



# REGULATORY SERVICES COMMITTEE

19 February 2015

# REPORT

**Subject Heading:**

P1559.14 – Parsonage Farm School, Farm Road – Single storey stand alone building consisting of 7 No Classrooms, 1 No multi-purpose room, toilet block and circulation space, new hardstanding to the playground and relocate the existing garage (received 11/11/14).

**Report Author and contact details:**

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**Ward**

Rainham & Wennington

**Policy context:**

Local Development Framework  
The London Plan  
National Planning Policy Framework

**Financial summary:**

None

**The subject matter of this report deals with the following Council Objectives**

Ensuring a clean, safe and green borough	[ ]
Championing education and learning for all	[x]
Providing economic, social and cultural activity in thriving towns and villages	[x]
Valuing and enhancing the lives of our residents	[x]
Delivering high customer satisfaction and a stable council tax	[ ]

## SUMMARY

This matter is brought before committee as the application site is Council owned. The application seeks planning permission for a single storey stand alone building consisting of 7 No Classrooms, 1 No multi-purpose room, toilet block and circulation space, new hardstanding to the playground and relocate the existing garage. Staff consider the application to be acceptable and recommend approval subject to conditions.

## RECOMMENDATIONS

It is recommended that planning permission be granted subject to the following conditions:

1. Time Limit – The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Matching materials - All new external finishes shall be carried out in materials to match those of the existing building(s) to the satisfaction of the Local Planning Authority.

Reason: To safeguard the appearance of the premises and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

3. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans as listed on page 1 of this decision notice approved by the Local Planning Authority.

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

4. Land Contamination – Prior to the commencement of any works pursuant to this permission the developer shall submit for the written approval of the Local Planning Authority;

a) A Phase I (Desktop Study) Report documenting the history of the site, its surrounding area and the likelihood of contaminant/s, their type and extent incorporating a Site Conceptual Model.

b) A Phase II (Site Investigation) Report if the Phase I Report confirms the possibility of a significant risk to any sensitive receptors. This is an intrusive site investigation including factors such as chemical testing, quantitative risk assessment and a description of the sites ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

c) A Phase III (Remediation Strategy) Report if the Phase II Report confirms the presence of a significant pollutant linkage requiring remediation. A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to all receptors must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works, site management procedures and procedure for dealing with previously unidentified any contamination. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

d) Following completion of measures identified in the approved remediation scheme mentioned in 1(c) above, a "Verification Report" that demonstrates the effectiveness of the remediation carried out, any requirement for longer-term monitoring of contaminant linkages, maintenance and arrangements for contingency action, must be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason: To protect those engaged in construction and occupation of the development from potential contamination and in order that the development accords with Development Control Policies Development Plan Document Policy DC53.

5. Land contamination - a) If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this unsuspected contamination shall be dealt with has been submitted to and approved in writing by the local planning authority. The remediation strategy shall be implemented as approved.

b) Following completion of the remediation works as mentioned in (a) above, a 'Verification Report' must be submitted demonstrating that the works have been carried out satisfactorily and remediation targets have been achieved.

Reason: To ensure that any previously unidentified contamination found at the site is investigated and satisfactorily addressed in order to protect those

engaged in construction and occupation of the development from potential contamination.

6. Pedestrian entrance - Prior to first occupation of the single storey building hereby permitted, a pedestrian entrance shall be provided to Parsonage Farm School from Allen Road in accordance with details to be previously submitted to and approved by the Local Planning Authority and thereafter retained. The pedestrian entrance shall be available for both morning and afternoon travel and that an Access Management Plan shall be submitted to and approved by the Local Planning Authority to demonstrate how pedestrian access to the site will be managed.

Reason: To ensure the interests of highway safety and amenity and to accord with Policy DC32. To ensure the interests of pedestrians and address desire lines and to accord with Policy DC34. To reduce the impact of parent parking in the streets surrounding the site and to accord with Policy DC33.

7. Review of parking restrictions - Within 18 months of the development being bought into use a review of parking restrictions around the school entrance shall be carried out and submitted to and approved by the Local Planning Authority. The review shall be aimed at reducing the impact of parent parking near the school entrance and to ensure that pedestrian desire lines across junctions are not unduly impeded.

Reason: To ensure the interests of highway safety and amenity and to accord with Policy DC32. To ensure the interests of pedestrians and address desire lines and to accord with Policy DC34. To manage the impact of parent parking in the streets surrounding the site and to accord with Policy DC33.

8. School Travel Plan – Prior to the occupation of the development hereby permitted, a School Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The School Travel Plan shall consider measures to reduce vehicular trips and proposals for monitoring and reporting progress to the Local Planning Authority and include a timetable for its implementation and review. The approved Travel Plan as revised shall remain in force permanently and implemented in accordance with the agreed details.

Reason: To help bring about a reduction in private car journeys, to minimise the potential for increased on street parking in the area, to mitigate the impact of increased private car journeys at peak times and to accord with Policy DC32.

9. Road safety review – Within 18 months of the development being bought into use a road safety review of the junction of A1306 New Road/ Upminster North/ Upminster South junction, Upminster Road North and the residential streets around the school shall be carried out and submitted to and approved by the Local Planning Authority. The review shall particularly examine pedestrian safety and accessibility issues.

Reason: To ensure the interests of highway safety and amenity and to accord with Policy DC32. To ensure the interests of pedestrians and address desire lines and to accord with Policy DC34.

10. Capacity review - Within 18 months of the development being brought into use a capacity review of the junction of A1306 New Road/ Upminster North/ Upminster South junction, Upminster Road North and the residential streets around the school shall be carried out and submitted to and approved by the Local Planning Authority.

Reason: To ensure the interests of highway safety, capacity and amenity and to accord with Policy DC32.

11. Vehicle Cleansing – Before the development hereby permitted is first commenced, vehicle cleansing facilities to prevent mud being deposited onto the public highway during construction works shall be provided on site in accordance with details to be first submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be retained thereafter and used at relevant entrances to the site throughout the duration of construction works. If mud or other debris originating from the site is deposited in the public highway, all on-site operations shall cease until it has been removed. The submission will provide;
  - a) A plan showing where vehicles will be parked within the site to be inspected for mud and debris and cleaned if required. The plan should show where construction traffic will access and exit the site from the public highway.
  - b) A description of how the parking area will be surfaced, drained and cleaned to prevent mud, debris and muddy water being tracked onto the public highway;
  - c) A description of how vehicles will be checked before leaving the site – this applies to the vehicle wheels, the underside of vehicles, mud flaps and wheel arches.
  - d) A description of how vehicles will be cleaned.
  - e) A description of how dirty/ muddy water be dealt with after being washing off the vehicles.
  - f) A description of any contingency plan to be used in the event of a break-down of the wheel washing arrangements.

Reason: In order to prevent materials from the site being deposited on the adjoining public highway, in the interests of highway safety and the amenity of the surrounding area, and in order that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC32.

11. Hours of construction - All building operations in connection with the construction of external walls, roof, and foundations; site excavation or other external site works; works involving the use of plant or machinery; the erection of scaffolding; the delivery of materials; the removal of materials and spoil from the site, and the playing of amplified music shall only take place between the hours of 8.00am and 6.00pm Monday to Friday, and between

8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays/Public Holidays.

Reason: To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

## INFORMATIVE

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: Improvements required to make the proposal acceptable were negotiated and submitted, in accordance with para 186-187 of the National Planning Policy Framework 2012.

<b>REPORT DETAIL</b>
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1. **Site Description:**

- 1.1 The application site is Parsonage Farm Primary School which is located on the southern side of Farm Road. There are playing fields to rear of the school building, which separates it from surrounding residential properties. The application site is located within a predominantly residential area and is joined on four sides by residential properties with associated rear gardens.

2. **Description of development:**

- 2.1 The application seeks permission for a single storey stand alone building consisting of 7 No Classrooms, 1 No multi-purpose room, toilet block and circulation space, new hardstanding to the playground and relocate the existing garage. The building would have a maximum width of 63.3 metres, a minimum and maximum depth of 10 and 14.5 metres and a height of between 2.9 and 5.2 metres. The proposed materials are render, brickwork, grey metal profiled roof and powder coated aluminium windows and doors. The existing canopy alongside the existing link building will be extended with a height of approximately 3.1 metres. The design, structure and colour of the canopy roof will match the existing canopy.
- 2.2 The proposal involves utilising part of an existing playing field adjacent to Allen Road to construct a new hardstanding playground with a tarmac surface. The playground will be laid with a slight fall into a drain channel, which will discharge into the existing south west drainage system.
- 2.3 The proposal involves relocating the existing garage adjacent to the southern boundary of the site and relocating it approximately 2.5 metres to the east of the site with a new concrete base.
- 2.4 Parsonage Farm Primary School currently operates as a 3 form entry school, providing educational requirements for approximately 630 children aged from

5 to 11 years old from the surrounding local areas. In recent years, there has been an increase in the birth rate in the south east of the country, resulting in pressure on the current educational premises and an urgent need for additional school places across the borough to fulfil the authorities' legal responsibilities. A desktop analysis revealed that the schools existing accommodation is in excess of the requirements of a three form of entry school and this same analysis identified Parsonage Farm Primary School as a suitable site for expansion to provide the required additional school places within this area of the borough. The proposals seek to provide seven new classrooms and expand the school to 4 form entry and raising the school intake from 630 to 840 places.

### 3. **Relevant History:**

3.1 P1312.14 – Pair of 1800mm high palisade fencing gates into existing opening and new crossover to highway – Approved.

Q0085.14 – Discharge of conditions 4, 6 and 7 of P0919.13- Discharged in part.

P0097.14 – Hard surfacing including pavement lighting and 2 No. open porch entrances – Approved.

P0919.13 – Single storey extension, new car park, relocation of a garage and associated landscaping – Approved.

P0079.13 – Single storey extension – Approved.

P1272.05 –Single storey extension to existing School, incorporating a classroom, staffroom, library and toilets with link under cover/walkway– Approved.

### 4. **Consultations/Representations:**

3.1 The occupiers of 220 neighbouring properties were notified of this proposal. 39 letters of objection were received with detailed comments that have been summarised as follows:

- Traffic.
- Highway and pedestrian safety.
- Parking.
- Access.
- The size of the existing school is big enough.
- The closure of other schools in the borough should have been re-thought, instead of selling off the schools to build more houses, which require more school places.
- Other sites should be considered to create more school places.
- Object to the expansion of the school.
- The existing school is overcrowded including the canteen and assembly hall and impact on existing resources/facilities.
- There are no safety measures to assist children to cross the road near the school.

- The proposal would disrupt the education of existing pupils.
- Capacity of local roads.
- Inadequate public transport.
- Social development of children attending a school of this size.
- It is alleged that this application has already been determined.
- Noise, traffic, congestion and disruption during construction works.
- Comments regarding the gates and crossover for application P1312.14.
- Visual impact.
- Impact on property value.
- Pollution.
- Comments regarding a new one way system.
- Noise.
- Lack of consultation for properties in Morgan Way.
- There is no increase of on site parking.
- Loss of community spirit.
- It is alleged that the additional school places are required for pupils from other areas (not living locally).
- Siting and proximity of the new classrooms including inter/overlooking.
- It is alleged that there are plans to put a school bus stop at the top of Allen road to transport non local children to school.

3.2 In response to the above, each planning application is determined on its individual planning merits. Comments regarding property value and noise, congestion and disruption during construction works are not material planning considerations. The Highway Authority has advised that there are no current plans to introduce a new one way system. This application has not been determined and will be assessed by Members of the Regulatory Services Committee. Neighbouring properties in Morgan Way were consulted. The Highway Authority has advised that there is a pair of existing bus stops at the top of Allen Road, which are served by the 652 bus route. The remaining issues will be addressed in the following sections of this report.

4.3 Environmental Health – Recommend two conditions regarding contamination if minded to grant planning permission.

4.4 Fire Brigade – No objection.

4.5 English Heritage – In view of the limited ground works involved in the scheme, there is no need for archaeological intervention through the planning system in this case.

4.6 The Highway Authority has no objection to the proposal subject to the provision of some conditions.

## 5. **Relevant policies:**

5.1 Policies CP17 (Design), DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car parking), DC34 (Walking), DC35 (Cycling), DC53 (Contaminated land) and DC61 (Urban Design) of the Local Development Framework Core Strategy and Development Control Policies Development



Plan Documents are material planning considerations. In addition, Policies 3.18 (Educational facilities), 6.13 (Parking) and 7.4 (Local character) of the London Plan and Chapters 7 (Requiring good design) and 8 (Promoting healthy communities) of the National Planning Policy Framework are relevant.

## **6. Staff Comments**

6.1 This proposal is put before the Committee owing to the land being Council owned. The issues arising in respect of this application will be addressed under the headings principle of development, impact on the streetscene, amenity issues and parking and highways implications.

### **6.2 Principle of Development**

6.2.1 The proposal is for a single storey building consisting of 7 No classrooms, one multi-purpose room, toilet block and circulation space, new hardstanding to the playground and relocate the existing garage. The proposal is acceptable in principle and complies with LDF Policy DC29.

### **6.3 Design and Visual Impact**

6.3.1 It is considered that the single storey building would not be harmful to the streetscene, as it would be located to the rear of the school and within the school grounds. It is considered that the single storey building has been designed in sympathy with the existing school buildings. The western flank of the building would be set in approximately 50 metres from Allen Road, which would help mitigate its impact in the wider streetscene. Staff consider that relocating the garage would not adversely affect the streetscene, as it would be set back approximately 39 metres from Allen Road. It is considered that the new hardstanding to the playground would not be harmful to the streetscene, as it would be partly screened by the trees on the western boundary of the site and a 2m high fence.

### **6.4 Impact on amenity**

6.4.1 It is considered that the building would not be harmful to residential amenity, as it is single storey and its western flank would be set in approximately 50 metres from Allen Road. The roof of the building slopes away from the southern boundary of the site, which minimises its bulk and the impact on neighbouring properties. Also, there would be a separation distance of between approximately 24 and 29 metres between the rear façade of the building and the rear façade of No.'s 1-8 Morgan Way, which would help to mitigate its impact. It is considered that relocating the existing garage would not result in an additional harm to neighbouring amenity over and above existing conditions. There is a 2m high fence as well as trees and shrubs adjacent to the southern boundary of the site and No.'s 1-8 Morgan Way, which would provide some screening. It is recognised that an additional two hundred and ten pupils would increase noise and disturbance, although this would be balanced against pupils utilising the whole of the school site. Given the existing use of the site as a school it is not considered the increase in

pupil numbers would result in a material change in the character or use of the site sufficient to justify refusal on grounds of noise and disturbance.

6.4.2 It is considered that the new hardstanding to the playground would not result in a significant loss of amenity to neighbouring properties in terms of noise and disturbance, as this parcel of land is currently used as an existing playing field. Staff consider that the tarmac playground would not appear visually intrusive, as it would be partly screened by the trees on the western boundary of the site and a 2m high fence.

## 6.5 Highway/parking issues

6.5.1 In terms of this proposal, the school presently has 630 full time education pupils and 35 staff (of which a proportion has part-time hours). The proposals seek to provide seven new classrooms and expand the school to 4 form entry. Therefore, there would be 210 additional pupils and 15 additional staff. There are 41 car parking spaces on the site.

6.5.2 Discussions have taken place between the applicant and the Highway Authority in terms of providing mitigation measures that will be secured by condition and are summarised as follows:

- The provision of a pedestrian entrance to the school from Allen Road.
- A review of the parking restrictions around the school entrance.
- The provision of a School Travel Plan with measures to reduce vehicular trips.
- A road safety review of the junction of A1306 New Road/Upminster North/Upminster South junction, Upminster Road North and the residential streets surrounding the school.
- A capacity review of the junction of A1306 New Road/ Upminster North/ Upminster South junction, Upminster Road North and the residential streets around the school.

The above measures are aimed at improving pedestrian access to the school.

6.5.3 Annex 5 of the Development Plan Document sets a maximum staff car parking standard of 1 space per member of teaching staff. The proposal maintains the existing 41 car parking spaces and the Highway Authority considers the staff parking element to be acceptable. A Transport Assessment has been submitted, which suggests that the development will attract 65 additional pupils travelling by car and 124 by foot. The Highway Authority agrees that the Allen Road pedestrian entrance would assist in spreading parent parking and alleviating parking stress in Farm Road. A condition is suggested in order to ensure such pedestrian access is secured.

6.5.4 Parking and road safety impacts have been identified and require mitigation. A number of mitigation measures have been suggested by Highways, as set out in paragraph 6.5.2 above. This includes physical measures, such as reinstating pedestrian access on Allen Road to reduce parking stress and potential for conflict between pedestrians and vehicles at the Farm Road access. Staff are satisfied that the measures proposed, which can be

secured by planning condition, would be sufficient to mitigate against any adverse highways issues likely to arise from the development and that the proposal would be acceptable in this respect.

## **7. Conclusion**

- 7.1 Staff are of the view that the single storey building consisting of 7 No Classrooms, 1 No multi-purpose room, toilet block and circulation space, new hardstanding to the playground and relocate the existing garage are acceptable, would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. It is considered that the proposal would not create any highway or parking issues. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be granted subject to conditions.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

None.

### **Legal implications and risks:**

This application is considered on its own merits and independently from the Council's interest as owner of the site.

### **Human Resources implications and risks:**

None.

### **Equalities implications and risks:**

The Council's planning policies are implemented with regard to Equalities and Diversity.

## **BACKGROUND PAPERS**

Application forms and plans received 11/11/2014.