventilators; 3) Altering lay out so habitable rooms are sited away from source of poor air quality; 4) Non residential usage of lower floors; 5) Altering footprint by siting further away from source of poor air quality.

For developments that require an Air Quality report; the report should have regard to the air quality predictions and monitoring results from the Stage Four of the Authority's Review and Assessment available from the LPA web site and the London Air Quality Network. The report should be written in accordance with the following guidance: 1) Environmental Protection UK Guidance: Development Control: Planning for Air Quality (2010); 2) Environment Act 1995 Air Quality Regulations; 3) Local Air Quality Management Technical Guidance LAQM.TG(09); 4) London Councils Air Quality and Planning Guidance (2007).

Please note that in addition to the above, consultants should refer to the most relevant and up to date guidance and codes of practice if not already listed in the above list.
Officer’s Assessment

1. Site Description

The application site is located on the western side of Downage within the Hendon ward. The host building is not listed nor does it lie within a Conservation Area. The site lies within an Area of Archaeological interest.

The school site is triangular in shape with the narrowest section to the north. Vehicular access is provided from Downage and the parking area is located to the northern corner of the site. The main pedestrian access to the site is from Downage located immediately in front of the building entrance, with pedestrian paths at either end (north and south) of the side facilitating access from Sunnyfields Road.

This part of Hendon is a well-established and flourishing residential area with a wide range of dwelling type, size and tenure served by equally well established community, commercial and leisure amenities in Hendon nearby.

There are no protected trees on the site.

2. Site History

Reference: H/03646/13
Address: St Marys Church Of England High School, Sunningfields Road, London, NW4 4QR
Decision: Approved subject to conditions
Decision Date: 4 October 2013
Description: Single storey extension within, and enclosure of, internal courtyard to create ancillary rooms.

Reference: H/02114/13
Address: St Marys Church Of England High School, Sunningfields Road, London, NW4 4QR
Decision: Approved subject to conditions
Decision Date: 23 July 2013
Description: Single storey front extension and associated external works to school front entrance to Sunningfields Road.

Reference: H/01408/11
Address: St Marys Church Of England High School, Sunningfields Road, London, NW4 4QR
Decision: Approved subject to conditions
Decision Date: 27 May 2011
Description: Increase in the height of existing railings and gates along site boundary fronting Church Terrace, and new railings and gates fronting Sunningfields Road.

3. Proposal

The application relates to the demolition of the existing two storey block and temporary structures to the south and south west of the site respectively, and erection of a three storey classroom block to provide 16 no. additional classrooms and sixth form centre.
The proposed new block would have a maximum width of 29m at the front and minimum width of 13m (approximately) at the rear. The building would have an approximate length of 37m and would be three storeys in height. At first and second floors, the building would be recessed from the rear elevation of the ground floor by 3m.

In addition, there would be associated works including:

- Creation of new entrance and canopy
- New glazed roof to central courtyard
- Replacement of windows and cladding to existing building
- Replacement of existing rails and gate
- New hard and soft landscaping
- Creation of weld mesh fencing
- Relocation of bike store

The proposed single storey infill/ new glazed canopy to central courtyard would be sited behind the new entrance. The new entrance would be sited centrally along the building and would include a canopy to formalise the entrance.

The building works to the existing building would include cladding of the existing structure and replacement of windows with double glazed aluminium windows to match the existing in style and pattern.

The existing gates and fencing would be replaced at the front of the site and these would have a height of 1.5m and would be painted black; the proposed railing would be Jacksons Sentry Security Fencing. The two metre mesh fencing will sited within the grounds of the school itself away from the front boundary.

4. Public Consultation

Consultation letters were sent to 295 neighbouring properties. 9 responses have been received, comprising 1 petition letter with 8 objections and 1 letters of support.

The objections received can be summarised as follows:
- Downage is a quiet road
- Impinge on amenities of residents on Downage
- Three storey building would give appearance of a commercial building
- Detrimental to character
- Detrimental to parking with more vehicles

The letter in support from Councillor Mark Shooter received can be summarised as follows:
- Support of application

A site notice was erected on the 19th May 2016.

The Council’s Highways team have been consulted and consider the proposal to be acceptable subject to conditions.
The Council's Environmental Health team have been consulted and consider the proposal to be acceptable subject to conditions.

5. Planning Considerations

5.1 Policy Context

National Planning Policy Framework and National Planning Practice Guidance

The determination of planning applications is made mindful of Central Government advice and the Local Plan for the area. It is recognised that Local Planning Authorities must determine applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise, and that the planning system does not exist to protect the private interests of one person against another.

The National Planning Policy Framework (NPPF) was published on 27 March 2012. This is a key part of the Governments reforms to make the planning system less complex and more accessible, and to promote sustainable growth.

The NPPF states that 'good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people'. The NPPF retains a presumption in favour of sustainable development. This applies unless any adverse impacts of a development would 'significantly and demonstrably' outweigh the benefits.

The Mayor's London Plan 2016

The London Development Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital to 2050. It forms part of the development plan for Greater London and is recognised in the NPPF as part of the development plan.

The London Plan provides a unified framework for strategies that are designed to ensure that all Londoners benefit from sustainable improvements to their quality of life.

Barnet's Local Plan (2012)

Barnet's Local Plan is made up of a suite of documents including the Core Strategy and Development Management Policies Development Plan Documents. Both were adopted in September 2012.
- Relevant Core Strategy Policies: CS NPPF, CS1, CS5, CS9, CS10, CS11, CS15.

The Council's approach to development as set out in Policy DM01 is to minimise the impact on the local environment and to ensure that occupiers of new developments as well as neighbouring occupiers enjoy a high standard of amenity. Policy DM01 states that all development should represent high quality design and should be designed to allow for adequate daylight, sunlight, privacy and outlook for adjoining occupiers. Policy DM02 states that where appropriate, development will be expected to demonstrate compliance to minimum amenity standards and make a positive contribution to the Borough. The development standards set out in Policy DM02 are regarded as key for Barnet to deliver the highest standards of urban design.

Supplementary Planning Documents
Sustainable Design and Construction SPD (adopted April 2013)
- Provides detailed guidance that supplements policies in the adopted Local Plan, and sets out how sustainable development will be delivered in Barnet.

5.2 Main issues for consideration
The main issues for consideration in this case are:
- Whether harm would be caused to the character and appearance of the existing building, the street scene and the wider locality;
- Whether harm would be caused to the living conditions of neighbouring residents.

5.3 Assessment of proposals

Principle of Development

The application relates to the Downage site of the St Marys Church Of England High School which also operates from two other locations within the Borough. Years from nursery to year 4 are taught at the Prothero Gardens site with pupils moving from the Bennett House, Sunningfields Road site from years 5 to 8. Although not currently in use, the Downage site would accommodate years 9 to 13.

The Sunnigfields Road site (Bennett House) would expand to a 6 form entry school from the current 4 form entry; with an approved extension being implemented to accommodate the additional students (reference 15/05731/FUL). By 2017, it is proposed that the Downage site (Stamford Raffles Campus) will accommodate the year 9 group and the building would reach capacity by 2021.

A three storey block to provide 16 classrooms is proposed to replace the existing structures to the south and south east of the site.

The school building, before the closure of the previous school, accommodated a total of 773 pupils and 60 members of staff when fully operational.

The proposal is expected to comprise of between 740 and 790 pupils when fully operational, with 60 members of staff.

Policy DM13 of the Adopted Barnet Development Management Policies 2012 states that:

*New community or educational uses should be located where they are accessible by public transport, walking and cycling, preferably in town centres or local centres. New community or educational uses should ensure that there is no significant impact on the free flow of traffic and road safety. New community or educational uses will be expected to protect the amenity of residential properties.*

Core Strategy policy CS10 is generally supportive of new educational development to meet demand.

The expansion programme is supported by the Local Education Authority and officers do not oppose to it. On balance, the proposal is not considered to result in a significant increase in additional number of students than the original school building accommodated (up to a maximum of 17 additional pupils than the current capacity of the building). As such the principle is considered to be acceptable.

Impact on the character of the area
The demolition of the existing two storey wing and erection of a three storey extension in the location proposed is considered to be acceptable given the siting of the building, the design and the context of the site. The overall design and built form would reflect that of the existing school building.

The proposed height of the new block would be 12.4m; which would be an additional 2.7m above the existing three storey school building. Whilst the height of the proposed building would not match the height of the existing structure, due to the set back of the building from the road, it is not considered that the proposed wing would be detrimental to the overall appearance of the building as a whole on the streetscene.

The proposed landscaping and other works to the main building are considered to be acceptable and would result in a positive alteration to the site, to the benefit of the local character of the area.

There is sufficient spacing between the existing school building and the new classroom block to ensure that there is adequate spacing around the buildings and the site. The building line of the new block will be consistent with the building line of the existing school building.

As such the proposed building is considered to have an unacceptable impact on the character of the area and the appearance of the building itself.

Impact on the amenities of neighbours

Given the distance of the proposed building from the properties on Downage and the block of flats on Mulberry Close to the south of the site, the proposed building at three storeys in height and despite the increase in height compared to the existing, is not considered to be detrimental to the visual amenities of these occupiers.

The proposed building would be sited approximately 18m from the boundary with properties on Sunningfields Road at ground floor and approximately 21m at first and second floor levels. Whilst there are some windows on the new wing fronting the gardens of these properties, a condition has been attached to the recommendation to require the rear windows at first and second floor levels to be obscured glazed and prevent overlooking. Due to the distance and siting of the building, it is not considered that the building would appear imposing or detrimental to the visual amenities of the occupiers of the Sunningfield Road properties.

The Environmental Health team have reviewed the application and consider subject to further details regarding Extraction and ventilation equipment and noise mitigation measures from the development, the proposal would be acceptable.

Loss of play space

Sports England would not need to provide comment on the application as the development does not fall within its statutory or non-statutory remit. The marginal realignment of the sports area/ playground is not considered to be unacceptable and facilitates the building being set away from the boundary to the south west; the nominal reduction in playground area is justified by the additional building and associated benefits.

Traffic and Highways
The Council's Highway's team have been consulted and the team consider that the increase in pupil numbers compared to the maximum capacity of the school as existing would have a negligible impact on local highways.

As part of the expansion of the school, a full School Travel Plan will need to be submitted. A contribution of £5,000 will need to be provided for the monitoring of the objectives of the Travel Plan; this would be part of a section 106 agreement with the applicant and the applicant has confirmed willingness to enter into this agreement. The purpose of the Travel Plan is to ensure that car use is maintained at a suitable level as the school expands; this will help mitigate against the concerns relating to increased vehicle movement to and from the school.

The school travel plan requirements via S106 are as follows:

- Full School Travel Plan that meets the TFL guidance 'What a School travel Plan should contain' at least 3 months prior to occupation
- The STP should be for the whole St Mary's and St John's school covering all 3 sites and all travel movements to and from and between the 3 sites.
- Life span of STP at least 5 years with annual review
- To meet at least Bronze level STARS (Sustainable travel; Active, Responsible, Safe) for at least 5 years
- £5K Travel Plan monitoring fee.

Highways have also reviewed the Demolition and Construction Method Statement submitted with the application and have recommended that this is acceptable.

A cycle storage would be included on the site and this would comply with the London Plan.

Access to the site is provided from three locations on the Downage on the eastern boundary of the site. The northern access provides access to the school car park and delivery area; the middle access is for pedestrians only and the southern access is for maintenance vehicles and the main pupil access. There are 16 on-site parking spaces which would be retained.

The proposal will not result in an increase in staff on site from the maximum the site can accommodate without planning consent (in full capacity the school accommodated 60 members of staff).

The proposal would not alter the access points.

It is not considered that the proposal would result in a heightened impact on existing parking pressures and as such would be acceptable on highways grounds.

**Accessibility and Sustainability**

In respect of carbon dioxide emission reduction, the applicant has confirmed that the scheme has been designed to achieve a 40% CO2 reduction over Part L of the 2013 building regulations. This level of reduction is considered to comply with the requirements of Policy 5.2 of the London Plan (2016 Minor Alterations) and the 2016 Housing SPG's requirements and a condition is attached to ensure compliance with the Policy.
The proposed development therefore would meet the necessary sustainability and efficiency requirements of the London Plan.

5.4 Response to Public Consultation

It is considered that the comments raised by objectors have been addressed in the report above. The letter of support has been noted.

6. Equality and Diversity Issues

The proposal does not conflict with either Barnet Council's Equalities Policy or the commitments set in the Equality Scheme and supports the Council in meeting its statutory equality responsibilities.

7. Conclusion

The proposal is considered to accord with the requirements of the Development Plan and is therefore recommended for approval.