



REGULATORY SERVICES COMMITTEE

18 February 2016

REPORT

Subject Heading:

Ward

P1274.15 – Block 8, Former Oldchurch Hospital, Union Road, Romford - Application for full planning permission for the demolition of the existing former residential institution building (Use Class C2) and erection of a non-residential institution (Use Class D1) for use as a 630 place primary school for pupils aged 4-11 years, incorporating building and erection of a four storey academic building including sports hall, outdoor play space, car/cycle parking areas and landscaping. (Revised site plan received 29/1/16)

Report Author and contact details:

Brooklands
Martin Knowles
Planning Control Team Leader
martin.knowles@havering.gov.uk
01708 432802

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

Havering will be clean and its environment will be cared for	[X]
People will be safe, in their homes and in the community	[X]
Residents will be proud to live in Havering	[X]

SUMMARY

The proposal is for the demolition of the existing building and the construction of a new primary school for 630 pupils aged 4-11. The existing building is the original Nurses and Doctors accommodation for the former Oldchurch Hospital and is identified as a Locally Listed Building and is therefore a heritage asset.

The report considers the principle of the proposed demolition including the heritage impact and educational need. Other key issues arising are the impact of the development in terms of design and layout, highways matters including parking, the impact upon residential amenity and environmental implications.

This application was previously considered by Committee on 17 December 2015 where it was deferred to enable staff to seek amendments to increase the amount of on-site parking for staff, to introduce a drop off facility on Union Road and to clarify the arrangements for sports for future pupils. The report is now brought back to Members, updated to reflect the outcome of these negotiations with the applicant.

Staff consider the proposal to be acceptable, subject to no contrary direction from the Mayor for London, the completion of a Section 106 legal agreement and conditions.

RECOMMENDATIONS

That the proposal is unacceptable as it stands but would be acceptable subject to

A: No direction to the contrary from the Mayor for London (under the Town and Country Planning (Mayor of London) Order 2008); and

B: The Head of Regulatory Services being authorised to negotiate and agree a planning obligation under S106 of the Town and Country Planning Act 1990 (as amended), to secure the following:

- To adopt, implement measures within and keep under review a School Travel Plan for the lifetime of the development.
- Each year during Spring Term for a period of six years following first occupation of the development, the owner/operator to appoint a transport consultant (to be approved by the Council) to undertake an independent survey to assess the degree to which parents arrive at the site at the start and end of the school day by car and park/stop on Union Road or other nearby adjacent roads and if necessary to recommend actions to prevent parents driving to the site.
- The owner/occupier to submit, before the end of the spring term, a copy of the consultants report and recommendations and their response including measures to be implemented. The owner/occupier to use best endeavours to implement the reasonable recommendations of the transport consultant during the summer term following the completion of the report.
- If the year 5 spring term survey report still identifies parking by parents, the owner/occupier to submit to the Council for approval a revised Travel Plan including specific measures and targets to reduce driving to the site and the measures included to be implemented.
- The Developer/Owner shall pay the Council's reasonable legal costs in association with the preparation of the legal agreement, prior to the completion of the agreement, irrespective of whether the legal agreement is completed.
- The Developer/Owner shall pay the appropriate planning obligations monitoring fee prior to completion of the agreement.

The planning obligations recommended in this report have been subject to the statutory tests set out in Regulation 122 of the Community Infrastructure Levy Regulations 2010 and the obligations are considered to have satisfied the following criteria:-

- (a) Necessary to make the development acceptable in planning terms;
- (b) Directly related to the development; and
- (c) Fairly and reasonably related in scale and kind to the development.

Mayoral CIL

That the Committee notes that as a planning application for a new school the development proposed would not be liable for the Mayor's Community Infrastructure Levy (CIL).

Subject to recommendations A) and B) above 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. *Accordance with plans:* The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans listed on page 1 of this decision notice.

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 Development Control Policies Development Plan Document Policy DC61.

3. *Landscaping:* No works shall take place in relation to any of the development hereby approved until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall be based on the details included in the approved plans and submitted design and access statement. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

Reason:- Insufficient information has been supplied with the application to judge the appropriateness of the hard and soft landscaping proposed. Submission of a scheme prior to commencement will ensure that the development accords with the Development Control Policies Development Plan Document Policy DC61. It will also ensure accordance with Section 197 of the Town and Country Planning Act 1990.

4. *Materials:* No works shall take place in relation to any of the development hereby approved until samples of all materials to be used in the external construction of the building(s), to be in general compliance with the details included in drawing number 10012-04-P110 are submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of the materials to be used. Submission of samples prior to commencement will ensure that the appearance of the proposed development will harmonise with the character of the surrounding

area and comply with Policy DC61 of the Development Control Policies Development Plan Document.

5. *Community Use of Facilities:* The development hereby approved shall not be occupied until full details of the community use of the school facilities has been submitted to and approved in writing by the Local Planning Authority. The Scheme shall include access policy, hours of use, access by non-school users/non-members, management responsibilities and include a mechanism for review. The approved Scheme shall be implemented upon provision of the pitches in accordance with this approval.

Reason: In order to ensure that the facility provides benefit to the wider community.

6. *Cycle Provision:* The development hereby approved shall not be occupied until a minimum of 84 cycle parking spaces are provided in accordance with details previously submitted to and approved in writing by the Local Planning Authority. Such cycle parking shall thereafter be retained.

Reason: To ensure the development takes account on the needs of cyclists, in accordance with Policy DC33 of the LDF and Policy 6.9 of the London Plan.

7. *Parking:* No building shall be occupied or use commenced until the car/vehicle parking area shown on the approved plans has been provided, and thereafter, the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

Reason: To ensure that there are parking facilities to serve the development in the interests of highway safety.

8. *Layby Provision:* No building shall be occupied or use commenced until the vehicular layby/drop off facility shown on the approved plans has been provided.

Reason: To ensure that a facility is available for the safe dropping off and picking up of pupils attending the school.

9. *Electric Vehicle Charging Points:* No building shall be occupied or use commenced until provision has been made for 20% of the parking spaces within the development to be served by electric vehicle charging points, with the potential for this to be expanded by a further 20%.

Reason: Insufficient information has been supplied with the application to demonstrate what level of provision is to be made for electric vehicle charging points. Provision prior to occupation will ensure that the development adequately incorporates measures to allow the use of electric vehicles by future occupiers in accordance with policy 6.13 of the London Plan.

10. *Boundary Treatment:* The development hereby approved shall not commence until details of the boundary treatment, to include brick/railings and retained archway to rear and side boundaries, are submitted to and approved in writing by the local planning authority. The development site shall not be occupied until boundary treatment has been provided in accordance with the approved details.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of any boundary treatment. Submission of this detail prior to commencement will protect the visual amenities of the development, ensure adequate security and ensure that the development accords with the Development Control Policies Development Plan Document Policy DC61.

11. *External Lighting:* The development hereby approved shall not be occupied until details of external lighting are submitted to and approved in writing by the Local Planning Authority. External lighting shall be provided in accordance with the approved details.

Reason: Insufficient information has been submitted with the application to judge the impact of external lighting. Submission of this detail prior to occupation will protect residential and visual amenity and biodiversity and ensure adequate security.

12. *Plant & Machinery:* Prior to the occupation of the development hereby approved, details shall be submitted of all external plant and machinery to be installed, including details of external appearance and noise information demonstrating that noise levels (expressed as the equivalent continuous sound level LAeq (1 hour)) when calculated at the boundary with the nearest noise sensitive premises shall not exceed LA90 -10dB. All external plant and machinery shall be installed and maintained in accordance with the approved details.

Reason: In the interests of visual amenity and in order to minimise noise disturbance.

13. *Extraction Equipment:* No cooking of food shall take place, unless extract ventilation equipment is installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority.

Reason: In order to minimise smell nuisance, in the interest of users of the site and nearby residential amenity.

14. *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.

15. *Wheel Washing:* 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:- Insufficient information has been supplied with the application in relation to wheel washing facilities. Submission of details prior to commencement will ensure that the facilities provided 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. It will also ensure that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC61.

16. *Pedestrian Visibility Splay:* A 2.1m by 2.1m pedestrian visibility splay should be provided on either side of the proposed access from Union

Road, set back to the boundary of the public footway. There should be no obstruction or object higher than 0.6 metres within the visibility splay.

Reason: In the interests of highway safety, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC32.

17. *Vehicular Access:* The necessary agreement, notice or licence to enable the proposed alterations to the Public Highway shall be entered into prior to the commencement of development.

Reason: In the interests of ensuring good design and public safety and to ensure that the development accords with Development Control Policies Development Plan Document Policy CP10, CP17 and DC61.

18. *Construction Methodology:* No works shall take place in relation to any of the development hereby approved until a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers is submitted to and approved in writing by the Local Planning Authority. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls;
- d) measures for minimising the impact of noise and, if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the Local Planning Authority;
- f) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the Local Planning Authorities;
- g) siting and design of temporary buildings;
- h) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- i) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

Reason: Insufficient information has been supplied with the application in relation to the proposed construction methodology. Submission of details prior to commencement will ensure that the method of construction protects residential amenity. It will also ensure that the development accords the Development Control Policies Development Plan Document Policy DC61.

19. *Secure by Design*: Prior to the commencement of the development hereby permitted, details of the measures to be incorporated into the development demonstrating how the principles and practices of the 'Secured by Design' scheme have been included shall be submitted to and approved in writing by the Local Planning Authority. Once approved in writing by the Local Planning Authority in consultation with the Metropolitan Police Designing Out Crime Officers, the development shall be carried out in accordance with the agreed details.

Reason: Insufficient information has been supplied with the application to judge whether the proposals meet Secured by Design standards. Submission of a full and detailed application prior to commencement is in the interest of creating safer, sustainable communities and to reflect guidance in Policies CP17 and DC63 of the Core Strategy and Development Control Policies Development Plan Document and the NPPF.

20. *SUDs*: Sustainable Urban Drainage System (SUDs) shall be provided and thereafter maintained in accordance with details submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

Reason: Insufficient information has been supplied with the application to judge whether the proposed SUDs would be satisfactory. Submission of this detail prior to new building works will ensure that the development accords with the policy to ensure adequate provision for attenuating surface water in accordance with NPPF.

21. *Contamination Assessment (1)*: No works shall take place in relation to any of the development hereby approved (except works required to secure compliance with this condition) until the following Contaminated Land reports (as applicable) are submitted to and approved in writing by the Local Planning Authority:

a) A Phase II (Site Investigation) Report as 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 site ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

b) A Phase III (Risk Management 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.

c) Following completion of measures identified in the approved remediation scheme mentioned in (a) 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: Insufficient information has been supplied with the application to judge the risk arising from contamination. Submission of the above assessments prior to commencement will ensure the safety of the occupants of the development hereby permitted and the public generally. It will also ensure that the development accords with Development Control Policies Development Plan Document Policies DC54 and DC61.

22. *Contamination Assessment (2):_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: Insufficient information has been supplied with the application to judge the risk arising from contamination. Submission of an assessment prior to commencement will ensure the safety of the occupants of the development hereby permitted and the public generally. It will also ensure that the development accords with Development Control Policies Development Plan Document Policies DC54 and DC61.

23. *Landfill Gas Investigation:* No works shall take place in relation to any of the development hereby approved (except works required to secure compliance with this condition) until:

a) A Site Investigation has been undertaken to assess the level and extent of any landfill gas present, together with an assessment of associated risks. The investigation shall be in accordance with a scheme which shall previously have been submitted and approved in writing by the Local Planning Authority.

b) If during development works, any contamination should be encountered which was not previously identified in the Site Investigation then works

should halt immediately and the Local Planning Authority consulted to agree appropriate further action.

Reason: Insufficient information has been supplied with the application to judge the risk arising from contamination. Submission of an assessment prior to commencement will ensure the safety of the occupants of the development hereby permitted and the public generally. It will also ensure that the development accords with Development Control Policies Development Plan Document Policies DC54 and DC61.

24. *Biodiversity Enhancement:* Within three months of the commencement of development a scheme for the biodiversity enhancement measures to be incorporated into development shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in full accordance with the agreed scheme and retained thereafter.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of biodiversity measures. Submission of a scheme for the development will ensure that opportunities for biodiversity enhancement are incorporated into the development in accordance with Development Control Policies Development Plan Document policies. DC58 and DC59.

25. *Piling:* Piling or any other foundations using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater.

Reason: To ensure protection of groundwater.

26. *Salvage and Re-use:* The existing entrance archway shall be retained and re-used to provide an entrance to the site from the adjacent park.

Reason: To ensure a satisfactory external appearance and recognising the historic value of the existing building.

27. *Sustainability and Energy:* A scheme for the installation and incorporation of sustainability and energy efficiency measures in line with the details outlined in the Energy and Sustainability Assessment submitted as part of the application together with additional measures as detailed in e-mail dated 4/12/15 from GLA officer Martin Jones shall be submitted to and approved in writing prior to the commencement of development. Within 3 months of the completion of the development hereby approved, final copies of the Energy Performance Certificate (EPC) and Microgeneration Certification Scheme (MCS) should be submitted to the Local Planning Authority.

Reason: To ensure compliance with LDF and London Plan policies on sustainability and energy efficiency.

28. *Provision of Lifts:* Lifts provided within the building hereby approved shall be full passenger lifts. Platform lifts would not be acceptable.

Reason: To ensure inclusive design.

INFORMATIVES

1. Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraphs 186-187 of the National Planning Policy Framework 2012.
2. A fee is required when submitting details pursuant to the discharge of conditions. In order to comply with the Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits) (England) Regulations 2012, which came into force from 22.11.2012, a fee of £97 per request or £28 where the related permission was for extending or altering a dwellinghouse, is needed.
3. (Secured by Design) - In aiming to satisfy condition 17 the applicant should seek the advice of the Police Designing Out Crime Officers (DOCOs). The services of the Police DOCOs are available free of charge and can be contacted via docomailbox.ne@met.police.uk or 0208 217 3813. It is the policy of the local planning authority to consult with the DOCOs in the discharging of community safety condition(s).
4. Planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. If new or amended access is required (whether temporary or permanent), there may be a requirement for the diversion or protection of third party utility plant and it is recommended that early involvement with the relevant statutory undertaker takes place. The applicant must contact Engineering Services on 01708 433751 to discuss the scheme and commence the relevant highway approvals process. Please note that unauthorised work on the highway is an offence.
5. The developer (including their representatives and contractors) is advised that planning consent does not discharge the requirements of the New Roads and Street Works Act 1981 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works of any nature) required during the construction of the development.

6. The developer is advised that if construction materials are proposed to be kept on the highway during construction works then they will need to apply for a license from the Council. If the developer requires scaffolding, hoarding or mobile cranes to be used on the highway, a licence is required and Streetcare should be contacted on 01708 434343 to make the necessary arrangements.
7. Thames Water Advice - With regard to surface water drainage it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.

REPORT DETAIL

1. **Background**

- 1.1 This application was previously considered by Committee on 17 December 2015 where it was deferred to enable staff to seek to negotiate the following:
 - An increase in the amount of on-site parking for teaching staff
 - The introduction of a drop off facility for parents on Union Road;
 - To clarify the arrangements for pupils taking part in sport and exercise;
 - As appropriate, to clarify DFE and any other design constraints informing the options and chosen solution.
- 1.2 The report is brought back to Committee as various amendments have now been incorporated into the scheme as follows;
 - On site parking has been increased from 8 spaces to 13 spaces and the configuration altered so that they are all positioned perpendicular to the eastern boundary.
 - A 42m layby has been provided on the southern side of Union Road, backed by pavement of a minimum 2m width.
 - Clarification has been provided of how a balanced PE curriculum will be delivered.
- 1.3 The revised scheme has been the subject of further consultation with neighbours. As a result one further objection had been received at the time

of writing this report raising concerns about the inadequacy of parking in general in the area which this proposals would add to.

- 1.4 The Council's Highways Engineer is satisfied with the parking arrangements for staff. Furthermore, the provision of a drop off facility for pupils means that the development is no longer contrary to Policy DC33. The provision of the drop off facility has been achieved, in part by shifting the building 1m to the south, this being the maximum that could be achieved whilst still maintaining emergency access to the south of the eastern wing. The length of the drop off facility is the maximum that can be achieved on the frontage of the site whilst maintaining a 2m footway to its rear. The layby will accommodate 6 vehicles at any one time and in this respect there remain some concerns that parents may park on street unlawfully at school pick up times. There are also concerns that parents will perform 3 point turn manoeuvres in Union Road to egress to Waterloo Road. However, these would be matters to be addressed by parking enforcement and by the ongoing operation of the Travel Plan, the need for which remains and which the applicants are committed to.
- 1.5 The PE curriculum for the school in the first year, when the intake would only be Reception, will delivered using the school hall and external hard play space. In future years as the school grows, local facilities would be used to deliver the curriculum including Romford and Gidea Park RFC in Crow Lane, Cottons Park. It is also intended to foster relationships with West Ham FC to make use of their Training Academy in Rush Green and to utilise the new leisure centre under construction in Western Road as and when this becomes available. A minibus would be used if the facilities were not within a short walking distance.
- 1.6 The DFE are satisfied that the design of the school is both workable and appropriate for the site and having put a lot of time, effort and money into developing the scheme are reluctant to move away from it.
- 1.7 Below is the report that was presented to Members at the 17 December meeting. In view of the above additional information and clarification it is recommended that planning permission be granted subject to no contrary direction by the Mayor and the prior signing of a Section 106 legal agreement.

2. **Site Description**

- 2.1 The site of the former Oldchurch Hospital is located at the junction of Oldchurch Road and Waterloo Road and is bounded by Oldchurch Road to the south, Waterloo Road to the east, the main Liverpool Street railway line to the north and Nursery Walk and Romford gas holder station to the west. The whole site is roughly rectangular and has a total area of 7.76 hectares.
- 2.2 The application site has an area of some 0.3 hectares and is located on the southern side of Union Road, north of the new local park (Jubilee Park) west of the predominantly six storey development that is nearing

completion by Taylor Wimpey pursuant to planning permission P1638.09 and east of the three to six storey development that is currently being developed by Swan Housing (now NU Living) pursuant to Planning Permission P1417.11. The site is currently occupied by the original 3 storey main entrance building to the former Nurses and Doctors home, from hereafter referred to as Block 8. The building is identified as a locally listed building.

3. **Background Information**

3.1 In December 2005 outline planning permission was granted for residential development on the Oldchurch Hospital site (application reference P1635.04). The application comprised three key elements – general market housing, key worker housing and public open space. The S106 legal agreement that accompanied the approval identified the nurses and doctors home as a retained building which was not to be demolished unless a specific permission requiring it had been granted.

3.2 Detailed designs for the key worker housing were submitted as part of the outline application and were subsequently constructed along the northern edge of the former hospital site. In respect of the market housing only, access was considered at outline stage, with matters relating to siting, design, external appearance of the buildings and landscaping reserved for later consideration. The outline application adopted a master plan approach to the overall site and the resulting reserved matters applications had to comply with parameters that had been established at Outline stage. The reference to the former nurses and doctors home as Block 8 stems from this permission which allocated block numbers to all retained buildings and the new blocks identified in the master plan.

3.3 The original reserved matters approval for implementation of the new build housing proved to be financially unviable following the slump in property prices and land values. A further reserved matters application P1638.09 was subsequently approved and is currently nearing completion at the eastern end of the site. Reserved matters approval was also granted for the conversion of Block 8 to residential flats as permitted by the original outline permission, but was not implemented.

3.4 Redevelopment of the western end of the former hospital site for residential purposes was approved after the local mental health authority shelved plans for the development of a new mental health facility on the site.

4. **Description of Proposal**

4.1 It is proposed to redevelop the site to provide a new 630 place 3 Form of Entry (FE) primary school for pupils 4-11 years. The school would be co-educational and non-selective with opening anticipated in September 2016 with an initial intake of 90 reception children building up to full capacity in 2022.

4.2 The existing building would be demolished and replaced in a central position on the site, by a broadly L-shaped 2/4 storey building with a maximum height of 32.2m, providing 2,934 sqm Gross Internal Floorspace. The building would include the following:

- Basic teaching and specialist activity room,
- Small group rooms (including Special Educational Needs),
- Learning resource centre,
- Halls and studio,
- Staff and administration,
- Kitchen,
- Toilets, personal care and storage, and
- Plant.

4.3. Vehicular access to a small (8 space) car park would be taken direct from Union Road adjacent to the eastern boundary of the site. The main pedestrian access to the school would be from Union Road with a secondary access at the western end of the building adjacent to a gated pedestrian entrance and path and a row of cycle storage racks. A separate pedestrian entrance would be provided from Jubilee Park for pupils and staff arriving from the south.

4.4 The remainder of the site area is identified to be hard surfaced and soft landscape play areas.

4.5 The application is accompanied by a suite of documents which include:

- Planning Statement
- Design and Access Statement
- Heritage Statement
- Building Condition Survey
- Preliminary Ecological Assessment
- Bat Survey
- Transport Assessment
- Outline Travel Plan
- Flood Risk Assessment incorporating drainage
- Noise Assessment
- Energy Statement
- Sustainability Strategy
- Phase 1 Desk Study and Preliminary Geoenvironmental Assessment
- BREEAM Pre-assessment
- Air Quality Assessment
- Explosive Ordnance Threat Assessment
- Construction Phase Plan
- Dust and Mitigation Management Plan
- Building Condition Survey

5. **History**

- 5.1 There is extensive history relating to the former use of the site as a hospital. The most relevant history relates to the subsequent redevelopment of the site:

P1635.04 Outline planning application for residential development (key workers and general housing) – Approved

P1634.04 Outline planning application for demolition of existing buildings on site and redevelopment to provide a mental health facility – Refused

P0634.06 As above - Withdrawn

Eastern end of site

P2485.07 Reserved matters application 1 – blocks 9, 10, 11, 12, 13 & 14. 502 new build residential units and car parking pursuant to outline planning permission P1635.04 – Approved

P0159.08 - Reserved matters application 2 – Blocks 8 and 17 - Approved

P1638.09 - Redevelopment of the former Oldchurch Hospital to provide 493 residential units, an energy centre, a local park, car parking, access and internal roads and hard and soft landscaping. – Approved

Western end of site

P0975.10 – Revised scheme comprising 366 dwellings with height varying from 2 to 6 storeys (338 flats maisonettes and 28 houses) _ Approved

P1417.11 –Non-compliance with condition 2 of P0975.10 to enable alterations to approved scheme - Approved

6. **Consultation/Representations**

- 6.1 The proposals have been advertised as a major development by the display of site notices and by press notice. A total of 1128 individual properties were notified directly of the proposals.

- 6.2 9 representations of objection have been received. Objections are raised on the following grounds:

- Increase in traffic with resultant additional noise and pollution and queuing at busy times;
- Nowhere for parents to park or drop off children, parking restrictions everywhere, will result in illegal parking on yellow lines and abuse of residents parking bays.

- Access to the site is not practical and it would be located close to some of the busiest roads and junctions in Romford which would be dangerous;
- No room for any larger vehicles that may need to access the site, e.g coaches;
- Noise from school will cause disturbance to residents which include many nurses on shifts; Noise could extend into evenings and weekends because of proposed community use;
- Site is already too built up and overcrowded, overdevelopment of a small site, site should be used to provide more parking for residents;
- School use of Jubilee Park will be a deterrent to public use;
- Overlooking and loss of privacy for adjacent flats and vice versa;
- Publicity and public consultation was inadequate;
- Building should be retained and restored/re-used.

The representations are addressed within the body of the report at paras 7.10, 7.14, 7.15, 7.18 - 7.20 and 7.24 – 7.27.

6.3 One representation supporting the proposal has been received.

6.4 **Consultee Responses**

Environment Agency – No Comments..

Historic England GLAAS - Advise that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest. No condition required.

Greater London Authority – Strongly supports additional school provision in modern educational facilities with a degree of community use. The loss of potential housing arising from the previous unimplemented permission does not raise strategic concern. The proposed demolition of the existing building, although regrettable is justified and accepted.

The proposals offer the potential for a high quality building subject to detailed design and control over materials. Full passenger lifts should be incorporated rather than platform lifts.

Details of the measures to avoid overheating and minimise cooling demand should be addressed through an overheating assessment. Potential for future connection to a district heating network should be built in. The carbon offset fund should only be considered if the GLA is satisfied that the CO2 reduction target cannot feasibly be met onsite. Viability claims should be supported by cost analysis. Further information on the potential for installing additional PV panels to meet the 35% carbon emission target should be provided.

The overall provision of long term cycle parking space should be increased and secured by condition. A delivery and servicing plan and a construction

logistics plan should be secured by condition. The final travel plan should be secured, monitored and enforced through a S106 agreement.

LBH Environmental Health – Recommend conditions related to contamination assessment, landfill gas, plant and machinery.

LBH Highways/Streetcare – Object to the proposal on the grounds that whatever measures are put in place by way of Travel Plans, yellow lines and other parking restrictions, a proportion of parents/carers will always ignore them. Although it is not possible to predict what level of problem will result, Union Road is only 5 metres wide and there is no provision made for drop off and pick-up and on this basis the proposal fails to meet the requirements of LDF Policy DC33.

The wider need for school places is recognised as is the fact that any decision would need to be balanced against this. In the event that planning permission is granted a number of conditions and informatives are suggested, including provision for a School Travel Plan to be provided and maintained.

LFEPA – Advice given that the development needs to comply with the relevant sections of Approved Document B of the Building Regulations

Lead Local Flood Authority – Proposals are acceptable

Met Police SBD – Recommends that a condition and informative be attached to any permission.

Romford Civic Society – Object to the application on the basis that the building provides an attractive context for other retained locally listed buildings on the site. The building could be restored and adapted to new uses, which for a school would provide a tangible link to the social history of Romford. Demolition would be contrary to policy and the quality of the local environment.

Thames Water - No objections subject to imposition of conditions and informatives

Transport for London – No adverse highway impacts on the Transport for London Road Network are anticipated. The intention to stagger the school starting and finishing time as a means of spreading the intensity of use is noted. The proposed level of cycle and scooter parking is identified as being below London Plan standards and should be expanded and secured by condition.

7. Relevant Policy

- 7.1 Policies CP8 (Community Facilities); CP10 (Sustainable Transport); CP15 (Environmental Management); CP17 (Design); CP18 (Heritage); DC26 (Location of Community Facilities); DC27 (Provision of Community

Facilities); DC32 (The Road Network); DC33 (Car Parking); DC34 (Walking); DC35 (Cycling); DC36 (Servicing); DC48 (Flood Risk); DC49 (Sustainable Design and Construction); DC50 (Renewable Energy); DC51 (Water Supply, Drainage and Quality); DC52 (Air Quality); DC53 (Contaminated Land); DC55 (Noise); DC59 (Biodiversity in New Developments); DC61 (Urban Design); DC62 (Access); DC63 (Delivering Safer Places); DC67 (Buildings of Heritage Interest); and DC72 (Planning Obligations) of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD) are material considerations. In addition, the Planning Obligations SPD, Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD and Sustainable Design and Construction SPD are also material considerations.

- 7.2 Policies 3.16 (Protection and enhancement of social infrastructure); 3.18 (Education facilities); 5.2 (Minimising carbon dioxide emissions), 5.3 (Sustainable design and construction), 5.6 (Decentralised energy in development proposals); 5.7 (Renewable energy); 5.10 (Urban greening); 5.11 (Green roofs and development site environs); 5.12 (Flood risk management); 5.13 (sustainable drainage), 5.21 (Contaminated land); 6.3 (Assessing effects of development on transport capacity); 6.9 (cycling), 6.10 (walking), 6.13 (parking), 7.1 (Lifetime neighbourhoods); 7.2 (An inclusive environment); 7.3 (designing out crime), 7.4 (local character),; 7.6 (architecture), 7.8 (Heritage assets and archaeology); and 8.2 (planning obligations) of the London Plan (LP) and the provisions of the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG) are also material considerations.

8. **Staff Comments**

Principle of the Development

- 8.1 Within Havering there is an identified need for additional school places, evidenced by the schools commissioning report produced by the Council which shows an existing and proposed shortfall in school places across the Borough. This demonstrates that there is a need to accommodate 3,000 additional primary school pupils over the next 5 years.
- 8.2 The NPPF gives the highest level of national policy support for school provision, stating at para 72 that local planning authorities should give great weight to the need to create, expand or alter schools. Policy 3.18 of the London Plan states that development proposals which enhance education and skills provision, including new build, will be supported. The policy goes on to state that proposals that address the current and projected shortage of primary school places will be particularly encouraged. Policy DC29 of the LDF states that the Council will ensure that the provision of primary and secondary education facilities is sufficient in quantity and quality to meet the needs of residents by taking account of future demand and normally seeking to meet the need for increased school places within existing sites.

Policy DC28 encourages the wider community use schools and their facilities where this will not give rise to adverse environmental or amenity problems.

- 8.3 The application demonstrates that the proposal seeks to respond to the critical shortage of school places in Romford. An assessment has been undertaken of potential alternative sites which concluded that the proposed site is the only one that is realistically available, deliverable and suitable. Furthermore, there is no reasonable prospect of the need for school places being solely be met by the expansion of existing schools in the near future.
- 8.4 Accordingly, all levels of planning policy relating to educational provision offer strong support in favour of the proposal.
- 8.5 The proposal does, however, require the demolition of one of the few remaining buildings from Oldchurch Hospital and in considering the principle of the development this loss needs to be balanced against the support offered by educational facility planning policy.
- 8.6 Policy DC67 provides guidance on dealing with applications which impact upon Listed Buildings and other buildings of heritage interest and states that account will be taken of their contribution to heritage.
- 8.7 Policy 7.8 of the London Plan recognises the importance of heritage assets and requires that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.
- 8.8 The NPPF reinforces these messages confirming at para 135 that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application and that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. NPPG adds to this at para 041 by suggesting, in the case of buildings, that their significance should be judged against published criteria, which may be generated as part of the process of producing a local list.
- 8.9 The building is the original Nurses' and Doctors' Home dating from 1924, is locally listed and is therefore classified as a heritage asset. In the Council's Buildings of Local Heritage Interest Heritage Asset Register it is described as handsome and interesting and a recognisable landmark in Romford. Its role in creating a sense of place and reminder of the past use of the site and social history is also highlighted. Despite its currently dilapidated condition the Asset Register therefore places some weight upon the significance of Block 8 as a heritage asset.
- 8.10 The planning application includes documentation which demonstrates that proper consideration has been given to the potential of the existing building for re-use and conversion to provide usable accommodation for a new school. This shows that the nature of the remodelling that would be required to achieve this would be extensive including internal modifications

and structural alterations. The existing floor voids are not sufficient to incorporate the required servicing, window openings would not meet approved daylighting criteria, the building fabric does not comply with energy efficient standards and new external circulation cores would be required to ensure adequate means of escape. Not only would the structural and physical alterations and additions potentially compromise the buildings stability and alter its character and appearance, but such works would also be financially prohibitive and exceed the level of funding available.

- 8.11 Staff consider that a case has been made for the demolition of the existing building on the basis that retention and re-use would be financially unviable, and even that were not the case, that the delivery of educational facilities in the existing building would offer a lower quality teaching facilities and would compromise the significance of the building as a heritage asset. However, the demolition should only be considered if it can be concluded that the proposed replacement is of sufficiently high quality design, taking account of the contribution that the building makes to the character of the site and the siting of the open space in front of it. This is considered further below.
- 8.12 On the basis that the principle of the development and the necessary loss of the existing building is acceptable, the acceptability of the proposal therefore depends upon consideration of other planning matters the subject of the rest of the report.

Design, Layout and Massing

- 8.13 The site has important frontages to both Union Road and to Jubilee Park and the proposed building responds to this with the four storey teaching block being aligned with Union Road where the main entrance would be located. Both elevations are structured around a series of brick and rendered three window bays, which reflect the internal arrangement of the classrooms and establish a structure and rhythm to the facades. The recesses between the bays would incorporate full height glazing bringing light into the central corridor.
- 8.14 The surrounding area contains a mix of architectural styles which the proposed development would contribute to positively, creating a high quality contemporary building, but one that still provides architectural links to the existing building. This is reflected by the use of red brick, the setback rendered treatment of the upper storey which echoes the current mansard roof and the extension of red brick down to ground floor in the central bay facing Jubilee Park, reflecting the location of the existing entrance to the Nurses Home. It is also proposed that the main entrance portico to the Nurses Home would be salvaged and re-used as the pedestrian entrance to the site from Jubilee Park. The use of quality brick/railing walls and landscaping to the side and rear would integrate the site into the adjacent open space. A condition is suggested to ensure that these take place.

- 8.15 The height at up to four storeys is slightly greater than the existing three storey building which relates well to the recently constructed surrounding residential blocks, without dominating the northern end of the park.
- 8.16 Overall staff are satisfied that the scheme has the potential to provide a building of suitable high quality, interest and articulation to replace the existing. The final details of materials would be reserved by condition.

Impact on Amenity

- 8.17 The building would be located a minimum of 17m from Wave Court to the east, 30m from Sheldon Court to the north and 20m from the as yet unbuilt Block 4 of the Swan/NU Living development to the west. The proposed building would occupy a similar footprint to the existing. The sunlight and daylight assessment demonstrates that whilst there would be some marginal adverse effects on sunlight and daylight to these neighbouring blocks as a result of the increased height, there would equally be some improvements as a result of the lower two storey profile of the eastern "halls" wing, and the more open relationship on the western side where the new building will not extend as far to the south as the existing. No objections are therefore raised on these grounds.
- 8.18 Visually, residents of the recent neighbouring development have only experienced the existing building as the dilapidated structure which currently exists. The proposed replacement with a new quality building can therefore be reasonably viewed as an improvement in visual and outlook terms. Staff are satisfied that the degree of publicity and public consultation about the proposals both prior to and following submission of the application were sufficient.
- 8.19 The classroom windows all face north or south and to the north are sufficiently separated (30m) from Sheldon Court for there to be no harm by way of overlooking or loss of privacy. The only windows facing east and west at upper floor levels either serve the staff room or stairwell and are again sufficiently separated for there to be no material harm caused to neighbouring residential amenity. As regards the potential for overlooking of the school and playground itself from neighbouring development, this is not an unusual situation for schools which by their nature are generally located in predominantly residential areas, but furthermore the distances involved, site layout and proposed screen planting and boundary treatment are considered sufficient to mitigate any perceived issue.
- 8.20 The use of the site as a 3 FE school will result in a notable increase in activity both as a result of arrival/departure, outside play and evening and weekend community use. However, the majority of such activity would be during daytime school hours when any increase in noise and disturbance would be unlikely to upheld as a reason for refusal. As will be covered in the next section, the intention is that pupils at the school will arrive on foot and that dropping off by car will be expressly and positively discouraged.

Highways and Parking

- 8.21 When fully occupied the school is designed to provide for 630 pupils aged 4-11 with a total of 41 members of staff, including non-teaching staff. The number of pupils would build up over 6 years with an intake of 90 per year, opening in September 2016 with an intake of 90 reception children, reaching full capacity in 2022.
- 8.22 Policy DC33 requires that car parking should not exceed the maxima set out in Annex 5 which in the case of primary schools should be at a rate of 1 space per teaching staff. The car park would provide only 5 spaces for staff and 3 short stay parent spaces which are not intended for dropping off other than in special circumstances such as a child with special needs or when a meeting with staff is required.
- 8.23 The school policy would be not to permit parents to drop off or pick up their children from the school / Union Road between the hours of 0830 and 1600. Parents and guardians would be proactively encouraged through the Travel Plan process to use alternative transport modes for journeys to and from the site, and “park and stride” locations would be highlighted. Parents of prospective pupils would be advised of the policy when enrolling children.
- 8.24 Union Road is accessed directly from the northbound lane of Waterloo Road and egress can be made the same way or to Oldchurch Road through the Swan/NU Living development. The site is located in a highly accessible location with a PTAL of 5 with bus stop facilities in Oldchurch Road, Rom Valley Way and Waterloo Road within easy walking distance of the site and a new surface level crossing of Waterloo Road is planned to be provided close to the junction of Union Road with Waterloo Road. Furthermore there are double yellow line parking restrictions on Union Road, which mean that any parents that chose to ignore the policy would be liable for a parking fine. Such parking restrictions are likely to be extended into the Swan / NU Living site when the roads become adopted. Access into the Reflections Wimpey development is to be gated when the development is complete.
- 8.25 The application is subject to objection from the Council’s Highways Engineer. However, Members will note that the objection is tempered by an acknowledgement of the balance that needs to be drawn with the wider pressing need for school places. They will also note that no concern is raised about highway capacity or the safe operation of the highway network. The site is located over 100m from Waterloo Road so any issues arising are unlikely to impact upon the wider network.
- 8.26 For problems of parking and congestion to be avoided staff are of the opinion that a rigorous and legally binding, regularly reviewed and updated Travel Plan, which sets a target of zero for parents dropping off at the site will be needed. It is suggested that provision for a Travel Plan should be

subject to S106. The Travel Plan will need to require the school to respond to any unauthorised parking in a proactive and timely manner and the applicants are agreeable to this. Furthermore, it has been agreed that each year until full capacity is reached, that the school would appoint an independent transport consultant (to be approved by the Council) to undertake surveys and assess the degree to which parents arrive at the school at the start and end of the school day by car and park/stop on Union Road or other roads within the adjacent residential development, together with recommendations that the school would need to implement by means of reasonable measures. This measure would also be incorporated into the S106 agreement.

- 8.27 Staff are satisfied that the school can operate without causing undue highway or parking problems and that if problems do occur that the school would be under an obligation to respond as expeditiously and comprehensively as possible. On this basis no objection is raised.
- 8.28 The provision of 46 long term secure covered cycle parking spaces is proposed. The Council's standard for cycle parking is that provision should be at a rate of 1 /10 pupils or staff giving a total requirement of 69 spaces when the school is at full capacity. The Mayor's standard is even higher at 1 / 8 giving a total requirement of 84 spaces. Whilst the level of cycle parking proposed would be sufficient to meet the standards necessary when the school first opens, if the required level is not provided from the outset it may be difficult to retrofit. A condition is therefore suggested to require that that Mayors standard is met.

Environmental Issues

- 8.29 Flood Risk and Drainage – The application has been accompanied by a flood risk assessment which concludes that the site is of low risk of flooding. It is proposed that surface water be attenuated on site to control flows to existing drains. This is considered to be acceptable.
- 8.30 Sustainability and Energy – A detailed sustainability statement and energy statement have been submitted with the application, proposing a range of measures in order to achieve a 35% reduction in CO₂ emissions above Building Regulations requirements as required by London Plan Policy 5.2. There remain a couple of outstanding issues raised by the GLA in this regard. It is therefore recommended that the final wording of any condition(s) requiring measures as outlined to be included in the development be delegated to the Head of Regulatory Services.

9 Conclusion

- 9.1 The need for school places is a factor that weighs significantly in favour of the proposed new school building. The loss of the existing building, which is a heritage asset, has been shown to be necessary and can in this particular case be justified not only by the need for school places but the high quality of the proposed design. A successful travel plan would be

necessary to minimise the likelihood of illegal parking taking place close to the site. Whilst the school is growing over the first 5 years, it is considered necessary to have measures in place to monitor parking around the site and revise the travel plan if necessary. It is therefore recommended that planning permission be granted, subject to S106 legal agreement.

- 9.2 Stage 2 referral of the application is required to the Mayor of London, who has the power to either direct refusal of the proposal should it be considered contrary to strategic policies for London or take on the application for his own determination..

IMPLICATIONS AND RISKS

Financial Implications and risks:

A Section 106 planning obligation is required to make the application acceptable. The agreement will include the payment of the Council's legal expenses involved in drafting the S106 agreement.

Legal Implications and risks:

Legal resources will be required for the completion of a legal agreement

Human Resource Implications:

None

Equalities and Social Inclusion Implications:

The Council's planning policies are implemented with regard to equality and diversity. The development would offer non selective educational facilities and would incorporate all necessary facilities to ensure equality of access and is well located to serve all of the local community.

BACKGROUND PAPERS

1. Application form and supporting statements.