

Planning and Borough Development

Kensington Town Hall, Hornton Street, LONDON, W8 7NX

Executive Director Planning and Borough Development

Graham Stallwood



THE ROYAL BOROUGH OF
KENSINGTON
AND CHELSEA

Mr Lambshead
JLL
30 Warwick Street

London
London

My Ref PRE/AR/18 /03325/LEV 3

Please ask for: **Mr. R. McBride, Senior Planning Officer**

Date: 02/08/2018

TOWN AND COUNTRY PLANNING ACT 1990

Dear Mr Lambshead

Address: 19 Mallord Street, LONDON, SW3 6AP

Proposal: Proposed secondary school (d1 use) for children age 11-18

floorspace: 2,700m²

Attached is my Level 3 advice on your proposal. The levels of advice we provide are explained on our website at: <http://www.rbkc.gov.uk/advice>

If you would like further advice to develop your proposal, you can request follow up pre application advice as detailed on our website.

Yours sincerely

Richard McBride

Richard McBride
Senior Planning Officer - Strategic Sites

Email: Planning@rbkc.gov.uk
Web: www.rbkc.gov.uk/planning



THE ROYAL BOROUGH OF
KENSINGTON
AND CHELSEA

19 Mallord Street, LONDON, SW3 6AP
Advice report for Proposed secondary school (d1 use) for children age
11-18
floorspace: 2,700m²

Our reference: /AR/18/03325
Date: 26/07/2018

1.0 Summary

1.1 In summary and following our meeting on the 18th July 2017 I advise:

- i. In principle the change of use from sui generis to Class D1 (school) is supported under the Council's Policy for social and community uses.
- ii. The internal layout of the proposed school needs to be re-looked at in terms of the facilities provided e.g toilets etc, the corridors and single staircase core.
- iii. The proposed outdoor space is insufficient and this needs to be revisited and redesigned.
- iv. The highway implications of school pick ups and drop offs, deliveries and service vehicles and movement of people on Mallord Street needs to be thoroughly investigated to ensure disruption to the highway is minimised as much as possible.
- v. Sufficient cycle storage facilities for pupils and staff need to be provided.

1.2 For these reasons I would not support the proposal if an application were made at this current time. Whilst the advice is given in good faith, it is based on the information provided and the assessment of the proposals has not been subject to public consultation. It does not bind the Council to a particular decision and is made without prejudice to any formal determination which may be given in the event of an application being submitted.

1.3 The advice in this report is provided at Level 3 as described in our customer guide, which can be viewed at: www.rbkc.gov.uk/advice. Should you require further advice I would welcome the opportunity to be of further assistance. The guide also explains how we can provide this to you. If you refer to our advice in public consultation events or marketing please ensure that you accurately reflect the full extent of the advice provided.

1.4 Should you decide to make an application following this advice then the easiest way to do so is electronically by registering on the Planning Portal at: <https://www.planningportal.co.uk/applications>

- 1.5 Any application will need to be accompanied by appropriate information before it will be registered and considered. If any information requirements are missing, we cannot consider your application until it is provided. Section 6 summarises the information necessary to register an application for this proposal and if you are in any doubt please view the requirements on our website at www.rbkc.gov.uk/checklist before you submit the application.
- 1.6 Once an application is registered, should substantial amendments be required in order to address concerns, these will not generally be accepted as part of the application but you will be offered the opportunity to withdraw the application and resubmit it in an amended form.

2.0 Relevant planning history

No relevant planning history.

3.0 Main relevant strategies and policies

The Development Plan

- 3.1 The main planning considerations applying to the site and the associated policies are:

	Consolidated Plan	Local Plan	London Plan
Conservation Area	CL3, CL11		
General townscape	CL1, CL2, CV15	CP15,	7.4, 6.11, 6.12, 6.13
Living conditions	CL5		
Social and Community Uses	CK1		3.18, 3.19
Environmental	CE7, CE6		

These documents can be found at:

- Consolidated Local Plan and Saved UDP:
<https://www.rbkc.gov.uk/planning-and-building-control/planning-policy/local-plan/local-plan>
- London Plan:
<http://www.london.gov.uk/priorities/planning/london-plan>

Supplementary Planning Documents and Guidance

- 3.2 Supplementary planning documents (SPDs) adopted by the Council relevant to the proposal are:
- Transport and Streets
 - Noise
 - Trees and Development
 - Planning Obligations

More information on these documents can be found at:
<http://www.rbkc.gov.uk/planningandconservation/planningpolicy/supplementaryplanning.aspx>

Other Local Strategies or Publications

3.3 Other local strategies or publications relevant to the proposal are:

•	Chelsea and Carlyle Conservation Area Appraisal - view at: https://www.rbkc.gov.uk/planning-and-building-control/heritage-and-conservation/conservation-area-appraisals
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4.0 Site Location:

4.1 The site comprises a 4 storey building to the southern side of Mallord Street. There is a small section of the basement level rising above ground level to the rear of the building. The building falls within a sui generis use class and was previously used as a telephone exchange. There is external space to the rear of the building, previously used as a service yard, with an external ramp that leads down to basement level. A service access, is located at the western end of the building and the main pedestrian entrance to the building directly fronts Mallord Street at the eastern end of the site.

4.2 The site is within the Chelsea Park/Carlyle Conservation Area. The exact age of the building is currently unknown but the Conservation Area Appraisal identifies it was constructed between 1910-1919 although historic mapping shows the building had been built by 1915. No.28 Mallord Street, opposite the proposal site is Grade II listed with several properties are also listed along Mallord Street's eastern end. These notably being Nos. 6, 8 and 9-15 Mallord Street and Mallord House.

4.3 The surrounding area is predominantly residential and surrounding properties are either apartments or houses. To the rear (south) of the site is King's Road which comprises retail and café uses on the ground floor with residential uses above which back onto proposed site.

5.0 Explanation

5.1 The key issues are:

The principle of the change of use:

5.2 The current use of the site is as a telephone exchange, which falls under a *sui generis* use. Under the Councils Policies in the Local Plan, there is no protection for such a use.

5.3 The proposed use of the site is for an independent secondary school (D1 use) falls under the definition of a social and community use under Policy CK1 which supports the provision of new social and community facilities. Policy CK1(b) permits new social and community uses which predominantly serve, or which provide significant benefits to borough residents. Officers advice that the applicant should submit evidence in the Planning Statement to state how the proposed independent school will serve or provide significant benefits to borough residents.

5.4 The Council's Infrastructure Delivery Plan identifies school population projections for

the borough. The latest figures suggest that the secondary school population will increase faster than previously forecast. The proportion of Borough resident pupils attending independent schools has remained over 55% during the past five years.

- 5.5 Therefore, overall Officers have no objection to the proposed change of use in principle, subject to the development according with other Local Plan Policies.
- 5.6 The applicant is seeking a personal permission for the scheme which is attached specifically to the applicant using the site as a secondary school. Should the applicant vacate the premise then the buildings use would revert back to sui generis. We advise that the applicant needs to provide more detail to the Council to why this is needed/necessary. We expect that should permission be granted the use will be controlled as a Class D1 school use give the broad variety of uses that falls within Class D1.

Design of the internal layout of the proposed school:

- 5.7 The design and appearance of the external appearance of the building will largely remain unchanged with the applicant seeking to install new windows. This in principle would be acceptable, however, window details would be required to be submitted and assessed by Officers. The other potential external change would be the external staircase sited at the rear of the property. In the pre application meeting on the 18th July 2018, this was discussed as a potential of introducing a new core to the building to improve circulation. Whilst this is welcome, Officers would require further details in terms of design and appearance of the external stair case, before forming a view on its acceptability.
- 5.8 The maximum number of pupils expected to attend the school, in terms of circulation and facilities available is a concern for Officers. Currently, there is only one stair core and the corridors appear quite narrow in places. We raise concerns in terms of how movement throughout the school will occur when pupils are entering and exiting rooms during change of classes. In addition, there appears to be only one male, one male, and one disabled toilet per floor. The amount of available floorspace appears to be significantly below the standards for a school roll of this size, as set out in the DEFS guidelines for mainstream school (BB 103, June 2014). Whilst we appreciate that the internal layout will be subject to change, it is important that these items are considered given the high number of pupils expected to attend the school.
- 5.9 Officers would require that the applicant provides justification to how a full curriculum can be provided given the size of the school proposed. It is likely that a number of activities will require off-site or shared site provision which may impact upon the functionality and eventual suitability of the host building itself. For example, the main entrance, foyer entrance, cores and corridors may become too congested to properly operate.
- 5.10 It is unclear whether there is sufficient provision of non-classroom based activities (e.g., hard and soft play, catering, assembly/multi-use hall and administration). It is notable that the floorplan does include an SEN suite, although further detail would be needed to confirm whether this is sufficient given the size of the school. It is also important that the applicant verifies that there is sufficient provision of ancillary services (e.g., toilets, showers, changing rooms), for those with disabilities (pupils, staff and visitors) and emergency egress. Whilst these factors may fall under building

control regulations, they should be considered into the design early on. It may be that the building is more suited to 2FE and/ or years 7-11 (pupils aged 11-16 years) and that an alternative site is found for the proposed 6th form.

- 5.11 The design concept to adapt the service passageway as the pupil entrance to the school is supported. The western end of the building is sited closer to the street corner, with good access to King's Road for those arriving on foot; and has the ability to draw in pupils from the public footway into a 'controlled' zone, where staff can maintain security.
- 5.12 It is questioned whether both entranceways are used as main entrances, with the archway becoming a dedicated pupil entrance during school start/finish and off-street servicing area outside of these times; and the original entrance fronting Mallord Street dedicated for staff and visitors, including community access for any out-of-hours activities. We advise that the applicant should consider that visitors can access the school's administrative staff (including a discreet meeting room) without accessing the main school circulation.
- 5.13 The reception area overlooking the pupil entranceway is welcome as this would provide informal security, however, we advise that relocating the bin store and/or swap with the school office would improve oversight of the entranceway and street. The classrooms at ground floor provide animation at the street façade, however, we advise relocating the SEN suite given the sensitive function of these rooms.
- 5.14 Officers question whether there will be sufficient daylighting for the classrooms within the basement for the proposed art based activities. It is advisable that perhaps a having a larger hall way or through arrangement with dual aspect should be considered and relocating the art rooms to the third floor facing north for the best access to light. There are also no changing facilities or technical area/backstage within the basement level that would support the use of the dining hall as a flexible space.
- 5.15 Officers would require clarification whether the school is to be air-conditioned. There is likely to be concerns from neighbours in terms of noise and disturbance if the building is to rely upon openable windows for ventilation. If the building is to be air-conditioned, provision should be made for rooftop plant equipment and confirmation provided that service runs can be achieved without unduly impacting upon internal ceiling heights. Similarly, it may be that the ambient noise levels are unsuitable for naturally ventilated classrooms, given the close proximity to the trafficked King's Road and/or operation of any AC equipment for the neighbouring shops and offices.
- 5.16 It will be important to carefully design in any new services (plant room, risers, service ducts, security equipment) so as not to clutter the street elevations or detract from their balanced, symmetrical arrangement. Moreover, whilst the retention and refurbishment of the existing windows would be welcome, any replacement and/or upgrading to double-glazing should seek to maintain the multi-paned fenestration pattern. The opportunity to remove redundant equipment and/or reroute services in a more discreet fashion would be welcome, as would the removal of the current louvres and reinstatement of the original window openings.
- 5.17 We advise that the applicant investigates the current roof structure as it may not be able to support the proposed facilities and may require rebuilding or strengthening.

Should this be the case, we would require that the roof is rebuilt like-for-like to maintain the appearance of the main building, however, the opportunity to remove high level clutter such as handrails should be taken. The proposed perimeter planting to provide a green boundary treatment and limit the wider visual impact of the rooftop use is welcome, although we advise that the applicant carefully considers that no additional perimeter railings, barriers or equipment is needed as this might otherwise clutter the building's roof profile when viewed from the adjacent public realm, including oblique views along Mallord Street.

- 5.18 Officer are of the opinion that the new staircore on the roof will be visible from the street and may impact upon the roofscape and design of the main building. We request that townscape views are submitted to understand the potential impact the staircore may have in the wider area. It is suggested that the staircase could be relocated to the rear of the roof to minimise and visual intrusion in the street scene.
- 5.19 We recommend that the applicant reviews the governments guide to school design. Building Bulletin 98 (and 103): framework for secondary school design provides advice for developers for designing out secondary schools.

Outdoor play space:

- 5.20 The proposed school would have two areas of outdoor play space. These being the courtyard to the rear in the basement area of the building and on the roof.
- 5.21 Overall the lack of outdoor play space for a secondary school supporting ages 11-18 is concerning. The space proposed in the former service yard area is small and has high walls which are adjacent to the rear of the buildings along Kings Road. The outdoor space proposes to have outside seating which would be linked to the canteen area in the basement of the building. This space does not allow sufficient play space for young people and provides little opportunity for enjoyment during break times.
- 5.22 In addition, the proposed space on the roof presents itself again as an area for seating rather than for place space. The proposal would have planting and railings around the perimeter of the roof for safety and to reduce noise, however, similar to the outdoor space in the basement area it does not present the facilities to support outdoor play space for a secondary school.
- 5.23 If the above roof space option is pursued, consideration should be given to the impact on the appearance of the property and wider conservation area. The stair core, external store and pergola would introduce additional structures to the roof space. The application building is prominent in sightlines along Mallord Street and has a presence in further sightlines surrounding the application site, such as from Paultons Square.
- 5.24 We advise that the applicant considers using the top floor (3rd floor) of the building as a MUGA with the ability to have an open or closed roof space. This would provide sufficient indoor and outdoor amenity space to support the number of pupils proposed to attend the school.
- 5.25 The applicant has stated that outdoor facilities in relation to sport pitches and other activities will be provided off site. The details to where these facilities would be are unknown but the applicant has stated Battersea would be a potential location. We

would require where these outdoor facilities would be and the understand the agreement in place between whoever owns the spaces in Battersea. It is important that outdoor spaces for sports and other uses associated with classes are fully understood and integrated into the scheme.

- 5.26 We advise that whilst the buildings capacity maybe to support 420 peoples, the need to balance other factors such as outdoor space is important. Therefore, the maximum capacity of the school may need to be reduced in order to provide sufficient facilities.

Residential amenity implications:

- 5.27 Mallord Street is mainly a residential street therefore the applicant needs to undertake further investigation to minimise noise and disturbance. The proposed roof terrace will need to provide sufficient acoustic screening to reduce noise travelling. Equally the space at the rear needs to further consideration to how noise will be mitigated given that the rear of the properties along Kings Road has homes located on the first and second floors. Further investigation is needed to understand what these rooms serve and what measures will be taken to ensure that these residents are protected from noise and disturbance. The applicant should also take into account noise generated from pupils arriving and departing the premises and the sounds generated within the building from classes such as music which could also have a negative impact on the amenity of the neighbouring residents.
- 5.28 There are science labs, kitchen, music rooms all of which have to be serviced by different forms of plant which will need to be installed in the premises, which could result in sound and odours being emitted. The applicant needs to consider how these factors will be mitigated.
- 5.29 Officers advise that an Acoustic Consultant should be employed to consider these issues and provide a report outlining how these issues can be addressed. This would include a BS8233:2014 assessment of the means to comply with Classroom sound levels and the type and scale of the appropriate ventilation. The pre-application does not include the capacity of pupils and staff for the school and what hours it will operate and also whether the applicant intends to include evening classes. This information needs to be available so the Acoustic Consultant can make a full assessment of its overall impact.

Highway implication:

- 5.30 The site benefits from a very good level of connectivity, as indicated by a PTAL score of 5, with eleven bus routes accessible within a six-minute walk. The closest Underground stations are South Kensington and Gloucester Road, which are roughly a 15 and 16 minutes' walk away.
- 5.31 Mallord Street has parking bays along both sides, with the width between them of 3.2m being inadequate to allow two-way vehicle movements. Passing places are limited, meaning that any material increase in traffic flows could result in congestion and impact upon the efficient operation of the highway network. Any informal use of the limited passing places (i.e. sections of yellow lines) for dropping-off or picking-up related to the school, would exacerbate these issues further.
- 5.32 As it stands based on the original information submitted as part of the pre application

advice, in the absence of any evidence to the contrary, there are concerns over whether a school of the scale proposed would be able to operate from this site without giving rise to any unacceptable impact upon the highway.

5.33 Officers recognise there is currently a lack of Independent Secondary schools in Chelsea, however, this does mean that directly comparable sources of data to forecast trip generation and mode share for this site are limited. The applicant is advised that to support an application Officers will need to identify details of comparable sites though the use of existing data from them or commission new travel surveys, if none currently exists. It is critical that these sites are agreed with in advance.

5.34 The lack of on-site recreational facilities will require pupils to travel off-site for sports classes and other activities. It is unlikely that suitable facilities exist within a reasonable walking distance and therefore the regular use of minibuses or coaches is likely to be required. This issue will need to be explored in detail by the applicant and cannot be left to secure through condition.

Associated highway works:

5.35 The applicant should include details of any changes to the highway, which they consider necessary to accommodate the school. This should include details on any proposed physical or regulatory changes.

Bicycle parking:

5.36 In order to meet minimum London Plan standards, a school with 420 pupils and 60 members of staff, would need to provide 60 bicycle parking spaces. The bicycle store shown in the submitted drawings within the basement, falls far short of this, however, it is acknowledged that the late plans and drawings shown as part of the pre application meeting show that 60 bicycle spaces. It is advisable that staff and pupil bicycle spaces are in separate locations.

School Travel Plan:

5.37 Any planning application would need to be supported by a draft School Travel Plan. For any advice or guidance on this specifically, the applicant should contact Caroline.Dubarbier@rbkc.gov.uk who will be able to assist.

Other Material Considerations

Contamination:

5.38 Based on limited EQU records a Telephone Exchange is indicated on site based on the 1955 OS mapping. An Engineering Works is indicated approximately 15 metres away to the east of the site based on 1896 OS mapping. An Automobile Agent is indicated immediately to the west of the site, and a Carpet Cleaner is indicated to the immediate south of the site based on a 1935 and 1953 trade directory, respectively. A Cleaner, Dyer and Furrier are indicated to the immediate east of the site on King's Road. There are a number of other trades indicated in the vicinity of the site. Further information on onsite and surrounding uses is available in the Planning records including on microfiche.

- 5.39 Officers advise that as a minimum a detailed desk top study and preliminary risk assessment is submitted as part of the planning application. However, we advise that the applicant undertakes a draft desk top study and preliminary risk assessment prior to a submission to allow Officers to review through a further pre application.

CIL:

- 5.40 Were the development permitted and built the landowner may be liable to pay the Mayor of London's and the Borough's Community Infrastructure Levy (CIL) to contribute towards infrastructure. More information about CIL can be found at: www.rbkc.gov.uk/cil

Next Steps:

- 5.41 The applicant is advised that significant further amendments will be needed before the proposed scheme would be considered acceptable.
- 5.42 We advise that the comments in this letter are addressed and a further Pre Application is submitted where more detail in terms of highways constraints and design detailing can be discussed. In addition, Officers would like to arrange a site visit in advance of the next meeting.

6.0 Consultations I recommend you carry out

- 6.1 I encourage you to discuss your proposals with all neighbours with a boundary with your site, as we will advise them of any application, as well as any residents' association. You may be able to deal with any concerns they may have before making the application and therefore avoid objections being submitted by them. Information on residents' associations is available here: <https://www.rbkc.gov.uk/community-and-local-life/communityengagement/community-groups-and-campaigns/residents-associations-4>

7.0 Information to accompany your application

- 7.1 Should you wish to submit an application following this advice, the easiest way to apply is electronically by registering on the Planning Portal at: <https://www.planningportal.co.uk/applications> Any application will need to be accompanied by the following information before it will be registered and considered. If you submit your application on paper rather than electronically we will need two sets of all information.
- Application form listed below (available at <http://www.rbkc.gov.uk/forms>) with all sections completed, signed and dated:
 - Full planning permission application form
 - The correct fee. You can calculate your fee by using the Planning Portal: <https://1app.planningportal.co.uk/FeeCalculator/Standalone?region=1> Alternatively, please telephone PlanningLine for assistance on 020 7361 3012. If you would like to pay by credit or debit card tell us who to call to take payment. Please make all cheques payable to 'Royal Borough of Kensington and Chelsea' and write the site address clearly on the reverse.
 - Location Plan - based upon up-to-date map and ideally at scale of 1:1250,

with the site boundary identified in red, and a blue line drawn around any adjacent land owned by the applicant.

- Site Plan - clearly indicating north, at a scale of 1:200 or 1:500, showing footprints of all buildings existing on site in relation to site boundaries and neighbouring buildings.
- All relevant existing and proposed floorplans, elevations and sections to a scale of 1:50 or 1:100. All plans should include the paper size, scale and a scale bar.
- All relevant existing floorplans, elevations and sections to a scale of 1:50 or 1:100 indicating all parts of the building to be demolished. All plans should include the paper size, scale and a scale bar.
- Design and access statement
- Heritage statement
- Photographs of the site
- Acoustic report
- Planning statement
- Structural survey/Construction method statement
- Construction Traffic Management Plan
- Noise, vibration and dust mitigation measures
- BRE Sunlight & Daylight Assessment
- Completed CIL Form
- Completed CIL Calculator
- Completed S106 obligations calculator
- Draft heads of terms
- Tree report/survey
- Flood Risk Assessment
- Evidence as to how you comply with Policy CE2(e) which requires sustainable urban drainage (SUDS), or other measures, to reduce both the volume and speed of water run-off to the drainage system. You are encouraged to use the Council's SUDS tool at: <http://www.rbkc.gov.uk/planningandbuildingcontrol/planningpolicy/flooding/policyce2flooding.aspx>
- Delivery and Service Management Plan
- Travel Plan

7.2 If any of these requirements are missing, we cannot consider your application until it is provided. If you are in any doubt please take time to view the requirements at our website at:

<https://www.rbkc.gov.uk/planning-and-building-control/planning-applications/guidance-and-advice/how-make-application/how> before you submit the application.