

Address:	87 Holmes Road Kentish Town London NW5 3AX		
Application Number:	2010/1342/P	Officer: Amanda Peck	
Ward:	Kentish Town		
Date Received:	12/03/2010		
Proposal: Part three storey and part single storey extension to Cathcart Street, single storey extension to Willes Road extension, erection of new external staircase facing existing playground, formation and widening of pedestrian and vehicular access points and other incidental works associated with the continual use within Class D1 (education establishment).			
Drawing Numbers: Heritage statement, 10.3.2010; Statement of community involvement, March 2010; BS 5937 compliance report 90538 rev B; Structural engineering report, 3.3.2010; Acoustic assessment external plant noise, 4.3.2010; Planning statement, March 2010; Travel plan, March 2010; Transport statement, March 2010; Daylight, sunlight and shadow study; Architectural drawings to accompany the planning submission, March 2010; Energy assessment, February 2010; Design and access statement, March 2010; Supplement to the design and access statement, March 2010; Supplement to the design and access statement May 2010; Addendum to the transport statement, May 2010; Crime prevention statement 11.5.2010; 1001 P1; 1002 P3; 1004 P3; 1005 P1; 3005 P1; 3006 P3; 3007 P1; 3008 P1; 4003 P3; 4004 P3; 4006 P3; 4008 P3; 4009 P1; 4110 P1; 4111 P3; 4112 P1; 4113 P3; 4114 P3; 4115 P2; 4116 P3; 4117 P3; 4118 P1; 4119 P2; 4120 P2; 4200 A; 4201 P2; 4202 A; 4203 P2; 4204 P3; 5100; 7001; GIBB100_1; GIBB100-B REV P1; GIBB100-G(1) REV P1; GIBB100-G(2) REV P1; GIBB100-1M REV P1; GIBB100-2 REV P1; GIBB100-2M REV P1; GIBB100-R REV P2; GIBB100-E(1) REV P1; GIBB100-E(2) REV P1; GIBB100-E(3) REV P1; GIBB100-E(4) REV P1; GIBB100-S(2) REV P1 Sections A-F; GIBB100-S(2) REV P1 Sections G,H&I; GIBB100-S(3) REV P1 Sections J-N; Room layout/elevations room 0.32 plan part 1 issue A; Room layout/elevations room 0.32 plan part 2 issue A; Room layout/elevations room 1.07 plan issue A; Room layout/elevations room 1.07 elevations issue A; Room layout/elevations room 2.03 plan part 1 issue A; Room layout/elevations room 2.03 plan part 2 issue A.			
RECOMMENDATION SUMMARY: Grant Planning Permission			
Related Application	12/03/2010		
Date of Application:			
Application Number:	2010/1350/L		
Proposal: Internal alterations, partial demolition, formation and widening of pedestrian and vehicular access points and other incidental works for continual use within Class D1 (education establishment).			

Drawing Numbers:

Heritage statement, 10.3.2010; Statement of community involvement, March 2010; BS 5937 compliance report 90538 rev B; Structural engineering report, 3.3.2010; Acoustic assessment external plant noise, 4.3.2010; Planning statement, March 2010; Travel plan, March 2010; Transport statement, March 2010; Daylight, sunlight and shadow study; Architectural drawings to accompany the planning submission, March 2010; Energy assessment, February 2010; Design and access statement, March 2010; Supplement to the design and access statement, March 2010; Supplement to the design and access statement May 2010; Addendum to the transport statement, May 2010; Crime prevention statement 11.5.2010; 1001 P1; 1002 P3; 1004 P3; 1005 P1; 3005 P1; 3006 P3; 3007 P1; 3008 P1; 4003 P3; 4004 P3; 4006 P3; 4008 P3; 4009 P1; 4110 P1; 4111 P3; 4112 P1; 4113 P3; 4114 P3; 4115 P2; 4116 P3; 4117 P3; 4118 P1; 4119 P2; 4120 P2; 4200 A; 4201 P2; 4202 A; 4203 P2; 4204 P3; 5100; 7001; GIBB100_1; GIBB100-B REV P1; GIBB100-G(1) REV P1; GIBB100-G(2) REV P1; GIBB100-1M REV P1; GIBB100-2 REV P1; GIBB100-2M REV P1; GIBB100-R REV P2; GIBB100-E(1) REV P1; GIBB100-E(2) REV P1; GIBB100-E(3) REV P1; GIBB100-E(4) REV P1; GIBB100-S(2) REV P1 Sections A-F; GIBB100-S(2) REV P1 Sections G,H&I; GIBB100-S(3) REV P1 Sections J-N; Room layout/elevations room 0.32 plan part 1 issue A; Room layout/elevations room 0.32 plan part 2 issue A; Room layout/elevations room 1.07 plan issue A; Room layout/elevations room 1.07 elevations issue A; Room layout/elevations room 2.03 plan part 1 issue A; Room layout/elevations room 2.03 plan part 2 issue A.

RECOMMENDATION SUMMARY: Grant Listed Building Consent**Applicant:**

The French Educational Property Trust
C/O Agent

Agent:

DP9
100 Pall Mall
London
SW1Y 5NQ

ANALYSIS INFORMATION**Land Use Details:**

	Use Class	Use Description	Floorspace
Existing	<i>D1 Non-Residential Institution</i>		<i>3,966m²</i>
Proposed	<i>D1 Non-Residential Institution</i>		<i>4,618m²</i>

Parking Details:

	Parking Spaces (General)	Parking Spaces (Disabled)
Existing	<i>Approximately 23</i>	<i>0</i>
Proposed	<i>0</i>	<i>0</i>

OFFICERS' REPORT

Reason for Referral to Committee:

The applications propose an increase in non residential floorspace of more than 1000 sqm, under "Matters Delegated to the Development Control Committee" paragraph 3(i).

1. SITE

- 1.1 This site is located on the south side of Holmes Road and is bounded by Cathcart Street and Willes Road. It is close to the junction of Holmes Road and Spring Place and is adjacent to the George IV Public House. The building is Grade II listed, and is within the Inkerman Conservation Area. It was designed by the architect E. R. Robson, who was responsible for a large number of Victorian board schools, for the provision of state education. The original portion of the building on Holmes Road dates from 1873-4, whilst extensions date from 1891. At the rear located between the rear gardens of houses in Willes Road and Cathcart Street is a stand alone, one-storey former laundry building. The building was added to the *Heritage at Risk Register* for London 2010, which is maintained by English Heritage, and was included because it is currently vacant.
- 1.2 The building has undergone a number of subsequent alterations, and was used as an Adult Education College between 1931 and February 2009 when it was vacated by the Westminster Kingsway College. The site has a Public Transport Accessibility Level (PTAL) of 4 (good) and is within walking distance of Kentish Town and Kentish Town West Stations and a number of bus routes that run along Kentish Town Road and Prince of Wales Road.
- 1.3 There are a number of existing trees on site with a Poplar in the middle of the playground being protected by a Tree Preservation Order; the other trees are protected by virtue of being within a Conservation Area.
- 1.4 The area is characterised by residential terraces to the south and light industrial and commercial units to the north, with Holmes Road acting as the dividing line between these two distinct areas.

2. THE PROPOSAL

Original

- 2.1 The proposal has been amended in the following ways:
 - The location of the entrances to the nursery school, primary school and secondary school have changed. The original proposal was that the primary school and secondary school entrances were located on Willes Road, with the vehicular drop off point for the primary school on Willes Road and for the secondary school on Holmes Road. This has been amended and the primary school entrance and drop off point is now proposed on Cathcart Street and the secondary school entrance and drop off point is now on Willes Road;
 - The design of the three storey extension on Cathcart Street has been amended. It was originally proposed to be three storeys on a rectangular plan with a flat roof. The overall form of the proposed extension has been amended by

remodelling the top floor to create a roof element; it now includes a mansard profile with a central dormer containing two windows. These windows have been indented to create further visual separation. The window details have also been amended to create more vertical emphasis; and

- Two floors of glazing with vertical louvers have been incorporated into the proposed new staircase that links the existing building with the three storey extension.

Revision

- 2.2 The proposal is to use the building as a French nursery, primary and secondary school for 700 children aged 5-15 years (50 infant pupils - 5 year olds, 290 primary pupils - 5-10 year olds, 360 secondary pupils -10 to 15 year olds) and approximately 40 full time teachers. The proposal includes the relocation of the L'Île aux Enfants located on Vicars Road as the current accommodation is unsatisfactory for long term provision. It should be noted that as the existing buildings were in D1 use as an adult education college the use as a school does not require planning permission.

- 2.3 A number of extensions are proposed with a floor area of approximately 1080 sqm. Conservation Area Consent was recently granted for the demolition of outbuildings, portacabins and a timber building. The floor area on site is therefore proposed to increase by 652 sqm in total. The proposed extensions are as follows:

- 3 storey extension on Cathcart Street – The extension is located behind the existing southern end gable elevation, it has been designed to maintain the views of the pitched roofs on the existing gables from Cathcart Street. The floor levels of the extension align with the floor levels of the main building with similar floor to ceiling heights as existing. The ground floor area is a glazed undercroft that serves a multi functional space providing a covered play area;
- A new staircase is proposed that adjoins the existing building and links with the new 3 storey extension and faces the playground;
- Single storey extension to Cathcart Street adjacent to the three storey extension and existing laundry building – This is of equal height to the existing outbuilding extensions that are to be demolished. They have been designed with a glazed corridor around the laundry building to partially detach the extension from the laundry building;
- Single storey extension on Willes Road – this is proposed to enlarge the current open hall area and convert the space into one large canteen room to provide sufficient space for the entire school. A new colonnade is also proposed running around the new canteen extension to provide a covered access to the new lift and stair core and covered playspace linked to the adjacent playground;
- New lift shaft to the main Holmes Road building – a new central circulation space is proposed which will accommodate the new lift and a new staircase. This is needed to comply with the ethos of the Disability Discrimination Act and to unite the floor level differences that exist between the west wing of accommodation and the rest of the building. This requires the existing brick gable of the early 20th century extension of the original school to be lowered at first floor and roofed over in lead sheet. The new envelope sits behind the main south facing gable with a new parapet height below that of the existing eaves gutter level of the adjacent gable.

- 2.4 The existing school building and laundry building are to be fully refurbished. Localised areas within the existing building require demolition including various openings in existing masonry walls and the removal of chimney breasts have been proposed to allow for greater flexibility in circulation or to enlarge the useable space. A number of existing stair case cores are non compliant with regards to means of escape requirements having no refuge spaces, insufficient width on landings and not having direct and fire protected egress to outside and are therefore proposed to be demolished.
- 2.5 The proposal is likely to be implemented in two phases, with the first phase including the demolition of buildings approved under the Conservation Area Consent application, refurbishment and use of existing main building, erection of the single storey colonnade extension, lift shaft and staircase extensions. The second phase would include the single storey and three storey extensions on Cathcart Street as this enables the relocation of the nursery/primary age pupils from the existing site nearby.
- 2.6 Each age group within the school requires clearly defined areas with access to separate external play areas, entrances and classrooms. Shared facilities include the canteen/dining space, multi use activity space and library. The school is arranged horizontally with infants and primary school facilities provided at ground floor level and secondary school facilities on first and second floor levels as follows.
- The infants accommodation is proposed in the Cathcart Street single storey extension and is accessed from Cathcart Street via a new gate in the boundary wall. The playspace is located between the boundary wall and single storey building.
 - The primary school is within the ground floor of the existing building and the new 3 storey extension with a new entrance proposed from Cathcart Street. The playspace is located on the corner of Holmes Road and Cathcart Street between the existing boundary wall and main school building.
 - The secondary school is organised with the first and second floors on the existing building and the new 3 storey extension, with the playground located in the main open space area on the site. The entrance is proposed from Willes Road via the new colonnade extension. The existing vehicular entrance adjacent on Willes Road is to be retained for emergency access.
 - The existing Holmes Road entrance is to be used for staff and visitors during day time and a new entrance is proposed from Cathcart Street for late pupils, parent meetings and collection from the infirmary. An existing gate on Holmes Road is to be used for occasional access for cherry picker hoists as part of maintenance strategy.

3. RELEVANT HISTORY

- 3.1 2010/1353/C – Conservation Area Consent to demolish two portacabins, one timber structure and single storey brick outbuildings – Approved 29 April 2010

4. CONSULTATIONS

Statutory Consultees

- 4.1 English Heritage, 30 March 2010 – The former Kingsway College building is noted to present a *striking and dominant facade* to Holmes Road, adjacent to the attractive George IV public house. The Cathcart Street elevation is set back behind a brick wall, but above offers open view to the main building and provides a welcome sense of space in a road of largely uniform terraces. To the south on Cathcart Street are parapet roofed, attractive, two storey mid Victorian terraced houses. Opposite are poor designed three storey modern houses which must be considered to detract from the character and appearance of the conservation area. On the Willes Road side, the College is set back behind the playground with the extended, and painted rear of the Holmes Road range presenting an unassuming façade to the playground. The adjacent and opposite properties are mid Victorian three storey classically proportioned terraces (partly rebuilt). The College must be considered to make a strong contribution to the character and appearance of the Conservation Area and as a Grade II designated heritage Asset, to have architectural and historic interest as a surviving example of a Robson Board School.
- 4.2 The proposal is to refurbish the school so that it can remain in use as a valued educational and community building is supported by English Heritage. The proposed demolitions are for subsidiary buildings of relatively low significance and we do not wish to raise any concerns in respect of their demolition.
- 4.3 English Heritage does consider that the scheme would benefit greatly from further refinements in the design of the new extensions to ensure that these relate well to the listed building and enhance the character and local significance of the Conservation Area. This is most pronounced in response to the Cathcart Street extension. As stated in the applicants Heritage Statement the existing design seeks to act as a transitional element between the highly decorative and vertically proportioned Victorian School building and the more formal two storey domestic terrace. However the new building is in effect an extension to the school and will be seen more in this context rather than as a separate building. As such the choice of materials, detailing, proportions and junctions need to relate carefully to the listed building. The current flat parapet, three storey design appears overly large and blank in relation to the existing College. It is also noted that the current junction with the proposed external staircase does not site well with the listed building or act as an effective visual link to the extension. Any extension would benefit from being orientated below the existing parapet line, making greater acknowledgment of the proportions of the listed building and being subordinate in scale.
- 4.4 We consider that with refinements to the design the proposals should be able to deliver the proposed benefits without harm to the significance of the building or Conservation Area. We would urge you to address the above issues and recommend that the application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice. OFFICER NOTE: The amendments to the scheme outline in paragraph 2.1 have been proposed in light of these comments.

Conservation Area Advisory Committee

4.3 No comments received from the South Kentish Town CAAC

Local Groups

- 4.4 Inkerman Residents Association – response 20 April 2010 the following concerns:
- Welcome the statement about transport and traffic management and recognise that they take the issue seriously. However a school for 700 students will substantially increase the number of car movements in the area particularly in the morning and mid-late afternoon and the school can only encourage parents to minimise car usage and will not have sanctions to prevent it.
 - Support any proposals to make the school's main entrance on Holmes Road because it is wider, straighter and contains less residential property. There are fewer residents to be disturbed by cars stopping to drop off students and it seems appropriate to make this the main entrance for younger children who are more likely to arrive by car. Willes Road is not suitable for this as it is too narrow and the entrance is on a bend. Willes Road seems more suitable for an entrance for older students who are more likely to arrive by foot or bicycle.
 - We would like any permission granted to be subject to the proviso that Holmes Road becomes the school's main entrance for those arriving by car.
 - Have concerns about some of the design details of the proposed large extension at the rear of the site. The original building is a fine example of Victorian architecture, a handsome and homogenous building. The proposed building materials and finish for the large extension are in marked contrast to this and are out of keeping with the style and finish of the old building. We would like to see the designs modified to something more respectful of the listed building and of the Conservation Area.

OFFICER NOTE: The amendments to the scheme outline in paragraph 2.1 have been proposed in light of these comments.

Adjoining Occupiers

	Original	R1
<i>Number of letters sent</i>	215	215
<i>Total number of responses received</i>	89	0
<i>Number of electronic responses</i>	0	0
<i>Number in support</i>	74	0
<i>Number of objections</i>	14	0

- 4.5 Site notices were displayed from 24 March until 14 April and the press notice expired on 22 April. A number of consultation responses have been received totally 74 supporting the proposals and 14 with objections. In light of the amendments made to the scheme re-consultation took place between 17 May and 31 May, site notices were displayed on site and consultation letters were sent. Because of the timing of this re-consultation any additional consultee comments will be reported in the supplementary agenda.
- 4.6 The objections to the original scheme were as follows:
- Impact of volume of vehicle movements and traffic speed on Willes Road due to the location of the primary and secondary school entrance

- Support the relocation of the entrance to Holmes Road or Cathcart Street
- Volume of traffic in the area in general taken with other developments locally such as the Kentish Town Baths
- The proposal to stagger arrivals and to have after school classes etc will make things worse with continuous traffic rather than merely for an hour or so at the beginning and end of the day.

OFFICER NOTE: The amendments to the scheme outline in paragraph 2.1 have been proposed in light of these comments.

5. **POLICIES**

Replacement Unitary Development Plan 2006

- 5.1
- SD1 – Quality of Life
 - SD2 – Planning obligations
 - SD6 – Amenity for occupiers and neighbours
 - SD9 – Resources and Energy
 - B1 – General design principles
 - B3 – Alterations and extensions
 - B6 – Listed Buildings
 - B7 – Conservation Areas
 - N5 – Biodiversity
 - N8 – Ancient woodlands and trees
 - T1 – Sustainable transport space
 - T2 – Capacity of transport provision
 - T3 – Pedestrian and cycling
 - T4 – Public transport
 - T7 – Off street parking
 - T8 – Car free housing and car capped housing
 - T9 – Impact of parking
 - T12 – Works affecting highways
 - C2 – Protecting Community Uses

Supplementary Planning Guidance

- 5.3 Camden Planning Guidance 2006

LDF Core Strategy and Development Policies

- 5.4 The following policies in the draft LDF Core Strategy and Development Policies documents have been taken into consideration:
- CS1 – Distribution of growth
 - CS5 – Managing the impact of growth and development
 - CS10 – Supporting community facilities and services
 - CS11 – Promoting sustainable and efficient travel
 - CS13 – Tackling climate change through promoting higher environmental standards
 - CS14 – Promoting high quality places and conserving our heritage.
 - CS15 – Protecting & improving parks & open spaces and encouraging biodiversity
 - CS16 – Improving Camden's health and well being
 - CS17 – Making Camden a safer place
 - CS19 – Delivering and monitoring the Core Strategy
 - DP16 – The transport implications of development
 - DP17 – Walking, cycling and public transport

DP18 – Parking standards and limiting the availability of car parking
 DP19 – Managing the impact of parking
 DP20 – Movement of goods and materials
 DP21 – Development connecting to the highway network
 DP22 – Promoting sustainable design and construction
 DP23 – Water
 DP24 – Securing high quality design
 DP25 – Conserving Camden's heritage
 DP26 – Managing the impact of development on occupiers and neighbours
 DP29 – Improving access
 DP32 – Air quality and Camden's Clear Zone

As the draft LDF Core Strategy and Development Policies documents have now been published they are material planning considerations particularly where they directly stem from and accord with national policy. However, as a matter of law, limited weight should be attached to them at this stage because they cannot override the Council's legal duty to determine planning applications in accordance with its existing development plan unless material considerations indicate otherwise. At the present time it is likely to be difficult to justify refusal of any application based solely on draft LDF policies and members should always seek specific officer advice before considering voting for refusals on this basis

6. **ASSESSMENT**

6.1 The principal consideration material to the determination of this application and summarised as follows:

- The reuse of the building for D1 purposes - It should be noted that as the existing buildings were in D1 use as an adult education college the use as a school does not require planning permission
- The design of the proposed extensions and their impact on the setting of the listed building and the character and appearance of the conservation area;
- The increase in floor area of the D1 use and the impact this will have on the surrounding area in terms of transport movements and noise and disturbance.

6.2 Education use of the building - Policy C2 states that the Council will not grant planning permission for development that results in the loss of community use unless it can be demonstrated that an adequate replacement facility will be provided in a location accessible to users of the facility or that the specific community use is no longer required. The emerging LDF Sites Allocation document identifies this site as suitable for continued D1 use or residential use if the building is not required for community uses. The new occupiers are a private French school, which would still fall within the existing D1 use class, therefore there would be no loss of the existing community use.

6.3 Policies on educational uses (including C1 New community Uses) seek to ensure that the facilities provided are open to the wider community and a S106 legal agreement is therefore proposed to identify provision in evenings or out of term time to provide facilities for evening classes/community groups.

6.4 Design The applicants have sought to minimise the size of all extensions by making an efficient use of space within the existing building and doubling up spaces (e.g.

the canteen is to be used as a gym). Each of the proposed extensions will now be assessed in turn:

- 6.5 **Three storey extension** - In order to achieve a sufficient number of classrooms in the new school the applicant wishes to extend the main school building with a three-storey block attached to the south wall of the Cathcart Street wing. This would consist of two floors of flexible classroom space with ground floor indoor playspace and would be accessed via a newly created corridor in the existing Cathcart Street wing. It would be served by and visually separated by a new staircase of a semi-circular form.
- 6.6 The introduction of a steeply pitched roof emulating the roof forms and gables of the Victorian building is appropriate, as seen in both the east and west elevations. Its termination in a flat topped gable on the south flank wall is also in keeping. The east and west elevations at second floor level contains four openings: the two outer being large rooflights following the slope of the roof pitch, and the two inner openings forming part of a larger central dormer, this dormer reads as two separate dormers due to a significant incision between the two windows. The overall effect is one of stepping up and down, designed to emulate the rhythm of the gables and eaves lines of the existing Victorian architecture.
- 6.7 The fenestration of this extension has been given vertical accentuation to sit comfortably along side the windows of the Victorian building. This is achieved through mullions, which sit in front of horizontal sun louvres on the outer side of the windows. The windows on the second floor are slightly narrower than on the lower floors so that they do not appear overbearing in the framework of the dormer elements. The inclusion of three vertically emphasised slit windows in the flank wall of the proposed classroom block are low-key in terms of size, position, proportions and detail, and are therefore considered in keeping with the vocabulary of the new-build and the existing architecture.
- 6.8 There is no opposition to the principle of an extension on this part of the site. The fact that the upper floors of the extension are set back the east elevation of the 19th building facing Cathcart Street and includes a single storey element that is not visible from the street is welcomed.
- 6.9 **External staircase** - The proposed new external staircase includes two floors of glazing with vertical accentuation which helps to lighten and contextualise this element in its setting. The shadow gaps either side articulate the tower, and give some visual separation between the extension and host buildings.
- 6.10 **Single store extension to Cathcart Street** – The principle of a flat-roofed, one-storey infants' block, situated to the east of the proposed three-storey block and behind the Cathcart Street boundary wall is acceptable, especially since the majority of it will not be visible from the street due to the presence of the high boundary wall. The construction of a glazed covered walkway connecting the Cathcart Street entrance to the former laundry building and other ground floor entrances on the south side of the school building is acceptable in principle. This element will not be visible from the street since it will be behind the high brick boundary wall. The lightweight glazing system that will be employed will be of a

reversible nature and will sensitively separate the solid elements of the existing laundry building from the new-build classroom block. A replacement extension of a solid nature adjoining the west side of the laundry building is acceptable as it will replace an existing structure in this position and be of an acceptable design.

- 6.11 **Single storey extension to Willes Road** – The one-storey extension and associated remodelling of the existing dining room block to create an arcaded link from the proposed new Willes Road gate to the Holmes Road block is seen to be a well-proportioned and appropriately scaled addition to the listed building which will enhance the south elevation as seen from the playground. Not only will it provide valuable new floor space for dining and associated activities, it will also help to unify the new and historic elements on the site. Its pitched roof form, covered in zinc, will echo the existing roof of this one-storey element and will be an attractive element in views from Willes Road. The brick arcading will unify the building at ground floor level, providing an architectural vocabulary to be shared with the proposed classroom block facing Cathcart Street.
- 6.12 **Lift shaft** - A vertical circulation tower is proposed as a new element to the rear of the Holmes Road block. It will puncture through the existing pitched roof and will involve the removal of an existing chimney breast in order to provide a new lift tower and staircase wrapping around the lift shaft. The introduction of this element is imperative in order to meet the requirements of the DDA and to provide level access throughout the building. This position in plan has been selected as it will be strategic in order to provide convenient access to all areas of each floor (in the Holmes Road building there is a 1.5m difference between floor levels in different parts of the building).
- 6.13 It will overlook the school playground and be visible in longer views from Willes Road to the west. It will be topped by a pitched roof to soften its impact and to complement the existing roofscape. The use of materials and finishes will complement the original Victorian architecture and blend in with the original materials.
- 6.14 Materials – at ground floor level the external wall surfaces of all new elements are to be faced in red stock bricks to match existing. The top two floors of the proposed classroom extension will comprise of a cladding system in Cor-ten which is corrosion resistant self finished weathered steel. The finish is a weathered oxide colour that is complimentary in hue to the red brickwork. Timber fixed louvers are proposed above the windows to the extension
- 6.15 The use of materials throughout the redevelopment works well with the existing buildings on the site. Brick at ground floor level, mostly facing the playground, not only blends with the existing buildings and anchors the building to the ground but is an appropriate material in terms of scale and finish for an outdoor school space. The use of cor-ten metal sheets, which are a rusty red colour, works well at upper levels, introducing a modern element to the scheme and complements the red Victorian brickwork. Grey zinc sheet is proposed for the roof finishes, which complements the slate roofs of the 19th century buildings, but at the same time reads as a sensitive modern intervention. The consistent use of this palette of materials should result in a scheme whose components strengthen the relationship

of the various existing buildings on the site.

- 6.16 Windows. The proposal is to re-glaze all existing windows on the Listed Building with double glazed units and some replacement windows if required. Because full details have not been submitted a condition is proposed requiring a schedule of repair and replacement and method statements for repairs to be submitted. The applicants have indicated that the works will be similar to the re-glazing that has taken place at The Granary building in Kings Cross which is an example of good practice.
- 6.17 Boundary -The former railings to the boundary on Holmes Road are to be retained in accordance as far as possible with archive photographs of the original installation. The current area is not clearly defined and detracts from the Listed Building and Conservation Area. The reinstatement of the boundary on this elevation is therefore welcomed.
- 6.18 There is no objection in principle to new boundary wall treatments and areas of minor demolition to allow for new or enlarged entrances on all three street frontages of the site. In particular, the new Willes Road entrance gate will be a positive statement with a modern twist representing this proposed new phase of development.
- 6.19 Internal works. The refurbishment of the existing buildings involves a number of works within the building that require Listed Building Consent. Existing features within the building such as the brown glazed tiles on the ground floor and joinery such as doors, glazed partitions and wood block flooring of historic value are to be retained and made good and this is to be secured through a condition.
- 6.20 Works also include the following: removal of some staircases, removal of some of the existing chimneybreasts, removal of internal partitions, the creation of a larger room to house the dining hall, removal of a glazed lean-to structure within a lightwell, subdivision of large space on the ground floor into classrooms, subdivision of the rooms within the laundry building, removal of a window on the southern elevation of the Cathcart Street block and insertion of a new window on the western elevation. These works are generally acceptable for the following reasons: some of the staircases are redundant, the removal of some chimneybreasts will not affect the character of these rooms, the existing internal partitions are not an essential part of the building's historic interest, the enlargement of the dining hall retains the existing columns and allows for sensitive changes, the glazed lean-to structure is not an essential part of the building's historic interest, the new partitions are reversible in nature, the laundry building was intended to be a functional space and subdivision ensures that the space will continue to serve the main building and the proposed new window is to be of an identical design to the window to be removed and will complement the other windows on the western elevation.
- 6.21 The conversion, upgrading and sensitive restoration of this grade II listed building is welcomed in principle. A number of conditions are proposed in order to ensure that the detailed design of new features and the retention of existing features are acceptable.

6.22 Transport/school travel plan

6.23 **School Travel Plan** – In line with Policy T1C a draft School Travel Plan has been provided that shows how the travel movements arising from the development will be managed. The package of measures proposed to encourage walking, cycling and public transport use and reduce travel by private cars is generally acceptable, although some amendments will need to be made. The amended plan will need to be submitted and approved by the Council before occupation of the site and this will be secured through a S106 legal agreement. Amongst other things there will be a requirement for the provision of a school minibus service similar to the existing service at L'Ile aux Enfants School.

6.24 **Transport Assessment** – A Transport Assessment (TA) has been provided which assesses the change in trip generation of the development and the impacts on the local transport network. Overall, it is predicted there will be a maximum total of 112 private vehicles dropping off / picking up children at the start and end of the school day. These movements will be spread around the site because the entranceways / drop off areas have been split between two streets as follows:

- Willes Road secondary school entrance - Approximately 48 two way vehicle movements for each drop off period at either end of the school day which is approximately 20% of the total number of secondary school pupil movements to / from the school.
- Cathcart Street nursery entrance - Approximately 15 two way vehicle movements for each drop off at either end of the school day for the nursery school which represents 50% of the total number of nursery pupil movements to / from the nursery.
- Cathcart Street primary school entrance - Approximately 49 two way vehicle movements for each drop off at either end of the school day for the nursery school which represents 30% of the total number of primary pupil movements to / from the primary school.
- Holmes Road visitor and staff entrance – it is not envisaged that any of the staff members will travel to the school by private car. Therefore there will only be a small number of drop offs on Holmes Road associated with visitors.

This means that the impacts will not be concentrated on one particular street. This approach is considered to be robust given that it would have a much greater impact on safety, congestion and on the operation of the highway if all drop-off / pick ups were to take place in only one area. The School Travel Plan will also attempt to stagger the arrivals of pupils to the school at different times. In order to maximise the potential for this to work in practice, the Travel Plan proposes several measures, including breakfast and after school clubs / activities and to stagger the start time and end time of classes for pupils of differing age brackets. This approach is considered appropriate and acceptable and will contribute to mitigating the overall impact on the transport network considerably.

6.25 A number of objections were received to the original proposal in terms of the impact of the vehicular movements on the surrounding residential streets and in particular on Willes Road. The original proposal was for the secondary school and primary school pupils to use the Willes Road entrance with the secondary school pupils having a vehicular drop off on Holmes Road. There was concern that in fact all the

vehicular movements would be concentrated on Willes Road. Many objectors requested that the entrance was relocated to Holmes Road, however given the proximity of the Council Depot entrance and the large number of associated heavy and light goods vehicles that access the depot and that use Holmes Road in general it was considered that there would be a conflict between these vehicles and school pupils being dropped off. The amended scheme dividing the entrances between Willes Road and Cathcart Street is thought to address these concerns by spreading the vehicular movements safely around the site.

- 6.26 The northern end of Cathcart Street is utilised by HGVs exiting from the Magnet's Warehouse at 65 Holmes Road with an average of 4 HGVs exiting the site per day. So this is not considered to impact on safety or conflict with the school entrances on Cathcart Street because these vehicles usually only access this site after the hours of 9am which is after the peak time for drop offs to the school. These vehicles also exit from Cathcart Street onto Holmes Road and then travel east to Kentish Town Road so do not travel past the entrance to the school.
- 6.27 **“Keep Clear” Markings** – These will be required directly outside each of the school entrances. There are already some markings on Holmes Road in front of the staff / visitor entrance; however markings will need to be laid down on Willes Road and Cathcart Street. A financial contribution will be secured with a S106 legal agreement to implement a Traffic Management order for the changing of the road markings to ‘Keep Clear’ on Cathcart Street and Willes Road. On Cathcart Street this will require the removal of 38m of the existing residents parking bay (approximately 7 vehicle spaces), however the CPZ the bays are part of are not considered to be highly stressed. This is supported by Council data showing that the West Kentish Town CPZ (CA-L) has 65 parking permits issued for every 100 estimated parking bays within the zone. Cathcart St is also not listed as suffering from parking stress in Camden’s Planning Guidance. Therefore the loss of these bays is considered acceptable. To further mitigate any conflict with HGVs on Cathcart Street the ‘Keep Clear’ markings will extend between the junction of Holmes Road and the primary school entrance to maintain pedestrian visibility.
- 6.28 **Car free** - In line with UDP policies T1, T8 and T9 there are no off street parking spaces proposed and the development will be car free. This will be secured through a S106 legal agreement.
- 6.29 **Cycle parking** - UDP policy T3 requires development to sufficiently provide for the needs of cyclists, which includes cycle parking and Policy T7 states that development must comply with Camden Parking standards. The London Plan also adopts the Transport for London (TfL) cycle parking standards. TfL’s Cycle Parking Standards state that for a primary school, 1 storage or parking space is required per 10 staff or students and the same is required for a secondary school. The proposal will provide for 290 primary school students, 360 secondary school students and approximately 40 full time teachers. Therefore 69 cycle parking spaces should be required. The proposal includes provision for 110 cycle parking spaces which exceeds the number of spaces required. These spaces are shown in an approximate area along the boundary of the main playground, however further details are required to ensure that this area is large enough and that the spaces are provided in a covered secure area. A condition is therefore proposed requiring

further details to be provided for the cycle parking.

- 6.30 **Servicing Management Plan (SMP)** – The Transport Statement outlines the servicing requirements to be met by predominantly transit sized vehicles with approximately five two-way vehicle movements a week. Whilst this does not present an overly significant impact on the local transport network by itself; this could present an issue if service vehicles were to arrive during the drop-off / pick up times for the school at either the start or end of the school day. Therefore a SMP is to be secured through a S106 legal agreement.
- 6.31 **Construction Management Plan (CMP)** – The proposal involves a small scale construction, including the refurbishment of the existing building, an extension and the demolition of some of the outbuildings. Given that the construction works are of a small scale and that there is sufficient space off-street for construction vehicles to load and unload, a CMP is not needed.
- 6.32 **Highways Works Immediately Surrounding the Site** – In order to mitigate the impact of the increase in trips this development will generate, and to tie the development into the surrounding urban environment, a financial contribution it to be secured to repave the footway adjacent to the site on Cathcart St and the vehicular crossover on Willes Road.
- 6.33 Amenity – A daylight, sunlight and shadow study has been submitted as the site is in proximity to adjacent residential properties to the south, west and east. The study concludes that the proposals are fully compliant with the BRE guidance with regard to the Vertical Sky Component (VSC) and No Sky Line (NSL). The results for the Average Daylight Factor (ADF) for rooms in the basement of 9 Cathcart Street and to the ground and first floor of 1-15 Cathcart Street do not meet the BRE standard. However in each case the existing rooms do not meet the standard and the development would not affect the ADF figures significantly. There will be small period of additional shadowing during the day to the playground and 1-15 Cathcart Street but this impact would not be significant.
- 6.34 There is an existing 3.2m boundary wall between the site and the side boundary with 9 Cathcart Street and a 2.8m boundary wall with the side boundary of 60 Willes Road. The proposed western single storey extension to the laundry building will abut the boundary with 60 Willes Road and will be 0.8m taller than the existing boundary wall. The proposed glazed walkway will be the same height at the boundary wall with 9 Cathcart Street; then at a distance of 1.8m away the single storey extension is 0.4m taller than this boundary wall rising to 0.6m at the boundary with the front garden (because the site slopes down towards Cathcart Street). As outlined above these increases in height will not impact the properties in terms of daylight/sunlight or overshadowing because the extensions are located to the north of the existing properties.
- 6.35 Three small vertical windows are proposed in the south elevation of the proposed three storey extension (one to the second floor and two to the first floor). These will only be 0.3m wide and will be some 30m away from the boundary with 9 Cathcart Street. There is therefore sufficient distance between these windows and the garden at 9 Cathcart for there not to be any overlooking issues. The windows on

the eastern elevation of the Cathcart Street elevation will be at least 28m away from 1-15 Cathcart Street and this is a sufficient distance for there not to be any overlooking issues.

- 6.36 Trees There is a TPO on the existing playground tree and the proposal is to retain this tree and to carry out 'maintenance'. The Arboricultural Report identifies five existing trees within the site that are to be removed due to either poor condition or having no significant amenity value. Two other trees are identified as being problematic in the long term either in fair to poor condition, however it is the intention to retain these for as long as possible by reshaping. New trees are proposed along the Holmes Road boundary wall to augment the existing retained trees and two new trees are proposed behind the Willes Road boundary. These proposals are acceptable and conditions are proposed requiring the specific details of the hard and soft landscaping to be submitted. The proposed tree protection measures outlined in the Arboricultural report are considered acceptable.
- 6.37 Landscaping - Multi use games areas are proposed in the area on the corner of Holmes Road and Cathcart Street for primary school pupils and within the main playground area on Willes Road for secondary school pupils. A smaller play area is proposed for nursery pupils on Cathcart Street. The rest of the outdoor spaces are hard landscaped with a brick edge pattern proposed. Soft landscaped strips are proposed along Holmes Road and to the side of an existing electricity sub station on Cathcart Street. Given the need for play areas within this constrained site these proposals are considered acceptable. A condition is proposed requiring the specific details for the hard and soft landscaping to be submitted.
- 6.38 Policy N5 (Biodiversity) seeks to ensure that new development conserves and enhances wildlife habitats by greening the environment. Green/brown roofs are proposed on the single storey extension to Cathcart Street and on the extension to the west of the laundry building. No specific details have been submitted and a condition is proposed requiring details for a brown roof (i.e. not sedum) to be submitted.
- 6.39 Other issues
- 6.40 **Sustainable design and construction** - The overall approach to energy should be in line with the Mayor's Energy Hierarchy i) using less energy; ii) supplying energy efficiently; iii) using renewable energy. With regard to the third element of the hierarchy there is a requirement for a 20% reduction in CO₂ through the use of on-site renewable technologies.
- 6.41 The applicant has indicated that they are unlikely to be able to provide renewable technologies in line with policy. This is because the proposal is for the conversion of an existing listed building with a relatively small extension. It should be noted that the conversion of the building does not require planning permission therefore the renewable energy requirement is for the extensions only. The applicants have explored the use of renewable energy across the whole site, including ground source heat pump, solar water heating, photovoltaic panels, wind turbines, combined heat and power and biomass heating. It has not been possible to include any renewable energy because:

- This is a largely the conversion of a listed building and there could be implications for the setting of the listed building for some of the technologies, such as a wind turbine;
- The existing plant room has insufficient space for a CHP system or a biomass boiler and it would be difficult to incorporate necessary flues;
- Solar water heating would be under utilised during the time when they are at their maximum generation (during school holidays) and this could cause damage to the panels;
- There is limited roof space available with a southerly orientation for photovoltaic panels;
- The insulation levels of the building are not sufficient for air source heat pumps;
- Air quality issues associated with biomass boiler output; and
- There is no requirement for cooling of the building which would reduce the efficiency of a ground source heat pump system and would make it unviable and would be unsuitable for Aquifer Thermal Energy Storage.

- 6.42 In line with the first element of the hierarchy the energy strategy shows how the refurbishment of the building achieves the first two elements of the hierarchy by using less energy and supplying energy efficiently. The proposal is to upgrade the building envelope with double glazed windows, thermally insulated roof, new wall insulation, lining, installation of more efficient gas condensing boiler and energy efficient lighting. Following the completion of the works, in terms of CO₂ usage, there will be an on average saving of 84 kgCO₂/m²/yr, which will reduce the energy requirement of the building by around 65% compared to the original.
- 6.43 In line with Policy SD9 the applicants have submitted a BREEAM pre assessment that shows the site can achieve an excellent rating. The CPG states that developments should achieve 60% of the available credits in each of the energy and water sections and 40% in the materials and resources section. The pre assessment confirms that these targets are met with 68% expected in the energy section, 83% in the water section and 53% in the materials and resources section.
- 6.44 **Mechanical plant** – A variety of mechanical plant is proposed around the site: the kitchen area will be served by plant located on the roof of the single storey extension to Willes Road (an air handling unit and extract fans for kitchen and toilet); the IT room will have two condenser units located on top of the new external staircase; and the comms room will have two condenser units located on a section of flat roof on the Holmes Road building, along with the toilet extract fan. An acoustic report has been submitted that shows that noise levels from this plant will comply with the requirements of Policy SD7 and Appendix 1 of the UDP.
- 6.45 **Lighting** – it is proposed to line the entrance colonnades with recessed floor up lighters and recessed wall mounted fittings. Staff and pupil entrance gates are lit with either downlighters in canopies or in recessed wall fittings. Lighting is also proposed along the perimeter to provide security and help way find entrances in the evening. There will be a degree of lighting to the multi use outdoor play spaces with lights either fixed to boundary walls or adjacent building structures. The applicants have confirmed that this playground lighting will be fitted with shrouds to limit upward light component glare and light pollution. They have also confirmed that time clocks will prevent the lights being left on unnecessarily. However it is

proposed to include a condition requiring details of the lighting proposed to ensure that they do not impact the setting of the listed building or the amenity of nearby residential properties.

- 6.46 **Access** - the building conversion and extensions have been designed in accordance with the Disability Discrimination Acts, and relevant codes of practice. A number of interventions are proposed in the main building including fully accessible toilets, new internal ramps to replace ground floor stepped level changes, a new lift core to provide access to the upper floors. The new lift also negotiates existing changes in level at first floor between the western part of the building and the rest of the building. The design and access statement indicates that the proposals will ensure that the majority of the building will be fully accessible and this is considered acceptable.

7. **CONCLUSION**

- 7.1 The proposed construction of a part three storey and single storey extension to Cathcart Street, a single storey extension to Willes Road, a new external staircase, formation and widening of pedestrian and vehicular access points and other incidental works are acceptable in terms of design, impact on the setting of a listed building, and impact on the character and appearance of the Conservation Area. The materials, form, bulk, height and position on the extensions are considered to be broadly consistent with the existing context and the rhythm and appearance of the existing listed buildings, albeit in a modern interpretation. The proposals are consistent with the Council's design and conservation policies. There are no detrimental impacts from the new extensions or entrances on surrounding residential properties in terms of overlooking or overshadowing and the proposals are in line with policy SD6.
- 7.2 It is acknowledged that concerns have been raised as a result of the public consultation regarding the transport and traffic implications on the surrounding streets with picking up and dropping off of pupils. The use of the existing building as a school does not require planning permission, however the applicants have revised the proposed entrances to the primary and secondary schools in light of the concerns raised. It is considered that the amended proposal are acceptable because the vehicle movements to and from the site are being spread around the area and are not concentrated within any one street and are in line with the Council's transport policies.
- 7.3 Other conditional controls are sufficient to address landscaping, biodiversity, noise and site contamination objectives.
- 7.2 **Recommendation 1**
Planning Permission is recommended subject to a S106 Legal Agreement covering the following Heads of Terms:-
- School Travel Plan to be submitted and approved before occupation;
 - Provision for a school bus service to be continued indefinitely into the future;
 - Car Free development;
 - A Servicing Management Plan being submitted for approval prior to any works starting on site;

- A financial contribution to repave the footway adjacent to the site on Cathcart St and the vehicular crossover on Willes Road;
- A financial contribution to implement a Traffic Management Order for the changing of the road markings to 'Keep Clear' on Cathcart Street and Willes Road;
- School warning road signs to be constructed in the area to improve driver awareness of the school so a financial contribution should also be required for this as well;
- Plans demonstrating interface levels between development thresholds and the Public Highway to be submitted to and approved by the Highway Authority prior to implementation;
- Community use clause – describing the spaces within the school site which might be available for community lets, how hire charges would be fixed and how the school would inform local community groups that space could be hired;
- Employment and local procurement.

7.4 In the event that the S106 Legal Agreement referred to above has not been completed within 13 weeks of the date of the registration of the application, the Development Control Service Manager be given authority to refuse planning permission on grounds relating to failure to enter into an undertaking for car free agreement, school travel plan, service management plan, highway works, to work with Kings Cross Construction and the local procurement tem and the payment of the various financial contributions.

Recommendation 2

7.5 Listed building consent for internal alterations, partial demolition, formation and widening of pedestrian and vehicular access points and other incidental works for continual use within Class D1 (education establishment) is recommended for approval.

8. LEGAL COMMENTS

8.1 Members are referred to the note from the Legal Division at the start of the Agenda.