

**Paradise Park/New River College  
Pupil Referral Unit (Lough Road)  
St David's Church site  
(74-76 Westbourne Road)  
Children with Disabilities Respite Centre site  
(61-67 Lough Road)**

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Draft Planning Guidance  
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# PLANNING GUIDANCE FOR DEVELOPMENT MANAGEMENT PURPOSES

**Covering three sites including:  
Paradise Park/New River Pupil Referral Unit,  
St David's Church (74-76 Westbourne Road) and  
Children with Disabilities Respite Centre  
(61-67 Lough Road)**

## 1 Introduction

### **Purpose:**

1. The purpose of this Planning Guidance for Development Control Purposes is to provide guidance on the redevelopment of the Paradise Park and New River College Pupil Referral Units (PRUs) site for educational purposes as part of the Government's Building Schools for the Future (BSF) scheme; (background information to this is contained in Appendix 1 of this report) and to provide planning policy guidance for the potential future redevelopment of 74-76 Westbourne Road (St David's Church site) and 61-71 Lough Road (Children's Social Care Centre) in order to assist in the determination of future planning applications.

### **Scope:**

2. This guidance draws together all the relevant planning policies for these sites including national planning policy guidance, the London Plan, Islington's Local Development Framework and its Adopted Unitary Development Plan (UDP) June 2002. These documents are set out in more detail in sections 3 and 9 below. It is not intended to recommend comprehensive development on these sites simply that any application on these sites should relate to both existing and potential future development within the area covered by this planning guidance.

### **Role of Council:**

3. The Council is currently the freeholder of part of the site (the Paradise Park PRU site and also the Children's Social Care site at 61-71 Lough Road). Islington Council is also the Statutory Planning Authority for this area, and has the decision-making authority for any planning applications on the site.

### **Status**

4. This planning guidance is non-statutory advice for development control purposes, which supplements the London Plan and the policies and proposals of Islington's Unitary Development Plan, adopted in June 2002. It will be a material consideration in assessing any planning applications for this site. The Development Plan should be referred to for the Council's policies and proposals for the use of land in the Borough. Other documents prepared by the Council are also relevant to this note including Supplementary Planning Guidance, as set out in section 3 of this report.

## 2 Location of sites and descriptions

### Location

5. The area covered by the planning guidance includes three sites located in the west of the borough. The area is on the south western side of Lough Road opposite Paradise Park.
6. The site is well positioned in relation to public transport with the following train stations located in proximity to the site:
  - Caledonian Road tube station – 400 metres
  - Caledonian Road and Barnsbury overground station – 450 metres
  - Holloway Road tube station – 600 metres
  - Highbury and Islington tube, overground and National Rail station – 700 metres
  - Drayton Park National Rail station – 800 metres
7. The area is also well served by buses. Route 153 runs directly down Westbourne Street between Finsbury Park and Liverpool Street. Five bus routes (17, 91, 259 and 274) run along Caledonian Road (less than 400 metres from the site) and night services are also provided on two routes. These routes connect central London to a number of destinations including Archway, Crouch End, Finsbury Park and Edmonton Green. Holloway Road (approximately 400 metres to the east of the site) is serviced by three bus routes (43, 271 and 393), two of which operate a night service. These routes connect Chalk Farm, Friern Barnet, Highgate Village, Clapton and central London.
8. These sites have a Public Transport Accessibility Level (PTAL) rating of 5. A level 6 rating indicates the highest accessibility rating that can be achieved. This means that these sites are extremely well served by public transport.
9. There are three separate Protected Local Shopping Centres (Proposals Map, UDP) situated within 400 metres of the site. The first is located on Bride and Westbourne Streets, the second on Roman Way and the third on Holloway Road.

### Surroundings

10. The surrounding area is predominantly residential with community buildings and facilities located within Paradise Park. The surrounding streets comprise Sheringham Road to the south, Westbourne Road to the west, Mackenzie Road to the north and Lough Road to the east with Paradise Park public open space located on the opposite side of Lough Road.
11. The area covered by the guidance is adjoined to the west by a residential terrace (fronting Westbourne Road) that is three storeys high. The caretaker's building is a three storey building to the south of the existing pedestrian entrance to the PRU from Westbourne Road. South of the site there is a three storey building on the corner of Lough Road and Sheringham Road and to the rear of these buildings are two-storey cottages (locally listed) on the pedestrian lane named Hides Street.
12. To the north, adjacent to the Children's Centre site is a three storey terrace 88-106 Mackenzie Road which is locally listed, grade C. The terrace was constructed in the 1850s and was designated for local listing in February 1980. It is described as a three storey terrace, ground floor shop fronts. Upper storey stock brick. Stucco architrave windows with some painted black. The residential terrace to the rear of the Children's Centre site is also a three storey terrace.

13. The area covered by the guidance is located within the Holloway Ward and is located approximately 65m to the east of the boundary of the St Mary Magdalene Conservation Area.

### **Physical Description**

14. The area covered by this guidance is shown in Appendix 2 and also indicates current building locations. The guidance covers three sites (none of which are located within a Conservation Area) and each of these are described below.

### **Pupil Referral Unit (PRU) Site**

15. The PRU site has an area of approximately 0.26 ha. This site is currently within education use (D Use Classes Order). Within the site there is:
- A 4 storey 19<sup>th</sup> century building in the centre of the Lough Road frontage, set approximately 3.0 metres back from the front boundary line. This building accommodates approximately 65 young people with behavioural difficulties;
  - A large car parking area is located to the south of the site with a combined vehicle and pedestrian access from Lough Road
  - An additional pedestrian access is available from Westbourne Road, but is not actively used;
  - There are external storage structures made of brick which appear to form part of the western boundary wall (rear of residential properties 60-72 Westbourne Road). These run from the rear of the caretaker's house close to the pedestrian access to the site from Westbourne Road south. They then run west to east across the bottom third of the site and are visible from the main car park from Lough Road.
  - At the north end of the boundary, adjacent the Church site; there is a single storey power substation and garages that run from west to east, for about a third of the width.
  - The site is level; however the main school building does not meet contemporary design guidance for accessibility and inclusiveness. It has 9 steps up to its main entrance (fronting Lough Road) and is not served by a lift.
  - None of the existing buildings within the PRU site are statutorily or locally listed;
  - A high brick boundary wall addresses the site frontage for most of the Lough Road boundary with mesh wire above and the northern most section of this boundary is enclosed with cast iron railings, topped with metal mesh wire.
  - The remaining boundaries of the site (including to the Westbourne Road pedestrian entrance) are addressed by brick walls with mesh metal fencing above.
  - There are no trees on the site; however there is a street tree on Lough Road and a few trees on the on Westbourne Road Church site that partially overhang the rear pedestrian access to the site.

### **74-76 Westbourne Road (St David's Church site)**

16. This site is approximately 0.15ha in area and includes an 'L' shaped area to the north of the site that was previously known as '59 Lough Road'.
- The 'L' shaped area to the north of this site was historically used as a Structural Engineers & Non-Ferrous Metal Merchants without planning approval, but might contain some contamination.
  - The site is otherwise in church and community uses (D Use Classes Order)
  - The Church building fronting Westbourne Road is locally listed grade B. It is of similar height to the three storey terraces adjacent. It was constructed in the 1890s and was designated for local listing in February 1980. It is described as 'Brick. Gothic arches. Symmetrical façade. Central bat and two wings'.
  - A single storey/ 1 ½ storey community facilities/hall building fronts Lough Road,

set back approximately 3.0 metres from the Lough Road boundary.

- An existing vehicle crossover is located in the south of the site from Lough Road and accommodates a small parking area (but with no turn around space).
- There are a few small trees located on the site located close to the Westbourne Road frontage and a couple within the 'L' shaped part of the site, although none are worthy of a Tree Preservation Order, regard should be given to existing trees within any scheme for redevelopment.

### **61-71 Lough Road (Children's Care Centre)**

17. The site comprises 0.092ha and is located to the north of the St David's Church site.
- The site accommodates a single storey brick building (with sloping tiled roof) with a 'T' shaped footprint that is set back to accommodate an informal parking area at the front of the building. It is set back approximately 6.0m from the front boundary to Lough Road.
  - A more recent (planning approval gained in 2004) two storey building with flat roof is located in the north of the site. This has a rectangular footprint.
  - A grassed area of open space is located at the rear of the site

## **3 Policy context:**

### **3.1 National Guidance**

18. The following national and regional guidance is considered particularly relevant to this application:

PPS1	Delivering Sustainable Development
PPS3	Housing
PPG13	Transport
PPS22	Renewable Energy
PPG23	Pollution Control
PPG24	Noise

'Secured By Design' Publication

British Research Establishment (BRE) Guidelines: 'Site Layout Planning for Daylight and Sunlight'

### **3.2 Development Plan Documents**

#### **London Plan**

19. The Mayor's vision is to develop London as an exemplary sustainable world city, based on three interwoven themes:
- Strong, diverse long term economic growth
  - Social inclusivity to give all Londoners the opportunity to share in London's future success
  - Fundamental improvements in London's environment and use of resources.
20. The London Plan sets out how borough councils should make provision for education needs (Policy 3A.24). In particular, the policy refers to the need to have regard to other London Plan policies such as inclusive design, sustainable design and construction, safety, enhancement of the public realm and protection of open spaces.
21. The London Plan sets out how borough council's should make provision to meet and exceed borough housing targets as set out in Table 3A.1 (Policy 3A.2). This policy refers to addressing the suitability of housing development in terms of location, type of development, housing requirements and impact on locality, and also refers to the identification of new sources of supply and identification of housing sites. Policy

3A.3.'Maximising the potential of sites' requires that development achieves the maximum intensity of use compatible with local context and the design principles in policy 4B.1 'Design principles for a compact city'.

### **Islington Unitary Development Plan (2002)**

22. The Unitary Development Plan (adopted June 2002) is relevant to any application made on this site, until superseded by LDF documents. In September 2007 a number of policies within the UDP were deleted by direction of the Secretary of State. The policies deleted can be found on the Council website through the following link: <http://www.islington.gov.uk/Environment/Planning/PlanningPolicy/UDP/>.
23. Policies relevant to this site include those contained in Chapters:
- 3: The Environment
  - 4: Housing
  - 6: Sustainable Transport
  - 7: Recreation and Leisure
  - 9: Education
  - 10: Community Services
  - 12: Conservation and Design
  - 13: Implementation

### **Local Development Framework**

24. The Council is in the process of producing a new development plan for the Borough called a Local Development Framework (LDF). This will ultimately replace the Unitary Development Plan (UDP) as the statutory development plan for Islington when it is fully adopted. At the time of writing this Planning Guidance, Islington Council was at an early stage in the preparation of the Core Strategy which will be one of the key documents within the portfolio Local Development Framework (LDF) documents.
25. The Council has non-statutory supplementary planning guidance in the form of the Draft Core Strategy 2007, available on the Council website at [www.islington.gov.uk/Environment/Planning/PlanningPolicy/localdevelopmentframework/CoreStrategy/WithdrawnCoreStrategy.asp](http://www.islington.gov.uk/Environment/Planning/PlanningPolicy/localdevelopmentframework/CoreStrategy/WithdrawnCoreStrategy.asp). This document content are a material consideration but will ultimately be replaced by the adopted Core Strategy (likely to be 2010).

## **3.3 Specific policies relating to existing land uses and/or designations**

### **Pupil Referral Unit (PRU) Site**

26. There is a proposals designation affecting the setting of the Pupil Referral Unit (PRU) site. This is described as ED2 'Our Lady of the Sacred Heart RC Primary'. It is a proposal to use of existing roadway for playground purposes located within the roadway of Lough Road adjacent to Paradise Park.
27. This is described as carried forward from the 1994 UDP however it is considered historic and that current transport requirements for the safe movement of pupils to and from the school to be covered in a Transport Assessment would address this designations intent.
28. This site, which is to be redeveloped for education purposes sees the 'Education' policies of the UDP (2002) being particularly relevant. The strategic policy for education seeks to support educational services of the highest quality through the provision of

adequate sites and buildings to meet current needs, and improving the quality of educational buildings.

29. Policies Ed1 and Ed2 'Sites and Buildings' state that sites will be safeguarded for educational purposes where needed to provide adequate facilities and space standards to meet the projected needs of the population and that the Council will not allow a change from educational use unless:
- i) the proposals form part of a wider strategy to improve educational opportunities in the borough; or
  - ii) there is demonstrable lack of local demand/need for the facility; or
  - iii) the building is no longer suitable for educational use; or
  - iv) the location is inappropriate in terms of surrounding land uses; or
  - v) the proposal comprises a mixed-use scheme combining educational facilities with other appropriate uses.
30. Policy Ed 3 'Sites and Buildings' states that proposals for new education establishments or extensions to existing establishments will be considered in the light of such factors as:
- i) whether the proposals form part of a wider strategy to improve educational opportunities in the borough;
  - ii) the availability of alternative accommodation;
  - iii) places/demands across the borough as a whole and within an accessible distance;
  - iv) internal and external space standards, including access for people with disabilities;
  - v) the amenity of nearby property in terms of such factors as noise, traffic, evening use etc.
31. The explanatory text at paragraph 9.1.1 states that, 'Some of the school sites in Islington fall below desirable standards. Where opportunities arise to meet deficiencies in sites, buildings and facilities, priority should be given to bring sites up to a good quality standard.'
32. This is reinforced by Policy Ed 5 'Improvements to Schools' which states that the Council will promote improvements to school sites, buildings and facilities, and to the general environment and functioning of schools'. Policy Ed7 'Loss of play Space' will resist development of education sites within an education use that would result in the loss of useable play space.

### **Locally Listed Buildings**

33. Policy D42 'Buildings on the Local List' specifically applies to any application including the church building, or development sites adjacent to it. This policy recognises that the building is representative of the best of local architectural styles, contributing to the character of the borough. Any scheme should address this policy within a Design and Access statement advising how its local importance has been considered within design processes.

### **Existing Community Uses**

34. Policy C4 'Community Premises' encourages the retention and full use of existing community premises. Should a planning application for change of use from community use be submitted, it would need to address policy C5 'Community Premises'.
35. Policy C5 states that the Council will not normally allow a change from community use

where in the Council's view:

- i) local demand/need exists for community use premises;
  - ii) the building is well designed and located for continued community use;
  - iii) the building is well located in relation to servicing a potential catchment.
36. A change of use from community premises would need to re-provide the services elsewhere (to serve the same local catchment) as part of the same application or demonstrate that the services are no longer required by the community or surplus to requirements.

### **Planning History**

#### **61-71 Lough Road (Children's Care Centre)**

37. Planning permission P041518 was granted at 61-71 Lough Road (Children's Centre site) for the erection of a two storey side extension to the single storey children's home dated 20 August 2004.
38. Planning ref: DG/PC/C/JP/7330 relating to 61-73 Lough Road for the temporary use of the site as a grass amenity area for up to five years of the resolution (dated 20 November 1973).
39. Planning ref: TP/2747A/03.5/NC at 67-73 Lough Road, N7 for the construction of a two storey building to provide a residential children's home dated 10 December 1987.

#### **74-76 Westbourne Road - St David's Church**

40. Case No. 70000/B referring to a material change in the external appearance consequent upon rebuilding after war damage at St David's Church Hall, Lough Road dated 12 October 1953.

#### **59 Lough Road**

41. Letter dated 14 January 1963 advising planning permission required for the use of 59 Lough Road for the purposes of repairing vehicles.
42. Planning application (ref: TP/0290/03/A/DS) refused 10 March 1966 for the use of 59 Lough Road, N7 for general industrial purposes.
43. Planning permission (ref: TP/0220/03/A/JAC) granted 18 March 1966 for the use of 59 Lough Road for residential purposes.

## **4. Development Objectives and Land Use**

### **A. Key Planning Objectives**

- To achieve the highest possible standards of sustainable design and construction and maximise these sites contributions to climate change mitigation and adaptation.
- To provide high quality and environmentally sustainable education buildings and associated facilities that will assist in the delivery of an improved education service.
- To maximise the amount of open space within the school site particularly as space available to pupils for play, sports and other cultural activities.
- To achieve development that provides a visual backdrop to Paradise Park, integrates with the urban fabric and contributes to and improves the quality of the streetscape
- To ensure that new buildings are constructed to a high quality of modern design which respect the residential character and scale the area and respects the nearby locally listed buildings
- To achieve development that restores a perimeter block layout fronting Lough Road

- To provide an inclusive and accessible environment
- To achieve car-free development
- To ensure that any shared use of vehicle access / servicing areas is appropriately designed and managed to prevent adverse impacts.
- To achieve development that respects the light, privacy and outlook of nearby properties.
- To achieve a mix of uses within developments incorporating education/community and residential uses;
- To achieve development results in significant increase in tree cover on the sites, respecting and protecting existing trees where possible;
- To support and develop biodiversity in the Borough through both construction and planting schemes within the overall development.
- To achieve residential development that provides a good mix of units maximising the amount of family housing provided
- To provide 50% affordable housing (with 10% being wheelchair accessible housing)
- All housing to meet, at least, the amenity and space standards set out in Islington's Planning Standards Guidelines
- To provide facilities/measures to encourage cycling and walking and promote more sustainable travel
- To implement community safety objectives by meeting "Secured by Design" guidance
- To achieve development that addresses wider community issues, specifically crime reduction, community safety, neighbourhood renewal, traffic safety, community cohesion and social inclusion this may be secured through S106 legal agreements
- To ensure that construction does not create adverse transport or amenity issues

## **B. Land uses**

### **Education Sites**

44. The existing Pupil Referral Unit (PRU) provides an education service (D Use Classes Order). Continued education use is the preferred use for the site, in accordance with policies Ed1, Ed2, Ed3 and Ed5 of the UDP (2002) and it should therefore be developed with high quality inclusive and accessible design of high architectural quality. It should provide for a high standard of education provision with appropriate ancillary uses.
45. Planning policies would encourage would encourage education sites (such as the Pupil Referral Unit (PRU) to be a local community resource, to maximise the use of the buildings and facilities throughout the year. Community facilities (D Use Classes Order) would be an acceptable ancillary use to the redevelopment of education sites. The precise form that community facilities could take and how and when these facilities may be accessed would be subject to discussions with the Council and consultation (possible pre-application discussions) on this matter as detailed plans are developed. Provision of community facilities should be multi-purpose to maximise their use by a wide variety of users at differing times

### **Community Premises**

46. The St David's Church site provides church/religious services and community premises and the Children's Care Centre is a voluntary respite centre for disabled children and young people. The centre provides several different types of care for disabled children and young people and support for their families. These community premises are both within the D Use Classes Order.
47. Policies C4 and C5 encourage the retention and full use of existing community premises

and will not allow a change of use away from these uses unless it can be demonstrated that local demand/need no longer exists; that the design of the buildings are not fit for continued, effective provision of the community facility and that building is not well located in relation to serving a potential catchment.

48. Alternatively, should existing facilities be re-provided elsewhere as part of a submitted application, or the community premises shown to be surplus to requirements, redevelopment of these sites to provide housing (C3 Use Classes Order) or a mixed use development incorporating community premises (D Use Classes Order) and housing (C3 Use Classes Order) would be acceptable.
49. Policies C6 and C7 encourage proposals for new community premises (D Use Classes Order), particularly in areas of deficiency, provided they are designed to cause minimum nuisance to nearby occupiers are located appropriately and built to a high quality standard of design, sustainability and accessibility. The explanatory text at 10.1.7 and 10.1.8 of these policies states that existing school and Church buildings are important resources for provision of shared community facilities.

## **5. Scheme Design**

### **Design approach**

50. The design approach for the three sites included within this planning guidance is to promote the potential to create a strong visual backdrop, framing Paradise Park whilst also seeking to create a continuous frontage along the street. A large area of open space such as Paradise Park demands strong visual edges, as exists in surrounding streets.
51. New buildings on cleared sites should respect the form, scale and grain of the surrounding townscape. The architect(s) should identify the important elements of the context that determine the character of the street and the wider local area. This will include the scale, form, massing, building line, skyline, storey height, elevational proportions, cornice treatment, window arrangements street rhythms, elevational patterns facing materials, colours etc.
52. The education use, specifically a Pupil Referral Unit is to remain on the current site. The site is to be redeveloped to provide a high quality learning environment for students and teachers where all pupils want to be, and to include provision of ancillary community uses.
53. The church site at 74-76 Westbourne Road, but specifically that part fronting Lough Road, and the Children's Care Centre site at 61-71 Lough Road have both identified as being underutilised or inefficiently used sites. Should it be demonstrated in the future that the current uses (community) are surplus to requirements (refer to paragraphs 46-49), then redevelopment of these sites to a greater height, would be encouraged. In addition, the position of the main front elevation wall (front building line) of new buildings would be encouraged up to the front site boundary to Lough Road. This would create a consistent building line and greater visual backdrop to Paradise Park.
54. Overall, the Council expects all new premises to adopt the principles of inclusive and accessible design and demonstrate a high standard of architecture that meets the highest standards of sustainable design and construction and promote sustainability through the long-term management of new buildings.

55. The design of any development should be informed by a Transport Assessment which will address key transport considerations. This should be dealt with at the earliest stage possible while the design is still flexible. Paragraph 117 gives an introduction to key transport issues that will influence site design and these are further examined at section 8.

#### **Pupil Referral Unit (Scheme Design)**

56. The site and existing building currently houses two Pupil Referral Units, namely Paradise Park (key stages 1 and 2 primary ages) and New River College (key stage 3 for secondary pupils ages 11-14). There is a base for service staff including the Reach Team and the Behaviour Support Service and the New River College's Rapid Response Team. Other parts of New River College are based elsewhere.
57. Design of new education developments should be in line with the aims of the Commission for Architecture and Built Environment (CABE). Any new design should achieve Secured By design Award for 'Secured by Design (SBD) – Schools'.
58. Children's Services have advised that the specific learning and supervisory requirements for the operation of an effective PRU renders the existing building unsuitable for the delivery of 21<sup>st</sup> Century teaching, and in particular presents significant obstacles to the implementation of Islington's Education vision. Therefore the demolition of this building and construction of a replacement building is intended.
59. The existing Pupil Referral Unit site should be maintained in education use or re-provided within an education-led mixed use development (with inclusion of uses such as community facilities).
60. **Residential Element Design Requirements** Any application with elements of residential development should provide accommodation of adequate size and layout and meet the Council's internal and external space (Planning Standards Guidelines SPG). Developments must provide an appropriate mix of units to meet local housing need, maximising the provision of family housing and include 50% provision of affordable housing.
61. Every unit should be provided with outdoor amenity space where possible. For 1-2 person units no less than 15sqm and family units should be provided with gardens of 30sqm (minimum) of usable space (Planning Standards Guidelines SPG 2002). Provision for children's play space should follow the Supplementary Planning Guidance "Children's and Young People's Play and Informal Recreation" issued by the Greater London Authority.
62. Residential developments should be designed not to adversely affect the amenities of nearby occupiers and should be compatible with education uses on the site.
63. Should an application be submitted for mixed use development on the PRU site that includes housing, it would need to address the urban design requirements for the site and should not prejudice the design requirements of the Pupil Referral Unit nor compromise the provision of improved education facilities. Additional uses should not compromise the new unit from meeting the required internal and external space standards (to meet the projected needs of the population). Issues such as child protection, overlooking and privacy and safety and security of all users (including separation of entrances to each use) would need to be addressed.

### **Building heights**

64. The existing Pupil Referral Unit building is four storeys high (with high floor to ceiling heights reflecting its era) and provides the beginning of a strong backdrop and sense of enclosure to define Paradise Park (while not overpowering it) and provides for informal overlooking. Providing a strong visual backdrop to open spaces is a key urban design principle that will influence the consideration of proposed building heights.
65. Having regard to the scale and massing of the surrounding residential buildings it is considered that new building(s) should not go above the heights of buildings within the locality and respond appropriately to the streetscape respecting the scale, form and character of its surroundings. The context of these sites consists of three storey residential terraces and the slightly higher church building that forms part of the area covered by this planning guidance.
66. Having regard to the scale and massing of the surrounding residential buildings, it is considered that new building(s) should respond to the heights of buildings within the locality and respond appropriately to the streetscape respecting the scale, form and character of its surroundings. The context of these sites consists of three storey residential terraces and the slightly higher church building that forms part of the area covered by this planning guidance. Therefore new buildings could be three storeys or higher, having regard to both the site context and general urban design principles.
67. Any application for new buildings or alterations to existing buildings would require an assessment of the sunlight and daylight impacts and potential visual dominance to the residential properties adjacent.

### **Building Lines and Layout**

68. The layout of buildings and spaces on a development site should be laid out to make the best use of the site, be logically and efficiently planned to ensure that access, functional, amenity and aesthetic requirements are met. New development (and alterations to existing buildings) should be designed to ensure sunlight and daylight is safeguarded to nearby properties, to minimise disturbance to the occupants of adjoining buildings and to respect their privacy.
69. An adequate amount of open space, satisfactory aspect, sunlight and daylight to all parts of the development within the site and designed to create safe and secure environments. Consideration of the location of refuse storage facilities that are secure and easily cleaned should be incorporated in the early design stages, so as not to compromise aesthetic qualities. Provision should also be made for storage for recycling as set out in the Planning Standards Guidelines and the UDP. Full details of proposals should be included on all plans submitted.
70. The established building lines of adjacent sites should be used as reference points for scheme design and layout of site developments. Redevelopment of these sites should aim to continue and extend the perimeter block layout which would help to coherently separate the public realm from the private realm. The building line established by 37-39 Lough Road should be used as a guide. This should bring the front elevation of new buildings up to the front site boundaries to Lough Road.
71. There is a desire to provide a more active frontage to Lough Road. This is to introduce greater interaction of buildings with the street, and in conjunction with an increase in height, would improve informal surveillance opportunities for the park, to improve safety

and security.

72. Where gaps are necessary along the front boundary of these sites, walls, gates and other landscape features should be investigated to close these gaps. Further design guidance can be found in the Islington Urban Design Guide SPD (2006).
73. Design and layout and placement of buildings (rear building lines) should take into account the effects on other amenities such as privacy and sense of outlook particularly of residential properties to the rear. Should residential uses be introduced to any of the sites, an 18m separation distance would be the minimum separation between new residential buildings (rear elevation) and existing habitable room windows of adjacent residential properties (refer to the Planning Standards Guidelines SPG). Shading and relationships between buildings on adjoining sites should also be considered, including potential shading of school play areas.

#### **Pupil Referral Unit (PRU) Site**

74. Layout for the PRU site should provide for the best education facility whilst making best use of the site, with accommodation of alternative uses such as community facilities (and possibly residential units) and an increased amount (and improvement) of play spaces, in accordance with policy Ed7 (Loss of Play Space). The requirements of specific supervision requirements and separate play areas may dictate the position of the rear building lines on this site.
75. The PRU should be designed and maintained with security as a key consideration both for individuals within the school, and with respect to its interface with the street. Any new development should provide a defensible space between the public and the school and maintain good sight lines. There should be no 'blind spots' or hidden recesses which make inappropriate behaviour difficult to detect. The development would need to provide for separation of the specific pupil groups and provide for active surveillance of pupils within the classrooms and other parts of the facility including external play spaces.
76. The design of developments on the education site and sites adjacent shall ensure that adequate light to playgrounds provided within the PRU site is achieved and maintained.
77. To provide for the most safe and efficient education provision from the unit, it has been indicated that separate entrances may be needed for each of the two pupil groups to be accommodated by the facility, and possibly a separate visitors and staff entrance.
78. Pedestrian entrances should be provided to Lough Road, to encourage an active ground floor edge opposite the park. A separate community facilities entrance could also be provided on the Lough Road frontage, incorporating an internal secured, separate entrance to those facilities for the pupils. The planning department would expect any new development on the PRU site to achieve Secure By Design for Schools Award.

#### **Materials**

79. New buildings should not be designed as pastiche and materials should be considered in terms of the relationship with the surrounding built form as well as the articulation of the building façade(s). High quality, sustainably sourced materials should be used that relate well to the chosen architectural style in terms of form, colour, texture and profile and provide an appropriate relationship to the surrounding area.

80. Consideration should be given to the weathering and ageing of materials and the impacts of these processes on the appearance of proposed buildings. These issues should also be addressed in a Design Statement.

### **Boundary treatments**

81. Adopted UDP policies and supplementary planning guidelines seek to avoid a 'fortress' type approach to school/education boundary treatments. The use of high walls around the perimeter of the school should also be avoided. Secure by Design for schools boundary treatment states aesthetics of boundary fencing abutting public space must be considered and that any new boundary treatment should be vandal resistant and robust, grounded on a hard surface, be difficult to climb and have an anti-climbing topping. (Any boundary treatment should also allow clear natural surveillance).
82. The boundary fencing surrounding the school should be addressed with any planning application Design should achieve Secured by Design for Schools Award, refer to Secured by Design for Schools Revised April 2004 <http://www.securedbydesign.com/pdfs/schools.pdf>.
83. There is a desire to have the front elevation wall of new buildings align with the front boundary of the site, therefore rear and side boundaries should be designed to be secure, and should be addressed within any landscaping scheme/plan submitted with any planning application. This should be provided with any scheme covered by this planning guidance.

### **Vehicle and Pedestrian Access and Servicing**

84. Building layouts, site design and access and egress points should be informed through a Transport Assessment (refer to section 8 for further explanation). The following bullet points introduce the key transport issues relating to these sites:
- All development is strongly encouraged to be car-free.
  - Consideration of shared vehicle access and servicing arrangements between some or all of the three sites (subject to justification of need within a Transport Assessment)
  - Any on-site servicing/parking areas must enable any vehicles accessing the site to enter and exit the site in forward gear.
  - The pedestrian, vehicle and cycle access should be separated to prevent issues with safety and conflict
  - Should on-site parking/vehicle access be justified they must be designed/located so as not undermine wider urban design considerations, including needs of pedestrians.
  - Pedestrian/cyclist travel, servicing (including refuse storage and collection considerations) and potential pedestrian/vehicle conflicts and any other issues identified in the Transport Assessment should inform design.
  - Assessment of impacts on the road network including availability of on-street parking vehicle manoeuvrability and traffic safety must also be assessed in proposals for new or altered vehicle access.

### **Pupil Referral Unit Site**

85. Should vehicle access and servicing be justified for this site (within a Transport Assessment) vehicle access should be investigated from Westbourne Road. Although the Transport Assessment will need to look at the most appropriate vehicle access to the site, having consideration to the scale and nature of the development, impacts on the on-street network, traffic safety, manoeuvrability, it is considered that access from this road would be most desirable in urban design terms, allowing the provision of an

intact perimeter layout across the Lough Road frontage.

### **Trees and Landscaping and Biodiversity**

86. There are no trees on the Pupil Referral Unit (PRU) site and very limited tree cover on the St David's church and Children's Care sites. None of the trees on these two sites warrant a Tree Protection Order. Existing trees and landscaping design should be taken into consideration as an integral part of the design for all sites covered by this guidance. There is one street tree on Lough Road located at the front of the PRU site which must be protected during demolition/construction works.
87. There are significant opportunities to enhance the tree stock on the site, as part of a wider landscaping strategy. Should a scheme be submitted for part of the site with trees present, or on adjacent sites, this should be informed by, and the planning application accompanied by a Tree Survey undertaken by a suitably qualified professional. Servicing requirements e.g. for underground utilities, will need to be considered at the outset and planned to avoid harm to the street tree. Refer to paragraphs 181 - 182 for further information.
88. There are opportunities to remove significant areas of hard landscaped car parking areas and maximise areas of planting and soft landscaped play space. Where hard surfaces are retained, permeable materials should be used, as part of a wider approach to incorporation of Sustainable Drainage Systems (SUDS) (refer to section 7.0 for further information on this). This would bring multiple benefits, reducing runoff, enhancing biodiversity and related educational opportunities, and helping to minimise overheating due to climate change. External space standards should be carefully considered in new design schemes, in accordance with UDP (2002) education policies and also consideration of Multi Use Games Areas (MUGA) for the PRU site.
89. Development proposals should include landscaping plans to provide for substantial tree planting and the enhancement of biodiversity. Landscaping should also be considered in relation to controlling solar gain and minimising overheating. The Islington Biodiversity Action Plan should be used as a guide, but methods to address this could include the provision of new, varied planted areas on the site and the inclusion of, for example, trees in the playgrounds and nesting sites around the building, as well as biodiversity-based green roofs and walls to new and existing buildings, well planned to ensure that they make a meaningful contribution to biodiversity objectives. Biodiversity enhancements within the built environment should also be incorporated into design.
90. The PRU site should provide landscaping/ amenity space/ outdoor play areas that create an attractive environment for future users of the site, by providing an attractive setting for the school building(s) and places to be used and enjoyed by future users. High quality play space/s with a variety of different areas (formal, informal, grass, tarmac, play equipment) should be provided, that enables easy surveillance from inside the buildings and throughout the site. The PRU site has very limited playspace area at present and redevelopment of the site provides significant opportunities to improve the play provision in line with current education requirements. It is recommended that a landscape architect with experience in playground design should be appointed to work with the scheme's overall architect and pupils and staff from the existing PRU.
91. All landscaped areas and play areas should be fully accessible.

### **Lighting and noise**

92. If a development scheme is to include provision of community uses or facilities,

particularly outdoor sports facilities (out of hours use), depending on the nature and intended times of use of such facilities, noise assessments may be required. Any proposals for lighting and out of hours use may also require a lighting assessment to influence the design of the scheme to ensure the amenities of nearby residents are not unduly affected.

## **6. Access and inclusive design**

### **6.1 General requirements**

93. Any development must be designed around accessibility requirements and key transport considerations including pedestrian/cyclist travel, on-site servicing and potential pedestrian/vehicle conflict.
94. An Access Statement would be required with any planning application. The requirements of this are further covered at paragraph 167-168 of this report. An Access Audit should be carried out to identify any other possible shortcomings and to inform the design development.
95. Pedestrian routes within the site should be designed to be accessible by people in wheelchairs or with walking difficulties. There should be level access from pedestrian routes to all buildings and other facilities on the site. Cycle routes to the site should be well connected and up to standard. The Transport Assessment should review the existing walking and cycling routes to the site and detail how they could be improved.
96. Any facilities that are open to the public must meet the requirements of the Disability Discrimination Act, including facilities within the school that would be available for community use or for school events such as drama productions.

### **6.2 Pupil Referral Unit (PRU) Site**

97. Access requirements are important both to and within the school buildings and grounds. Islington Council expects an inclusive and best practice approach to the design of education buildings. The planning authority will expect to see all new buildings to be designed to the highest quality of accessibility and actively designed to assist all pupils to participate fully in school activities. BS8300, Part M of the Building Regulations and Building Bulletin 77, Designing for Pupils with Special Educational Needs and Disabilities in Schools (2005 ed) are the standard reference points for accessible design. Sport England 'Access for Disabled People' provides valuable additional material for sports facilities. Further information is available on the Council's website at [www.islington.gov.uk/Environment/Planning/PlanningPolicy/AccessibleDesign/](http://www.islington.gov.uk/Environment/Planning/PlanningPolicy/AccessibleDesign/)
98. The school buildings, routes between buildings and external sports and play areas should be wheelchair-accessible; and provision made for washrooms and specialist facilities to be wheelchair-accessible. Lift access should be provided within the school and community facilities for any facilities above or below ground floor level.
99. Existing and new buildings should demonstrate a high quality acoustic environment, including sound insulation between rooms and corridors in accordance with Regulation E4 of the Building Regulations which also refers to Building Bulletin 93 (Acoustic Conditions in Schools). Room layouts should prevent teachers having to stand with their backs to the window.
100. Arrangements for means of escape should rely as little as possible on assistance for

disabled staff and pupils. Where independent means of escape is impossible, refuges and emergency communication arrangements should be designed in from the start.

101. If the school has been designated as a centre of excellence for pupils with a specific SEN or disabilities (e.g. visually impaired or hearing impaired pupils), then the statement should include a description of how their needs will be met. Details of how consultation with disabled people will be undertaken should also be included. Refer to p43 ODPM Good Practice Guide 'Planning and Access for Disabled People'.

### **Residential Development**

102. It is the Council's policy to provide all new housing to Lifetime Homes Standards. Consequently it will be expected that all new flats proposed shall meet these standards. The objective of Lifetime Homes is to produce a housing stock that is sufficiently flexible and adaptable to meet diverse, contemporary and evolving needs. The Council remains committed to the principle of adaptability and so, in order that it might be more readily achieved and based on advice from the Mayor of London, it has produced a guidance note that takes account of the context within which the majority of Islington developers operate. Key among the clarifications is the absolute necessity for lift access, or at least the space to retro fit a vertical rise lift within the common parts of any multi-storey development to serve every dwelling. Please ensure this matter is addressed prior to the submission of any application.
103. In accordance with Development Plan policies, 10% of all residential units (general consensus is that this is calculated as 10% of habitable rooms and not 10% of units) created (both private and affordable) must be to wheelchair standard. Guidance on these standards can be found as set out by the Housing Corporation Private units do not need to be shown as 'fitted out', however the units are expected to be fully adaptable – i.e. the correct space requirements must be met along with some internal detail design elements. The design standards can be found in the Habinteg 'Wheelchair Housing Design Guide, 2<sup>nd</sup> Edition, 2006'.
104. The wheelchair accessible housing should be spread across the tenures, size (types) of units not just put into one 'class' of housing. These units should have dedicated car-parking spaces provided close by.

## **7. Sustainability, energy efficiency and green construction**

105. Islington will require that all projects be designed and built with due attention to environmental impacts. In order to promote sustainable development, new developments should take account of the impact they have on London's natural resources and environmental assets and should maximise their contribution to climate change mitigation and adaptation. Developments can achieve this by improving energy efficiency, supplying energy more efficiently (e.g. through combined heat and power systems), increasing the proportion of energy use from low or zero carbon sources, minimising the use of treated water, using sustainable materials and construction methods, enhancing biodiversity, promoting waste reuse and recycling, incorporating Sustainable Drainage Systems (SUDS) and minimising overheating. Sustainability should also be promoted through the long-term management of any development. Consideration of these issues will be important both in refurbishment and new buildings.

106. Close attention to sustainability measures is particularly important in educational developments as the incorporation and promotion of such measures will offer important opportunities for increasing public awareness of environmental issues and encouraging more sustainable behaviour.
107. Any scheme for these sites (educational, community use or residential) should be consistent with the London Plan, as well as Adopted UDP policy and Supplementary Planning Guidance (SPG) such as the Council's 'Green Construction' SPG and the Mayor's Sustainable Design and Construction SPG.
108. A Sustainable Design and Construction Statement must be submitted as part of any planning application, as required by the London Plan. The Statement should outline the potential implications of any new development or refurbishment on sustainable design and construction principles, including how they have been taken into account in the development proposal.
109. The sustainable design and construction statement should address matters such as:
- **Biodiversity** - On-site measures to promote biodiversity, including integration of 'green' roofs to a biodiverse specification and creation of new habitat areas such as ponds, micro-habitats such as log piles, and installation of bird and bat boxes. See also 'Trees and Landscaping' section at paragraphs 86-91 above.
  - **Use of sustainable materials** – This should be detailed in a green purchasing plan for any development, including good practice targets for responsible sourcing and low impact materials, with local suppliers used where possible. The use of reclaimed and recycled materials should be optimised; aiming for a good practice target of 20% recycled material content. The use of new aggregates should be minimised and ozone-depleting materials avoided.
  - **Minimising water use** – Design should apply the minimum feasible water consumption targets:
    - for schools this should be 1.5m<sup>3</sup> per person per year or less
    - for residential development 105 litres per person per day, with low water devices fitted as standard.

Opportunities for rainwater harvesting should be maximised, with agreed targets for the percentage of demand for non potable uses which can be met by rainwater collection. The feasibility of dual potable and grey water recycling systems should also be investigated.
  - **SUDS** - Development should manage surface water as close to its source as possible and should aim to achieve greenfield run-off rates via a combination of techniques including rainwater harvesting, green roofs, landscaping, retention tanks, permeable paving and sub-surface drainage.
  - **Construction impacts** - Best practice mitigation measures should be used to reduce the environmental impact of demolition and construction. A detailed demolition and construction site waste management plan should be developed to ensure that demolition and construction waste is minimised and sustainably managed. This waste management plan should be in accordance with Policy 4A.28 of the London Plan and should be developed in accordance with ICE's Demolition Protocol which aspires to meet a best practice target of over 90% recycling of demolition materials established (see [http://www.aggregain.org.uk/terminology/ice\\_demolition.html](http://www.aggregain.org.uk/terminology/ice_demolition.html)).

- **Climate change adaptation** – All development should be designed to be adapted to likely increased summer temperatures (including by minimising overheating and solar gain in summer and enhancing green infrastructure), increased flood risk, have foundations which can cope with any likely subsidence or ground water movement, and respond to the need for reduced water use. Buildings should be modelled to likely increased future temperatures to ensure they will remain comfortable and usable given predicted changes to the climate.
- **Operational waste** –Waste reduction, reuse and recycling should be maximised, including through provision of appropriate on-site recycling storage and composting facilities.
- **Minimising pollution** – Measures should be taken to minimise pollution, including air, water, noise and light pollution.
- **Awareness-raising and behaviour change** – Development should incorporate measures which encourage awareness-raising about environmental impacts and issues amongst residents, pupils, staff and other school users, including through visible sustainability features within building and site design and, in the case of school design, incorporation of educational aspects such as demonstration technologies, biodiversity and food production gardens.

#### **BREEAM and Code for Sustainable Homes**

110. In accordance with the council's key priority of sustainability, the Council will require that any educational development achieves a BREEAM for Schools score of Excellent. Achievement of this standard should be detailed in the form of a pre-assessment within the Sustainable Design and Construction Statement. A design stage assessment and post-construction assessment will be required to verify delivery of specification, supported by a relevant BREEAM certificates.
111. Residential development will be required to achieve Code for Sustainable Homes (CSH) Level 4. Any other type of development will be required to achieve a BREEAM 'Excellent' rating in the relevant scheme. A design stage assessment and post-construction assessment supported by relevant accreditation certificates will be required.

#### **Energy**

112. The London Plan requires developments to make the fullest contribution to tackling climate change through minimising carbon dioxide emissions by adopting sustainable design and construction techniques, prioritising decentralised energy and achieving a reduction of carbon dioxide emissions of 20% from on site renewable energy generation. Pursuant to the London Plan developers and builders should follow the below energy hierarchy:
- use less energy, in particular by adopting sustainable design and construction measures
  - supply energy efficiently, in particular by incorporating combined heat and power (CHP) or combined cooling, heating and power (CCHP)
  - use renewable energy.
113. Policy 4A.6 of the London plan states that all developments should demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. The need for active cooling systems should be reduced as far as

possible through passive design including ventilation, appropriate use of thermal mass, external summer shading and vegetation on and adjacent to developments. The heating and cooling infrastructure should be designed to allow the use of decentralised energy (including renewable generation) and for it to be maximised in the future.

114. Any applicant should provide clarification on the potential operation of a site-wide heat network and through discussions with the Energy Centre should examine the potential of linking this system with existing systems in the surrounding community. In particular, the applicant should examine the possibility of providing a CHP plant within the education facility linked via a site-wide heat network with adjacent schemes within the guidance site boundary. Other schemes within the site should be designed to connect to such a facility. Such an approach would be consistent with the policies set out in the Further Alterations to the London Plan for promoting decentralised energy generation and the introduction of community heating systems.

### **Specific Education/School Requirements**

115. The UK government has set a target to reduce carbon emissions from new education buildings (including those attributable to equipment used within the school) by 60% relative to those schools currently being constructed and that have been designed to 2002 Building Regulations. If the PRU proposals include 75% or more new build, it is likely that it will be required to meet this target, subject to agreement with the Department for Children, Schools and Families. Islington Council would support any scheme that seeks to exceed the London plan requirements for a reduction in CO2 emissions and welcome innovative ways and means to achieve this. Any applications for refurbishment of existing buildings should meet the same standards as applied for new build. Where this is not achievable, a detailed justification why this standard cannot be met should be provided with any application.
116. In line with London Plan policy 4A.4 on 'Energy assessment', the applicant should prepare an energy statement in accordance with the Mayor's energy hierarchy. This should demonstrate the steps taken to apply the Mayor's energy hierarchy set out in the London Plan. This should demonstrate the expected energy and carbon dioxide emission savings from the energy efficiency and renewable energy measures incorporated in the development, including the feasibility of CHP/CCHP and community heating systems. The applicant should model the predicted energy demand for the proposed education/community/residential buildings using the approved simplified building energy model (SBEM) to demonstrate how the proposed scheme goes beyond the requirements of Part L of the 2006 Building Regulations.

## **8 Traffic and transportation**

### **8.1 General requirements for all sites**

117. The transport priorities for the development of these sites should be:
- promote car free development (exception of disabled parking spaces);
  - encourage sustainable forms of transport including additional cycling parking and walking and use of public transport; car club facilities, and a Green Travel Plan will be required if visitor use is proposed. Refer to paragraph 176 for further information on Green Travel Plans.
  - ensuring safe access for children, staff, community users, residents and others to and around the sites,
  - ensuring that the operational needs of the education facility and any additional land uses, including community uses on the site are met efficiently and in a sustainable

manner;

- Sharing of servicing and other facilities between sites where possible

### **Transport Assessment (TA)**

118. Development of the site will need to be informed by and planned having regard to a prior Transport Assessment (TA). This should be prepared in accordance with TfL's TA Best Practice Guidance and should describe and analyse existing transport conditions, how the development would affect those conditions and measures to mitigate the impacts of the development. This assessment will include details such as existing & proposed vehicular, pedestrian and cyclist movements to and from the site, baseline information (including accident data), details of the servicing and refuse collection arrangements (requirements, locations, frequency, vehicle types) etc. It must also be demonstrated that all vehicles using the site can enter and exit in forward gear.
119. The TA must include the findings of a walking, cycling and safety audits. **Walking, Cycling and Safety Audits** are audits of the surrounding area. This audit should identify any improvements that need to be implemented and the costs of these should be accounted for within the legal agreement. The Council may need to look at whether a monetary contribution should be provided for other local area improvements including safety provisions on surrounding streets. These may include (but not be limited to) safe pedestrian crossings, improved footways, upgraded lighting, and traffic management. Please refer to the Royal Society for the Prevention of Accidents (ROSPA) website for further guidance on the safety audit <http://www.rospa.com>
120. Should on-site arrangements be justified within the Transport Assessment, key considerations for on-site arrangements should include, but not limited to; preventing pedestrian/cycle/vehicle conflict, on-site maneuverability (ensuring that vehicles can enter and exit the site in forward gear), management of the area to prevent misuse. On-street considerations should also include traffic safety, maneuverability and any impact on on-street car parking or loading areas.
121. An **Access Management Plan** would be required for any planning application for the Pupil Referral Unit (PRU) site. An Access Management Plan is a living document that addresses all modes of access to the site and how it would be managed to prevent adverse impacts. It should provide details of access to the site by all modes of transport (pedestrians, cyclists, vehicles), and address issues such as management of the car parking / servicing areas and access points, vehicle/pedestrian/cyclist conflict, management of servicing vehicles to avoid peak school times, preventing pupil drop-off etc. Any submitted development will need to operate in accordance with this plan and the plan should include a review mechanism to address any issues. If consent were granted, a condition of approval or clause in the S106 (refer to paragraph 177) would be included to ensure that the school operates in accordance with the Access Management Plan.
122. An Access Management Plan will be required for applications for the development of an education facility. Depending on the nature of development and access and servicing arrangements proposed (such as sharing of facilities) an access management plan may be required for schemes at other sites covered by this guidance.
123. The **Transport Assessment for the PRU** should include the results of a walking and cycle audit of the surrounding streets to identify any necessary improvements and to encourage safer routes to schools. Such measures may include pedestrian crossings, upgrades to walkways including widening, appropriate resurfacing, lighting (to enhance

safety for pupils), or a commitment to a legal agreement including a contribution towards these improvements. In addition on the main pedestrian entrance into the education facility, if this is to be in a different location to the existing entrance, zig zag markings and guard railing may need to be installed, in order to encourage safer routes to the education facility.

124. All work to roads surrounding the site should complement works being carried out by the Council to encourage safer routes to the education facility. An assessment of the methods of travel to the facility should be included within with the Transport Assessment to ensure that any necessary improvements to enable safer routes are targeted to and from the site

#### **Access and egress points**

125. Any proposed pedestrian, cyclist and vehicular entrance points would need to be assessed having regard to traffic and transport assessments which would need to take into account impacts on pedestrian/cyclist safety, the on-street network, convenience and residential amenities.

#### **Servicing**

126. Adequate loading bays for deliveries and servicing requirements (including refuse), as well as emergency vehicles, should ideally be provided within the sites and not on the street. On-site servicing should be located away from the main pedestrian/cyclist entrances to the education facility and there must be adequate service vehicle manoeuvring area to enable vehicles to enter and exit the site in forward gear. Servicing must be managed and restricted to occur in hours when conflict with children is unlikely. This would be covered in the Access Management Plan (refer to paragraphs 121-122).

#### **Cycle parking and Facilities/Routes**

127. Provision of cycle parking and facilities for all new developments are required in accordance with London Plan and UDP policies and the TfL Cycle Parking Standards document.
128. Existing cycle routes on the surrounding and nearby streets should be retained and enhanced where possible.
129. For **education sites**, covered secure and visible cycle storage facilities must be provided for pupils, staff and visitors. This must be provided at the minimum ratio specified by TfL and the London Cycling Action Plan which is for cycle parking at a ratio of 1 space for every 10-staff/ pupils. Cycle parking must be directly, conveniently and securely positioned in relation to school entrance points to encourage use and avoid theft. Staff and pupil cycle parking should also be separated. Additional convenient and visible cycle parking should also be provided for other visitors, e.g. in relation to community uses. Adequate easily accessible storage and shower facilities should be provided for staff and visitors to the education facility.
130. Any **residential development** will require cycle parking provided at a rate of 1 space per unit (in accordance with TfL's cycle parking guidelines).
131. Development for **community uses** will require cycle parking provided at a rate identified in the TfL Cycle Parking Standards document. The specific requirement may be determined in conjunction with the Transport Assessment when there are further details available of the particular uses proposed.

## **8.2 Specific requirements for residential development**

132. Users of any new residential development will not be entitled to apply for residents' parking permits (excluding the need for disabled parking permits). The Transport Impact Assessment must justify the need for any on-site parking spaces taking account of the council's parking policies and any traffic impacts on the local area.

## **8.3 Specific requirements for the PRU site**

133. For the PRU site, the Transport Assessment should demonstrate how the assessment has informed the design of the education facility. It should include information on the nature of each staff member's work (to determine whether they are an 'essential user'). 'Essential users' for the school are defined as registered disabled persons, those who need to make three or more return journeys in the same day (excluding the journey to and from work); and those who regularly need to carry heavy or bulky goods.
134. Any 'essential user' parking provided in accordance with the above definition will need to be strictly controlled by the PRU to prevent misuse. Details of this must be set out in the required Access Management Plan (refer to paragraph 121-122 for further information). It is imperative that these spaces are not used for pupil drop-off and are only available for the use of authorised users (essential users). Access and on-site servicing areas must also be carefully considered and managed to prevent use for car parking. These issues must be addressed in the Access Management Plan. If the Pupil Referral Unit/education facility is proposing to use the site for community car parking, details of this arrangement must also be included in the Transport Assessment.
135. Any additional staff members who do not fall within the 'essential user' category will not be eligible for on-street teachers parking permits.

### **Access and egress points**

136. Any proposed entrance would be subject to assessment of impacts such as the need for keep clear (zigzag) markings outside main entrances of the education facility to prevent drop off, any potential for pedestrian/cyclist/vehicle conflict, and any consequential impacts on the availability of kerbside parking.
137. There should ideally be covered access between any drop off points for people with disabilities and the building entrance/s. Pedestrian routes within the site should be designed to be accessible by people with disabilities. There should be level access from the street to all buildings, other facilities on the site and outdoor facilities.
138. Any servicing, access, manoeuvring and parking areas should be kept separate from and not too close to the main pedestrian/cyclist entrances, play or circulation areas and must be sufficiently managed in the interests of safety. The access arrangement for all vehicles, cyclists and pedestrians must be detailed in the required Access Management Plan (refer paragraphs 121-122).

### **Control of pupil drop-off**

139. Dedicated general drop off areas will be resisted both on street and on site, with the exception of a drop off point for children with disabilities. If the nature of this unit requires such facilities, these requirements should be addressed in the Transport Assessment and Access Management Plan. Baseline information such as the functioning of the unit as existing, including travel methods for pupils and staff should be provided within any Transport Assessment, and could inform future Green Travel Plans for the education facility.

140. Such drop off/pick up arrangements should however be designed to avoid any potential for vehicular/pedestrian conflict. The Green Travel Plan/School Travel Plan should contain specific proposals, commitments and targets to keep drop off to an acceptable level and also include details of monitoring and enforcement measures to ensure compliance. School Keep Clear zones (zig zag markings) may be required. Drop off options for pupils or groups visiting from other schools/destinations (i.e. bus drop off) will need to be carefully considered.
141. Interventions to minimise drop-off should be detailed in a School Travel Plan which will be required to be developed more fully in conjunction with the Schools Traffic and Safety Department of the Council. Such initiatives as walking buses and improved pedestrian and cycle facilities (including Safer Routes to Schools and covered, secure cycle parking) can encourage pupils to travel to school using alternative methods. Pick up points and lay-bys would not be encouraged on any of the streets adjoining the site.

#### **Coach drop-off**

142. Coach parking provision and location should be considered at the earliest stage possible, while the design of the PRU is still flexible to ensure an inclusively designed education facility is achieved. A Transport Assessment must recognise and/or justify the need for coach parking/visiting schools.
143. Possible on-site and on-street arrangements should be investigated and assessed in order to arrive at the most suitable option and this should be set out within the Transport Assessment.

#### **Car parking**

144. The Council strongly encourages car-free development, in accordance with UDP (2002) policies T18, T21 and T23 and Sustainable Transport Strategy (2006) policies SA3, G2, E2 and E12.
145. Given that the sites are very well located in relation to the public transport network (PTAL 5) and local amenities, there should be no car parking provided on the PRU site for staff or visitors, with the exception of essential users (refer paragraphs 133-135).

#### **Construction impacts**

146. The Council has a Code of Construction Practice that it wishes to be applied to all development in the Borough. In this case, the Council will be particularly concerned with the routes used by vehicles removing spoil and delivering materials and the timing of those vehicle movements; and with the hours of building work on site. The Council will also expect that a contribution is paid towards the cost of monitoring and facilitating compliance with this code.
147. A construction management plan would be required with any planning application in order to mitigate impacts on nearby residents and the surrounding street networks. This should be in the form of a site specific 'Response Document' to the Council's standard Code of Construction Practice and would be secured by way of condition and/or by legal agreement in relation to any planning permission granted. This should address how construction traffic can be managed safely particularly if an operational school is maintained on site while the construction works take place.
148. During construction the Council would expect the developer to minimise the amount of construction traffic, to reduce vehicle emissions, noise, and traffic flow on the Borough's

roads.

149. For the sites covered by this guidance, any application should take into consideration the construction of the Academy at St Mary Magdalene Primary School.

## 9 Planning Requirements

### 9.1 Observance of Council Planning Policies

150. Consultation on the revised Core Strategy: Issues and Options is underway (September 2008) including on SPDs Planning Obligations, Accessible Housing and Sustainable Transport Planning Advice Note.
151. The London Plan, together with its alterations (February 2008) is the most up to date element of the statutory development plan.  
<http://www.london.gov.uk/thelondonplan/thelondonplan.jsp>
152. The Unitary Development Plan (adopted June 2002) is relevant to any application made on this site, until superseded by LDF documents. In September 2007 a number of policies within the UDP were deleted by direction of the Secretary of State. The policies deleted can be found on the Council website through the following link:  
<http://www.islington.gov.uk/Environment/Planning/PlanningPolicy/UDP/>.
153. Sustainability and climate change as in PPS1 and supplement on “Planning and Climate Change”  
<http://www.communities.gov.uk/publications/planningandbuilding/ppsclimatechange>
154. These documents can be seen and downloaded from:  
[www.islington.gov.uk/Environment/Planning/PlanningPolicy](http://www.islington.gov.uk/Environment/Planning/PlanningPolicy). This site should be checked for the latest progress on the developing Core Strategy and other policies. Any application will be determined against the approved policies in force at the time it is made.
155. Sustainable Transport Strategy (2006) - This strategy has been developed based on the council’s ‘One Islington’ priorities of regeneration, sustainability, customer focus and performance improvement. The objectives of the STS are to make Islington’s transport environment safe, accessible, green, efficient, secure and attractive.
156. The strategy can be viewed online at:  
<http://www.islington.gov.uk/Transport/SustainableTransportStrategy/default.asp>
157. The following policy documents will be applied to this development:
- Planning Obligations Draft SPD
  - Affordable Housing, informal guidance note 2006
  - Car Free Housing, SPG 2002
  - Green Travel Plans, SPG October 2002
  - Ground Water, SPG October 2002
  - Sustainability Assessments, February 2002
  - Interim Planning Guidance: Lifetime Homes and Wheelchair Users Housing
  - Accessible Housing Draft SPD
  - Accessible Design
  - Islington Biodiversity Action Plan

- [www.islington.gov.uk/Environment/Planning/PlanningPolicy/AccessibleDesign/](http://www.islington.gov.uk/Environment/Planning/PlanningPolicy/AccessibleDesign/)
- Planning Standards Guidelines, SPG Revised August 2002
- Conservation Area Guidelines – Whitehall Park Conservation Area.
- Islington Streetbook, SPG February 2005
- Islington Urban Design Guide, SPD December 2006
- Sustainable Transport Strategy
- London Plan SPG 8 “Providing for Children and Young People’s Play and Informal Recreation” [http://www.london.gov.uk/thelondonplan/guides/spg/spg\\_08.jsp](http://www.london.gov.uk/thelondonplan/guides/spg/spg_08.jsp)
- Local Housing Needs Assessment Final May 2008;
- Core Strategy non-statutory development control advice note.
- Green Construction November 2003

## 9.2 Planning Application Requirements

### **Inclusive and participative design approach**

158. The Council would expect that developers would adopt a participative and inclusive design approach, including end users and involving the PRU community including young people and the local community at pre-application stage. Statutory consultation would occur as part of the planning application process.
159. **Statement of Community Involvement** should be submitted with any planning application and should summarise the independent community engagement consultation processes undertaken prior to submission of a planning application.

### **Pre-Application Discussions**

160. In order to determine the relevant documents and information needed to process any planning application, it is strongly recommended that pre-planning application discussions be undertaken prior to submitting a planning application.
161. Full details of pre-planning procedure and applicable fees can be obtained from Council’s web site at <http://www.islington.gov.uk/Environment/Planning/Applications/Applying/PreAppGuidanceforMajorDev.asp> or by contacting the planning division on:  
 Email: [Planning@islington.gov.uk](mailto:Planning@islington.gov.uk)  
 Tel: 020 7527 2813  
 Fax 020 7527 2731

### **Validation Requirements**

162. Islington Council now uses the 1APP online planning application system. For more information go to: <http://www.islington.gov.uk/Environment/Planning/Applications/Applying/942.asp>
163. This system is accompanied by a standard set of validation requirements i.e. a list of all the documents to be included in an application. For developments within this site, Form 004 must be followed. This form and summary of the local and national validation requirements can be obtained from the web address above and can be obtained from the web address above.
164. In addition to the information that must be submitted with your application, the following information will also be required:
165. **Supporting planning statement** – to include information on how the proposed

development accords with policies in the development plan and other relevant planning policy documents, details of consultations with the Council and wider community/statutory consultees undertaken prior to submission, as well as consultation with the Pupil Referral Unit community.

166. **Design statement** - This statement should include illustrative and written material to explain the design principles behind the scheme and its relationship to the site context and function, and the wider surroundings. The statement should assess the impact on locally listed buildings and detail how their setting, character and appearance are preserved or enhanced. Photographs and photomontages provided as part of a design statement can provide useful background information and can help to show how large developments can be satisfactorily integrated within the street scene.
167. An **access statement** - This statement is required with any planning application and should show how the principles and practices of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development, and how inclusion will be maintained and managed; describe provision for entry to the building, parking and toilets for people with disabilities. Refer to the ODPM "*Planning and Access for Disabled People: a Good Practice Guide*". For any facilities that are open to the public it is important that they meet the requirements of the Disability Discrimination Act, as well as the usual requirements of Part M of the Building Regulations.
168. Employers, Service providers, owners and occupiers should ensure that they are familiar with their duties under the Disability Discrimination Acts. Design guidance is widely available and can be obtained from:
- BS 8300:2001 with amendments – *Design of buildings and their approaches to meet the needs of disabled people*
  - Building Regulations, Part M 2004 and its Approved Document – Access to and use of buildings
  - The London Plan and Islington's Accessible Design guidance and sample Access Statement templates (then add web-link as you have elsewhere)
  - **Education Facilities** Additional guidance on designing facilities that are accessible to all users (including disabled people) should be referred to. Please note that the Disability Discrimination Act 2005 imposes a new Public Sector Duty on schools relating to equality of opportunity for disabled pupils. Also refer to Part 3.7 of this report. Other relevant guidance is as follows:
    - General  
BS 8300:2001 – Design of buildings and their approaches to meet the needs of disabled people  
Building Regulations, Part M 1998, Access and facilities for disabled people. Residential
    - Schools  
Building Bulletin 94 'Inclusive School Design'  
Building Bulletin 91 'Access for Disabled People to School Buildings'  
Building Bulletin 77: Designing for pupils with Special Educational Needs and Disabilities in Schools 2005  
The Special Educational Needs and Disability Act 2001 (SENDA)
    - Sports facilities  
Sport England design guidance note 'Access for Disabled People'
    - Children's play areas

- **Residential schemes** Any application that would include housing provision should include the following references within the required Access Statement:
    - Meeting Part M and designing Lifetime Homes - from Joseph Rowntree Foundation.
    - Habinteg Housing Association's Wheelchair housing design guide (second edition).
    - Greater London Authority's Supplementary Planning Guidance Good Practice Guidance and Case Studies.
    - Housing Corporation 'Scheme Development Standards' from Housing Corporation.
169. **Sustainable Design and Construction Statement (including an Energy Assessment)** – must be submitted as part of the planning application to demonstrate that the scheme will meet the highest standards of sustainable design and construction; addressing each of the principles described in the London Plan Policy 4A.3 and detailed in further policies within Section 4A: Climate Change and London's Metabolism. The statement should provide a holistic sustainability strategy for the proposed development, covering demolition, construction and long-term management. Refer to section 7.0 for further details. The Sustainable Design and Construction Statement should also include an **Energy Assessment**.
170. **Energy assessment** - The proposal should be accompanied by an energy assessment that demonstrates the steps taken to apply the Mayor's energy hierarchy set out in the London Plan. Refer paragraphs 112-116 for further details.
171. **Sunlight/Daylighting Assessment** - Applicable for all applications where there is a potential adverse impact upon the current levels of sunlight/daylighting enjoyed by adjoining properties and building(s) - further guidance is provided in the Building Research Establishment's (BRE) guidelines on daylighting assessments.
172. **Regeneration Assessment** – statement of any regeneration benefits from the proposed development e.g. Details of new jobs created or supported; community benefits; reference to any relevant regeneration strategies.
173. **Transport Assessment**. Any application must be accompanied and the design informed by a transport assessment. Refer to section 8 for further details.
174. An **Access Management Plan** will be required for any education development application, and could be required for schemes on other sites covered by this guidance. Refer to paragraph 121-122 for further information.
175. A **School Travel Plan** should be provided for the PRU site to address staff and pupil travel. The applicant should contact the School Travel Plan Officer to confirm the scope of the report.
176. **Draft Green Travel Plan**. This is required with any application that includes community uses and may be required for schemes including residential development. The travel plan should consider a variety of pre-build elements, for example, sign posting and facilities for visitors to encourage sustainable travel (cycle shelters, availability of car sharing, provision of showers and changing facilities). It will also need to include clear targets, measures and a monitoring programme. The travel plan should address the following matters:

- After hours/community use of the facilities, and all measures to encourage sustainable transport should be applied to these uses.
  - Any measures that may be necessary to mitigate the effects of any identified overspill as a result of parking demand which is not accommodated on site, including measures to reduce the parking demand.
  - How cycle parking is to be made available to visitors as well as staff/students.
  - Provide a dated timeline for relevant targets to be completed.
  - The Travel Plan should be 'iTrace' compliant.
  - There should be a Travel Plan Co-ordinator.
  - There should be a target to further decrease car parking in favour of sustainable transport modes.
  - A travel survey is required to ascertain how visitors are travelling.
  - Information on sustainable travel modes for visitors (i.e. on school website).
177. **S106 or equivalent legal agreement planning agreements** – brief draft heads of terms. Applicants should clarify requirements in pre-application discussions and confirm any planning obligations that they agree to provide in brief heads of terms, including contact details of any legal advisor who will be representing them. Reference should be made to the Planning Obligations Draft SPD.
178. **Employment and training strategy** - It is important to ensure that the benefits of this scheme are passed onto local people and businesses in accordance with London Plan policy 3B.11 and the objectives of the Mayor's Economic Development Strategy.
179. To ensure the identified targets for employment and training are successfully managed and monitored after planning permission, this strategy should be included within the proposed S106 or equivalent legal agreement.
180. **Landscaping.** Any application should be accompanied and design informed by a landscaping scheme. The landscaping plan and details should also include proposals for long term maintenance and landscape management.
181. **Tree survey/arboricultural statement.** Any application should be accompanied by a Tree Survey undertaken by a suitably qualified professional. This should include any trees within the defined site and all trees adjacent to the site boundary which are either within a distance equal to half the height of the tree or within the non-pruned canopy spread, whichever is the greater. For each tree the following information should be supplied:
- Location, accurately plotted on a plan
  - Species
  - Height
  - Trunk diameter, measured 1.5m above ground level
  - Crown spread, measured from the trunk at the 4 compass points
  - Age relative to the lifespan for that species of tree
  - Condition assessment - noting defects, cavities, decay, disorders and overall structure.
  - Nature of ground surface below canopy spread.
182. A statement in relation to the measures to be adopted during construction works to protect those trees shown to be retained on the submitted drawings may also be

necessary. Further guidance is also provided in revised British Standard 5837 Trees in Relation to Construction 2005.

183. **Noise impact assessment** - Proposals that raise issues of disturbance or are considered to be a noise sensitive development should be supported by a Noise Impact assessment prepared by a suitably qualified acoustician. Further guidance is provided in PPS 23. This should include assessment of noise generated by community spaces and use of sports areas after normal school hours.
184. **Sound insulation requirements** - Advice should be sought from Public Protection (020 7527 5000) for requirements for sound insulation.
185. **Ventilation/Extraction Details**
186. **Refuse disposal and collection details** must be submitted with any planning application. Waste collection arrangements should accord with Building Regulation H6. The Council's Street Environment Service (telephone 020 7527 5000) should be consulted about refuse storage arrangements at any stage during design works. A document is available from Street Environment Services giving details of Council Requirements for storage and collection of refuse. Applicants should also consult the Council's Building Control Division on 020 7527 5999.
187. **Details of any lighting scheme including a light pollution assessment** where relevant, for example if the education unit and/or potential new sports facilities may be used outside of normal school hours and which are close to residential properties
188. **Structural survey** of the property if the proposal involves substantial demolition.
189. **Demolition and Construction Management Plans** are required with any planning application in order to mitigate impacts on nearby residents and the surrounding street networks. This should be specific to the site and should address matters including the construction traffic management plan, community liaison strategy, and the Council's Code of Construction Practice. Refer to paragraphs 146-149 for further information.
190. **Pollution:** The developer is expected to ensure that redevelopment does not pose any threat to the health of any Borough residents or workers and to investigate the existing buildings to identify any possible threats before work starts. The site at 59 Lough Road was previously used as a vehicle repairs premises therefore investigation of site contamination may be required with any planning application including or adjacent to this site. Advice on these issues is obtainable from the Health & Safety Executive
191. **Air Quality Assessment report** - the Council's Public Protection (Pollution Team) can be contacted for guidance on the requirement for an air quality assessment.

## 10 Contacts

192. If you wish to obtain further copies of this note, or copies of the UDP, the Supplementary Planning Guidance documents, or any other Planning Service publications, you should contact: Janet Sheehan, 020 7527 2229 or by writing to: Development Management, PO 3333, 222 Upper Street, N1 1YA.

## Appendix 1

### Background to the Building Schools for the Future (BSF) Initiative

1. Paradise Park (Lough Road) Pupil Referral Unit offers a Behavioural Support Service that provides a wide range of educational arrangements for pupils outside of the mainstream classroom. The PRU provides for special educational needs particularly in the area of challenging behaviour and aims to overcome the barriers to learning and prevent exclusion.
2. It is one of four existing Pupil Referral Units within Islington, and is to be redeveloped within Islington's 'Schools for the Future' initiative, under the Government's Building Schools for the Future initiative (BSF).
3. BSF is a national initiative aimed at lifting educational attainment through a complete transformation of England's secondary schools. This 10-15 year programme will see new schools built, and/or existing schools upgraded to meet the needs of communities in the 21<sup>st</sup> century. Local Authorities working in partnership with the private sector and Government will undertake this investment in new and enhanced education facilities.
4. In June 2003 the Council's Executive agreed a vision and overall strategy for improving secondary education in Islington; 'Excellence For All –Promoting Diversity and Improvement in Islington Secondary Schools'. This document set out the educational case for Islington being included in the national BSF programme. In November 2004 the Council was informed by the Government that its application had been successful and it was approved as a 'wave 2' authority with indicative capital funding of over £100million provisionally earmarked for investment in Islington secondary schools through the BSF programme.
5. In May 2005 the Executive approved an ambitious education vision for secondary schools in Islington which has at its centre the needs of every child. This vision for secondary schools sits at the heart of the overarching Council's vision of "One Islington" as a place with thriving, active and cohesive communities, and builds on previous education vision and strategy statements. The Vision states that BSF presents significant opportunities for Islington to design and build schools or, more aptly learning environments, that will deliver integrated services focused on the needs of children and parents and which will promote the health and well-being of all its community of users.
6. It is proposed over a five-year period commencing in 2008 that every secondary school will be substantially refurbished and some will be completely rebuilt. Over the past two years and over the coming months the Council, CEA@Islington, and secondary schools will be working together on plans that will transform school buildings.
7. At the meeting of the Executive Committee on 8 September 2005, the Council approved the Strategic Business Case (SBC) for Islington's Schools for the Future initiative. The purpose of the SBC was to appraise the strategic vision for secondary education and link it to the strategic asset planning for the area, having regard to assessments of current educational attainment records, the condition of the existing building stock, and potential community use on the site. The SBC produced ranked strategic options that considered an overview of the existing estate and how this could be transformed to meet the future vision for education provision. Three phases of implementation of the programme were identified as part of the SBC process, as set out below.

8. The phasing is set out below:

First Phase Schools – January 2008 commencement of construction following approval of Detailed Planning Applications in October and November 2007

- Highbury Grove School and the co-location of the secondary department of Samuel Rhodes School (Special Education Needs (SEN))
- Holloway School
- St Aloysius College

Second Phase Schools – Detailed Planning Application have not been submitted for these sites at present. Potential submission Summer 2009.

- Central Foundation Boys School
- Elizabeth Garrett Anderson Language College
- Islington Arts and Media School
- New Pupil Referral Unit

Third Phase Schools – Detailed Planning applications have not been submitted for these sites at present. Potential submission late 2010.

- Mount Carmel Technology School for Girls
- Highbury Fields School

The SBC and Education Vision are available on the council's website at [www.islington.gov.uk](http://www.islington.gov.uk)

9. The redevelopment of the Paradise Park Pupil Referral Unit (PRU) Lough Road falls within Phase 2 of Islington's 'School's for the Future' initiative; and for BSF purposes is assumed to be a 100% complete new build on the site; along with Elizabeth Garret Anderson Language College, Islington Arts and Media School and Central Foundation Boys School.
10. Following a full procurement exercise conducted in accordance with EU Guidance a consortium has been selected by the Council to redevelop the PRU as part of the BSF initiative. This is 'Transform Schools', who were recommended as Preferred Partner at the Council Executive meeting in May 2007. Accordingly, it is proposed that in due course Transform Schools would submit a planning application for the site's redevelopment. This planning guidance would set out the planning issues that would guide the proposed redevelopment and would be a material consideration in assessing any future planning application

## Appendix 2 - Site Location Plan

