

REGULATORY SERVICES COMMITTEE

14 July 2016

REPORT

Subject Heading:

P0320.16 – Hylands Primary School, Granger Way - Installation of a single storey flat roof demountable building for use as classroom.

Ward

Romford Town

Lead Officer:

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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
People will be safe, in their homes and in the community
Residents will be proud to live in Havering

[x]
[x]
[x]

SUMMARY

This matter is brought before committee as the application site is Council owned and objections have been received to the proposal. This proposal seeks permission for the installation of a single storey flat roof demountable building for use as classroom. It is recommended that planning permission is granted subject to conditions.

RECOMMENDATIONS

That planning permission is granted subject to the conditions set out below.

1. Time Limit (SC4)

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 Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. In Accordance with Plans (SC32)

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans detailed on page 1 of the 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 Development Control Policies Development Plan Document Policy DC61.

3. Wheel Washing (SC57)

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.

4. Hours of Construction (SC62)

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.

5. Acoustic Barrier and Canopy (NSC1)

Before the demountable is used as a classroom the Acoustic Fencing specified in the Gramm Barriers document accompanying the application and shown on approved drawing HPS/01A, and the Acoustic Canopy constructed of Makrolon Multi thermal/acoustic polycarbonate sheet shown on approved drawing HPS/01A shall be installed and permanently retained thereafter.

Reason:-

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

6. Temporary Building (SC18)

This permission shall be for a limited period only expiring on 21 July 2021 on or before which date the temporary building carried out under this permission shall be removed and the site reinstated to its former condition to the satisfaction of the Local Planning Authority.

Reason:-

The temporary nature of the building(s) is such that permanent permission would not be appropriate in the interests of amenity. This permission is therefore granted on a temporary basis to enable the Local Planning Authority to retain control, and that the development accords with the Development Control Policies Development Plan Document Policy DC61.

7. Travel Plan

The School Travel Plan required by Condition 14 of Decision Notice P1948.08 shall be updated to reflect the increase in pupil and staff numbers.

Reason:

In the interests of encouraging safe and sustainable modes of travel and to accord with Policy DC32 of the LDF Development Control Policies Development Plan Document.

INFORMATIVES

1. Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: In accordance with para 186-187 of the National Planning Policy Framework 2012, improvements required to make the proposal acceptable were negotiated with David Angus via telephone in May 2016. The revisions involved the installation of acoustic fencing along the boundary with the residential properties to the west and the installation of an acoustic canopy. The amendments were subsequently submitted on 4th May 2016.

REPORT DETAIL

1. **Site Description:**

- 1.1 The application site is Hylands Primary School in Heath Park. The school faces southwest onto Granger Road Way and Benjamin Close. The part of the school site involved in this application is located in the south west corner of the larger site and is currently covered by shrubbery. To the north of the site is the main school building; to the south at a distance of some 12 metres from where the demountable would be located are the rear gardens of houses facing onto Rossall Close; to the east is a part of the school playground and to the west at a distance of 8 metres is the rear of a three storey apartment building – Scott House.

2. **Description of development:**

- 2.1 The application is for planning permission for the installation of a single storey flat roof demountable building for use as classroom.

3. **Relevant History:**

- 3.1 P1948.08 Erection of a two storey primary school building; formation of accesses from Granger Way (vehicular) and Benjamin Close (pedestrian); formation of multi-use games area with floodlighting; associated hardstanding, playgrounds, car parking, servicing and landscaping. Permission was granted in 2009.

4. **Consultations/Representations:**

- 4.1 Occupiers of 99 neighbouring properties were notified of the application. As a result of this publicity objections were received from two neighbouring occupiers. Objections related to:
- There are insufficient facilities on the site to cater for an increase in the number of pupils.
 - The proposal would result in an increase in parking problems and congestion in the area.
 - There would be insufficient room for additional staff vehicles in the car park.
 - The additional building will be an 'eyesore' for whichever houses are affected.
 - Overlooking of gardens and windows.

These issues are addressed in paragraphs 7-10 below.

- 4.2 Local Authority Highways - The proposals will have an impact in the area immediately around the school pedestrian entrance in terms of parents dropping off children and additional pedestrians. We would suggest that because of the pressing need for school places, the Regulatory Services committee will need to consider this against the potential highway impacts.

Mitigation could include conditioning the school to update and maintain its travel plan on an annual basis. There may be further physical changes around the school which could be made to deal with motor traffic and to make walking more attractive, but these would likely need to be very radical and therefore be less likely to elicit support from residents and members.

- 4.3 Fire Brigade – No additional fire hydrants are required and the vehicle access is satisfactory.

5. **Relevant policies:**

- 5.1 Policies CP8 (Community Facilities), CP17 (Design), DC29 (Educational Premises), DC33 (Car Parking), DC34 (Walking), DC36 (Servicing), DC40 (Waste recycling), DC53 (Contaminated land), DC55 (Noise), DC61 (Urban Design), DC63 (Delivering Safer Places) of the LDF Core Strategy and Development Control Policies Development Plan Document are considered material.

- 5.2 Policies 3.18 (Education Facilities), 6.9 (Cycling), 6.10 (Walking), 6.13 (Parking), 7.4 (local character) and 7.6 (Architecture) of the London Plan are relevant.

- 5.3 Policies 7 (Requiring good design) and 8 (Promoting healthy communities) of the National Planning Policy Framework are relevant.

6. **Staff Comments**

- 6.1 The main issues in this case are the principle of development, the impact on the street/garden scene, neighbouring amenity, highway and parking issues and infrastructure.

7. **Principle of development**

- 7.1 The National Planning Policy Framework attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities and requires local planning authorities to give great weight to the need to expand schools. Policy 3.18 (Educational Facilities) of the London Plan particularly encourages development proposals such as this which address the current and projected shortage of school places.
- 7.2 The applicant has stated that the demountable classroom is required to cater for an additional 30 pupil places which are required due to increasing numbers of primary school age children in the Borough. The places have

been allocated to 30 children for the forthcoming school year. There is an identified need and the proposal is considered to be acceptable in principle.

- 7.3 With regard to the objection that the facilities on-site are insufficient to cater for the increase in pupil numbers, the school was built recently and caters for 471 pupils. The additional 30 school places is a 6% increase and it is not considered that this modest increase in pupil numbers would put an unacceptable burden on school facilities.

8. **Design**

- 8.1 The demountable has a footprint of 8.9 metres by 9.6 metres and a height of 3.5 metres. The walls are of powder coated composite panels and the windows, of which there are three in both the north and south elevations and one in the east elevation, have powder coated aluminium frames. There are two timber doors – one in the east elevation and one in the west elevation. A transparent canopy supported by timber posts is proposed to be erected to the north of the demountable and this would stretch across the full width of the building and have a depth of 3.7 metres.

- 8.2 Because of its location the demountable would not be visible from the street or from the neighbouring gardens. The design of the demountable is considered to be acceptable however given the nature of the structure it is recommended that should permission be granted this should be for a temporary period of 5 years.

9. **Impact on amenity**

Noise

- 9.1 The nearest dwellings are in Scott House the rear of which is 8 metres to the northwest of the proposed location of the demountable. To the south the bottom of the rear gardens of houses on Rossall Close are 13 metres away while the houses themselves are a further 15 metres distant. In order to prevent disturbance to residents from the demountable the proposal includes: the installation of an acoustic fence between the demountable and Scott House; double glazing of the windows of the demountable and the installation of a canopy over the windows in the north elevation of the demountable. The canopy is to be roofed with twin ply insulating polycarbonate which will prevent the transmission of sound upwards from open windows in the summer.

Overlooking

- 9.2 There is no potential for overlooking of neighbouring properties from the demountable.

Conclusion

9.3 Given the mitigation measures to prevent noise transmission described above and which would be secured by condition, it is not considered that the proposal would result in any material loss of amenity to neighbouring properties.

10. Highway/parking issues

10.1 Policy DC33 (Parking) of the Core Strategy and Development Control Policies Development Plan Document indicates that parking should be provided at a level of 1 space per staff member. The school is currently provided with a total of 42 off-street parking spaces and there are 45 employees. There is therefore a shortfall of 3 parking spaces which would increase to 5 as a result of the development which would involve the employment of two new staff members.

10.2 Policy DC33 also requires the provision of safe and convenient dropping-off/collection areas for parents' cars and coaches/school buses. A 38 metre section of the highway has been marked out and a turning space on Benjamin Close opposite the main school gates.

10.2 The Council's Highways Authority has commented that the proposals will have an impact in the area immediately around the school pedestrian entrance in terms of parents dropping off children and additional pedestrians. As a result of these comments a Transport Statement has been commissioned. The conclusions of the Statement are set out below.

- The additional 30 pupils are anticipated to create demand for nine parking spaces during the peak drop off and pick up period and 18 two-way vehicle movements.
- The anticipated increase in total vehicle trips associated with the additional 30 pupils and one staff member fall below the threshold set out in DfT guidance for having a material impact. It is anticipated that the additional vehicle movements generated by the proposed expansion will therefore not have a detrimental impact on junction capacity.
- Demand for parking associated with staff is accommodated on site. If required, parking associated with the one additional member of staff is also expected to be accommodated on site.
- A parking survey has been undertaken. The data demonstrates that, when taking into account all restrictions associated with permit parking, there is existing parking stress generated at the peak drop off and pick up periods.
- In response to the existing parking stress, and to assist in mitigating any future additional demand for parking associated with pupils, a Public Space Protection Order (PSPO) is being drawn up ready for the start of the new 2016/2017 academic year starting in September 2016.
- The PSPO would prevent parents parking in close proximity to the School gates; therefore, all demand for parking associated with existing and future pupils will have to be accommodated in the wider highway network.

- The PSPO would allow parents who park dangerously in certain zones around schools to be fined £100 for each offence, with the threat of criminal prosecution and a court appearance for three or more offences.

10.3 It is considered that the Transport Statement adequately addresses the concerns raised and that the proposed PSPO would assist in mitigating any future additional demand for parking associated with pupils. Should permission be granted a condition would be imposed requiring that the School Travel Plan is updated to reflect the increase in pupil numbers.

11. **Mayoral CIL**

12.1 The proposal is not liable for Mayoral CIL as it is for educational facilities.

12. **Conclusion**

4.3 The principle of the proposal is supported by national guidance and it is suggested that any impact on the surrounding highways could be mitigated by the PSPO currently being proposed. The proposal has been amended to include acoustic fencing and a canopy to prevent any loss of amenity to neighbouring properties and is considered to be in accordance with the aims and objectives of the LDF Development Control Policies Development Plan Document and approval for a temporary period of 5 years is recommended.

IMPLICATIONS AND RISKS

Financial implications and risks:

None.

Legal implications and risks:

This application is considered on its merits independently of the Council's interest as applicant and 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 3/03/2016, revised plans 4/5/2016, Transport Statement received 28/6/2016.