

ADDRESS: Mossbourne Community Academy, 100 Downs Park Road, London, E5 8JY	
WARD: Hackney Central	REPORT AUTHOR: Rokos Frangos
APPLICATION NUMBER: 2008/1652	VALID DATE: 23/07/2008
DRAWING NUMBERS: PL_06; 1181 P 01, P02_A, P03_A, P04_A, P 06 to P 09, P 10_A, P 11 to P 17, P 18_A, P 19, P 20, P_21, P 22, P_23, P_24, P_25	ACCOMPANYING DOCUMENTS: Design and Access Statement, Environmental Performance Statement, BREEAM Schools Assessment Report, Scoping Report for Transport Impact Assessment, Transport Assessment Report, School Travel Plan Review, Arboricultural Report, Ecological Scoping Survey & Phase 1 Habitat Survey
APPLICANT: The Learning Trust Hackney Technology & Learning Centre 1 Reading Lane London E8 1GQ	AGENT: Willmott Dixon Construction Ltd Riverbridge House Anchor Boulevard Crossways Dartford Kent DA2 6SL
PROPOSAL: Erection of a one-storey extension to the western wing of the existing building to accommodate new school dining facilities; a part-one-, part-three-storey extension to the eastern wing of the existing building to accommodate additional teaching facilities for a 250-pupil sixth form, and a two-storey extension to the rear of the eastern wing to accommodate an autistic special needs unit, together with enabling demolition works to parts of the building, and associated landscaping.	
POST-SUBMISSION REVISIONS: None.	
RECOMMENDATION SUMMARY: Grant conditional planning permission.	

ANALYSIS INFORMATION
ZONING DESIGNINATION: (Yes) (No)

	(Yes)	(No)
CPZ	X	
Conservation Area		X
Listed Building (Statutory)		X
Listed Building (Local)		X
DEA		X

LAND USE DETAILS:	Use Class	Use Description	Floorspace
Existing	D1	Secondary School	9310 sqm
Proposed	D1	Secondary School	11,934 sqm

PARKING DETAILS:	Parking Spaces (General)	Parking Spaces (Disabled)	Bicycle storage
Existing	70	1	50
Proposed	68	3	80

CASE OFFICER'S REPORT

1. SITE DESCRIPTION

- 1.1 The application site consists of a three-storey secondary school, the Mossbourne Community Academy, which opened in September 2004. The school is situated to the immediate south of Hackney Downs park, V-shaped to sit at the apex of the two railway lines that run parallel to its two wings. The areas on the other side of the railway lines are largely residential, with some employment-generating uses to the south-west of the application site – as well as in the railway arches themselves.
- 1.2 Parking spaces are situated to the rear of each of the building's two wings, adjacent to the railway lines. Vehicular access is provided by way of a service road that runs between the strips of parking spaces and the perimeter of the building. The V-shaped building faces inwards onto the school's play and recreation space. The northern boundary of the site is defined by a row of mature trees, with a further cluster of mature trees situated to the north-east of the building.
- 1.3 The site is within five minutes' walk of bus route 276 from Amhurst Road and bus route 56 from Pembury Road. It is also situated four-hundred metres north of Hackney Downs mainline station and five-hundred metres north of Hackney Central Overground station.
- 1.4 There are no applicable site designations in the Hackney UDP (1995) or the emerging LDF.

2. CONSERVATION IMPLICATIONS

- 2.1 The application site is not located in a conservation area. No statutory listed buildings or locally listed buildings are affected by the proposal.

3. HISTORY

- 3.1 19/11/2003: Planning permission granted for erection of a new secondary school (2002/1297).
- 3.2 12/03/2004: Planning permission granted for the erection of fencing and gates along the street frontage to Downs Park Road with the removal of the existing wall and gates (2003/0678).

4. CONSULTATIONS

- 4.1 Date statutory consultation period started: 28/07/2008
- 4.2 Date statutory consultation period ended: 25/08/2008
- 4.3 Site notice: Yes
- 4.4 Press advert: Yes

4.5 Neighbours

404 surrounding occupiers have been consulted by personal letter. Three letters of support and two neutral letters have been received.

4.6 Statutory consultees

- 4.6.1 Thames Water: No objection.
- 4.6.2 London Fire and Emergency Planning Authority (LFEPA): The brigade is not satisfied with the proposals. [Note: subsequent to the receipt of this response, the agent contacted the brigade to discuss the proposals. Although verbal approval has since been indicated, no written response from the brigade to supercede their original response had been received by the deadline for the submission of this report. The agent states: 'I can confirm that more than fifty per cent of the school perimeter is accessible by appliance and we can demonstrate this if required. The building has a fire engineering strategy and is designed to comply with the relevant Building Bulletin.']

4.7 Other Council departments

- 4.7.1 Urban Design and Conservation: We support the proposal, with one condition. We think the proposal is an appropriate solution to the need for additional space in terms of massing and a consistent building style. Also, given the history of the building, any development should not preclude

future development that may be necessary, and we are happy to see that a strategy for a further extension of this scheme has been addressed. The concept of potential community use for the dining spaces and music spaces/AV studio/lecture theatre helps to integrate the campus into the community.

The glass frontages and placement of activities such as the dining hall in full view of the street may improve the streetscape on Downs Park Road. However, a transparent boundary solution is required to achieve this. The extension will result in a great massing effect on Down Park Road. If the community uses in the extension can be established together with a friendlier street frontage, the negative effect can be minimised and the campus can be more integrated into Down Park Road. Therefore, we would suggest railings or a transparent boundary treatment outside the dining spaces and the music spaces/AV studio/lecture theatre instead of a solid wall, as a development condition.

- 4.7.2 Trees and Landscape Officer: In several areas, the design (both building and landscape) encroaches on what should be the 'protected rooting area' of a number of first-rate trees protected by Tree Preservation Orders (TPOs). This includes masonry steps (eastern corner of building), pathways, covered pathways, paved eating areas, tarmac beneath the cycle-parking. This is unacceptable and indicates how little consideration or attention has been paid to the trees – some of the finest in the borough and of great value to Hackney Downs.

The layout introduces too much hard surfacing in the eastern corner; this will affect the row of TPO-protected trees, east of which the surfacing should be mostly soft and not hard. The new pedestrian entrance is shown with changes to the existing tall boundary wall that are likely to be very harmful to the TPO-protected plane trees. This is compounded by the proposed gabion wall within the trees' root protection area, suggesting associated excavation, or an increase in soil height, or both. These are two more examples of the proposal's glib treatment of this notable row of planes – one of the site's (and the area's) main assets.

The layout and materials should all be subject to condition; the layout is unacceptable and some materials are either not known to me or not sufficiently described.

- 4.7.3 Traffic & Transport: It is considered that the proposal will not unduly impact on the borough's transportation infrastructure (subject to the confirmation of details of the existing parking provision and layout) and is therefore acceptable in transport terms with conditions and mitigation measures by agreement.

5. POLICIES

5.1 Hackney Unitary Development Plan (UDP) (1995) (saved)

- EQ1 - Development Requirements
- C6 - Provision of Education Facilities
- CS10 - Planning Standards

5.2 Supplementary Planning Guidance (SPG)

- SPG11 - Access For People With Disabilities

5.3 London Plan (Consolidated with Alterations since 2004)

- 2A.1 - Sustainability criteria
- 3A.18 - Protection and enhancement of social infrastructure and community facilities
- 3A.24 - Education facilities
- 3C.1 - Integrating transport and development
- 3C.17 - Tackling congestion and reducing traffic
- 4B.1 - Design principles for a compact city
- 4B.2 - Promoting world-class architecture and design
- 4B.5 - Creating an inclusive environment

5.4 National Planning Policies

- PPS1 - Creating Sustainable Communities
- PPG13 - Transport

6. COMMENT

Planning permission is sought to extend the Mossbourne Academy to accommodate a new 250-pupil sixth form (together with fifty additional staff) and a new autistic special needs unit, together with a new dining room facility, new music spaces, a new AV studio, lecture theatre, ICT suite, and a relocated and extended library facility.

The development comprises three extensions: a one-storey extension to the existing building's western wing; a larger part-one-, part-three-storey extension to its eastern wing; and a two-storey extension to the rear of the eastern wing. This latter extension is on pilotis (i.e. narrow columns or piers supporting a building over the ground, thereby elevating the lowest floor to the first-floor level and leaving an open area beneath) and therefore appears to be three storeys in height, like the other extension to the eastern wing. This extension and the rear element of the larger east wing extension are referred to by the architects as 'saddle bags'.

The one-storey extensions on both sides of the building are pincer-shaped and mirror each other in terms of footprint and form. The pincer-shaped west-wing

extension will contain two new dining halls; one for the sixth form and one for the other pupils, together with a first-floor roof terrace on top of the extension.

The larger east-wing extension will contain a music room, AV room, a sixth-form study and other teaching, admin and staff spaces. It will also include a first-floor roof terrace on top of the pincer-shaped part of the extension.

The smaller east-wing extension (to the rear) will contain an autistic special needs unit (also known as an Autistic Spectrum Disorder (ASD) facility).

The proposal will involve the reconfiguration of entrances for the academy. The existing entrances are situated at the north-eastern corner of the building. The proposal will involve the relocation of the entrances, with the pupils' entrance to be situated in the middle of the north-facing base of the triangle, the visitors' and staff entrance approximately thirty metres to the east of this, and the emergency vehicle access road realigned to approximately fifteen metres east of its existing location.

The proposal will also provide a continuous sheltered link from the east wing to the west wing on the northern perimeter of the site, as well as a new recreational area in the 'woodland triangle' (the cluster of trees in the north-eastern corner of the site).

Considerations

The main considerations relevant to this application are:

- 6.1 The principle of the development
- 6.2 The design and appearance of the development
- 6.3 Potential impact on the amenity of adjoining residents
- 6.4 Traffic and transport considerations

Each of these considerations is discussed in turn below.

6.1 The principle of the development

- 6.1.1 The proposed extension will add floorspace within the same use class as the existing building. Therefore, there is no policy basis that precludes the construction of the proposed development on this site in principle, and it is considered that the proposal is acceptable in this regard.

6.2 The design and appearance of the development

- 6.2.1 The physical form of the extensions comprises one single-storey pincer-shaped extension grafted onto the end of each of the existing wings,

together with additional two- and three-storey extensions to the rear and front of the east wing respectively.

- 6.2.2 The three-storey extension to the east wing consists of three parts: the first two bays replicate the appearance of the existing building, with the remainder of the courtyard-facing and north-facing elevations comprising curtain walling and steel panelling in shades of red, with glazing dominating the north-eastern corner of the extension.
- 6.2.3 The two 'saddle bag' extensions to the rear of the east wing are designed to sit comfortably with the existing rear elevation, and are treated in blue-coloured render to match, with glazing on their slim north-facing elevations.
- 6.2.4 The one-storey pincer-shaped extensions on both sides of the building are clad in curtain walling, coloured render and glazing.
- 6.2.5 The proposal will involve the felling of four trees (of which two are dead) in the existing 'woodland triangle' of mixed-species trees at the north-eastern corner of the site (separate from the line of mature London Plane trees situated along the front boundary bordering Downs Park Road, which will be unaffected by the proposal). The trees are being felled in order to make way for the realigned access road; in mitigation of their loss, ninety new trees and shrubs are being planted, with the intention of reinforcing the green character and appearance of the 'woodland triangle'.
- 6.2.6 Although the Council's Trees and Landscape Officer has expressed serious reservations about the extent to which tree-root protection has formed part of the architects' considerations in formulating the proposal, on balance – and with due regard to the low number of trees actually being felled and the high number of new trees and shrubs being planted – it is considered that these do not constitute grounds for refusal when weighed against the overall quality of the scheme and the wider community benefit to be derived from it. Furthermore, it is considered that much of the impact against the existing trees can be mitigated by way of conditions, which are recommended towards the end of this report.
- 6.2.7 With regard to boundary treatment, no changes are proposed to the existing front boundary, consisting of sections of brick wall (which predate the academy) and railings that were approved in 2004, other than to realign the section of the railings directly adjacent to the new pupil entrance to bring them closer to it.
- 6.2.8 Overall, the proposed design is considered to be of a standard appropriate to the quality of the highly acclaimed original building and achieves the accommodation of the extra space required whilst remaining suitably deferential to the language and spirit of the original design. Accordingly, the proposed development is considered to be compliant with local, regional and national policy in this regard.

6.3 Potential impact on the amenity of adjoining residents

- 6.3.1 There are no residential properties immediately adjoining the site. The proposed extensions will face Hackney Downs park. It is therefore considered that the proposal will not result in any impact to the amenity of adjoining occupiers by way of overlooking, loss of daylight, sunlight, overshadowing, increased sense of enclosure or loss of privacy.

6.4 Traffic and transport considerations

- 6.4.1 The proposed development will increase the capacity of the school by 250 pupils, with the majority of the places being filled by existing pupils graduating to sixth form. It is expected that the majority of sixth-form pupils will walk to the academy or use public transport; no additional vehicular journeys will be generated by sixth-form pupils and the number of vehicles that currently use the site is expected to remain unchanged.
- 6.4.2 In order to encourage more pupils to travel to and from the academy by bicycle, an additional thirty bicycle-parking spaces are proposed. However, the Council's Traffic and Transport team consider that this number is still too low and recommend that 142 bicycle-parking spaces is the appropriate level for the number of pupils and staff that will ultimately attend the academy. A condition is recommended to that effect.
- 6.4.3 Overall there are no traffic and transport issues with the proposed development that constitute grounds for concern or refusal.

7. CONCLUSION

- 7.1 The proposed development is considered compliant with pertinent policies saved in the Hackney UDP (1995) and the London Plan (Consolidated with Alterations since 2004). Accordingly, the granting of planning permission is recommended.

8. RECOMMENDATION

- 8.1 That planning permission and be GRANTED, subject to the following conditions:**

8.1.1 SCB0 – Development in accordance with plans

The development hereby permitted shall only be carried out and completed strictly in accordance with the submitted plans hereby approved and any subsequent approval of details.

REASON: To ensure that the development hereby permitted is carried out in full accordance with the plans hereby approved.

8.1.2 SCB1 – Commencement within three years

The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this permission.

REASON: In order to comply with the provisions of Section 91(1) of the Town and Country Planning Act 1990 as amended.

8.1.3 SCM6 – Materials to be approved

Details, including samples, of all materials to be used on the external surfaces of the building, boundary walls and ground surfaces shall be submitted to and approved by the local planning authority, in writing, before work on the external surfaces, boundary walls and ground surfaces commences on site. The development shall not be carried out otherwise than in accordance with the details thus approved.

REASON: To ensure that the external appearance of the building is satisfactory and does not detract from the character and visual amenity of the area.

8.1.4 SCM9 – No extraneous pipework

No soil stacks, soil vent pipes, flues, ductwork or any other pipework shall be fixed to the (street) elevations of the building other than as shown on the drawings hereby approved.

REASON: To ensure that the external appearance of the building is satisfactory and does not detract from the character and visual amenity of the area.

8.1.5 SCH4 – Forward vehicle ingress/egress only

All vehicles shall enter and leave the site only in a forward direction.

REASON: In the interests of road safety generally and avoidance of obstruction of the highway.

8.1.6 SCH8 – Parking for people with disabilities

Before the use hereby permitted first commences, at least three car parking spaces shall be marked and retained permanently for use by the vehicle of a disabled badge-holder.

REASON: In order to ensure that a reasonable number of parking spaces are located conveniently for use by people with disabilities.

8.1.7 SCH10 – Secure bicycle parking

Secure, covered parking shall be provided for 142 bicycles in the form of Sheffield stands, with full details (including siting) to be submitted to the local planning authority and approved in writing before use of the development hereby permitted commences.

REASON: To ensure that a reasonable provision is made within the site for the parking of bicycles in the interests of discouraging car use, relieving

congestion in surrounding streets and improving highway conditions in general.

8.1.8 SCH14 – Closure of existing access

The existing north-eastern vehicular access to the site shall be closed permanently when the use of the new north-eastern emergency vehicle access shown on the plans hereby approved is provided and in use.

REASON: To confine access to the permitted point in order to ensure that the development does not prejudice the free flow of traffic and conditions of general safety along the neighbouring highway.

8.1.9 SCH15 – Access only as approved

Vehicular access to the site shall be only via the permitted access.

REASON: In order to confine access to the permitted points to ensure that the development does not prejudice the free flow of traffic and conditions of general safety along the neighbouring highway.

8.1.10 SCT3 – Protection of trees during site works

No development will take place on-site until full details of tree protection have been submitted to, and approved in writing by, the Council and until such approved protection has been erected on-site. Tree protection will be in accordance with BS5837:2005 (Trees in relation to construction – Recommendations) and will protect the root protection area calculated as described in Table 2 of that British Standard. The protective fencing will be 2.4 metres high and conform to Figure 2 of BS5837:2005, i.e. a scaffold framework comprising a vertical and horizontal framework, well-braced to resist impacts, with vertical tubes spaced at a maximum interval of 3 metres. Panels should be securely fixed to this weldmesh with wire or scaffold clamps.

REASON: In order to protect the existing trees during building operation and site works.

8.1.11 SCT4 – Tree survey/retention plan

A detailed tree survey (plan and schedule) indicating precise location, species, height and condition of each tree, together with the spread of each tree accurately plotted, and showing which trees are to be retained and which it is proposed should be felled (to number no more than four trees) shall be approved by the local planning authority before any work commences on site.

REASON: To accord with the requirements of Section 197(a) of the Town and Country Planning Act 1990, and to provide for the retention and protection of existing trees in the interests of the appearance of the locality.

8.1.12 SCT1 – Submission of landscaping scheme

Full details of hard and soft landscaping shall be submitted to and approved by the local planning authority, in writing, before any landscaping work commences

on-site, to show (as applicable) species of trees, type of stock and level of maturity, numbers of trees and shrubs (to be no fewer than ninety) to be planted, and areas to be grass-seeded or turfed, and also including layout, construction, and existing and proposed levels, consistent with the tree protection plan and method statement. All landscaping in accordance with the scheme, when approved, shall be carried out within a period of twelve months from the date on which the development of the site commences or shall be carried out in the first planting (and seeding) season following completion of the development, and shall be maintained to the satisfaction of the local planning authority for a period of five years, such maintenance to include the replacement of any plants that die, or are severely damaged, seriously diseased, or removed (including any existing trees or plants that die or are damaged during, or as a result of, construction work).

REASON: To accord with the requirements of Section 197(a) of the Town and Country Planning Act 1990 and to provide reasonable environmental standards in the interests of the appearance of the site and area.

8.1.13 **NSC1 – Non-standard condition**

The applicant shall:

- (a) use all reasonable endeavours to secure that at least 25% of the workforce for the construction of the development is local labour (any person or persons aged 18 years or over who is a resident of the London Borough of Hackney);
- (b) notify the Hackney Construction Recruitment Centre or any other subsequent organisation of all vacancies for employees, self-employed, sub-contractors and any other form or type of employment or service arising from construction of the development;
- (c) supply to Hackney Construction Recruitment Centre a complete labour plan for the full duration of the construction phase identifying which skills and employment are needed;
- (d) have an active programme for recruiting and retaining apprentices and adult improvers in the various building trades (such as bricklaying, carpentry, electrical, plumbing and plastering) and as a minimum employ one apprentice per £1 million of construction contract value and one adult improver per £2 million of construction contract value, providing written evidence documenting that programme within 7 days of a written request from the Council;
- (e) provide a detailed monthly labour return for monitoring the employment and self-employment profile of all workers working on the development; in relation to all contracts with a value in excess of £5 million, supply the Hackney Construction Recruitment Centre with full procurement details and a plan identifying the services and materials that will be sourced during the period commencing on the implementation of the development and finishing six months after completion off the development.

REASON: In the interests of upholding the Council's employment objectives by providing opportunities for residents of the borough.

8.1.14 NSC2 – Non-standard condition

The new vehicular entrance and route at the eastern end of the site is to be used by emergency vehicles only and is not to be used by staff or visitors' vehicles, or delivery vehicles.

REASON: In the interests of protecting the tree protection areas in the adjacent trees from the impact of excessive vehicular use.

8.1.15 NSC3 – Non-standard condition

No development shall commence on-site until a scheme to minimise the threat of dust pollution during site clearance and construction works (including any works of demolition of existing buildings or breaking out or crushing of concrete) have been submitted to and approved in writing by the local planning authority. The approved scheme shall include a watering regime in the event of dry weather, dust screens, etc., as appropriate, and shall be implemented in its entirety once development has commenced.

REASON: In order that the local planning authority may be satisfied that the demolition process is carried out in a manner that will minimise possible dust pollution to neighbouring properties.

9. REASONS FOR APPROVAL

9.1 The following policies contained in the Hackney Unitary Development Plan (1995) are relevant to the approved development/use and were considered by this Council in reaching the decision to grant planning permission: EQ1 - Development Requirements; C6 - Provision of Education Facilities; CS10 - Planning Standards.

9.2 The following policies in the London Plan (Consolidated with Alterations since 2004) are relevant to the approved development/use and were considered by this Council in reaching the decision to grant planning permission: 2A.1 - Sustainability criteria; 3A.18 - Protection and enhancement of social infrastructure and community facilities; 3A.24 - Education facilities; 3C.1 - Integrating transport and development; 3C.17 - Tackling congestion and reducing traffic; 4B.1 - Design principles for a compact city; 4B.2 - Promoting world-class architecture and design; 4B.5 - Creating an inclusive environment.

10. INFORMATIVES

The following Informatives should be added:

- SI.1 Building Control
- SI.2 Work Affecting Public Highway
- SI.3 Sanitary, Ventilation and Drainage Arrangements
- SI.6 Control of Pollution (Clean Air, Noise, etc.)
- SI.7 Hours of Building Works

- SI.25 Disabled Person's Provisions
- SI.27 Regulatory Reform (Fire Safety) Order 2005
- SI.28 Refuse Storage and Disposal Arrangements
- SI.33 Landscaping

NSI.1 All materials submitted pursuant to the discharge of conditions 3 this approval (as per paragraphs 8.1.3 of this report) should be supplied and delivered at the same time in a container clearly marked with the address of the application site, reference to the application number 2008/1652, and accompanied by coloured copies of relevant elevational drawings, to which each material sample should be clearly referenced and labelled accordingly. Full specifications detailing each material's manufacturer and colour (as per manufacturer's description/name thereof) should also be submitted at the same time.

Sue Fletcher

Signed..... Date.....

**Fiona Fletcher-Smith
CORPORATE DIRECTOR, NEIGHBOURHOODS & REGENERATION
DIRECTORATE**

NO.	BACKGROUND PAPERS	NAME/DESIGNATION AND TELEPHONE EXTENSION OF ORIGINAL COPY	LOCATION CONTACT OFFICER
1.	Hackney UDP	Rokos Frangos 8095	263 Mare Street, E8 3HT
2.	The London Plan	Rokos Frangos 8095	263 Mare Street, E8 3HT