



REGULATORY SERVICES COMMITTEE

14 July 2016

REPORT

Subject Heading:

P0779.16: Gidea Park Primary School,
Lodge Avenue

Installation of a temporary building to
provide 2 classrooms (Application
received 11 May 2016).

Ward

Romford Town

Lead Officer:

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Report Author and contact details:

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	<input checked="" type="checkbox"/>
People will be safe, in their homes and in the community	<input type="checkbox"/>
Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

SUMMARY

The Council is in receipt of an application for the installation of a temporary building for the provision of 2 classrooms to provide facilities for 60 pupils and 4 teachers while a more permanent addition to the school is designed and put in place.

The development proposed is considered to be acceptable in all material aspects and it is recommended that planning permission is granted subject to conditions.

RECOMMENDATIONS

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

1. Temporary building

In respect of the demountable classroom only, this permission shall be for a limited period only expiring on 15 July 2021 on or before which date the demountable classroom shall be removed from the site.

Reason: The temporary nature of the building 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.

2. Time

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).

3. Accordance with Plans

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans, particulars and specifications (as set out on page one 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. CCTV

Before the parking spaces are put into use the relocated CCTV pillar shown on drawing 1232-A shall be fitted with a cowl to prevent the camera from observing neighbouring residential property. The cowl shall be retained permanently.

Reason:-

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

4. 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.

5. 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.

6. Works within the root area of trees

No works shall take place in relation to any of the development hereby approved until a scheme for the protection of the Oak trees on the site closest to the proposed building has been submitted to and agreed in writing by the Local Planning Authority. Such scheme shall contain details of the erection and maintenance of fences or walls around the trees, details of underground measures to protect roots, the control of areas around the trees and any other measures necessary for the protection of the trees. Such agreed measures shall be implemented before development commences and kept in place until the approved development is completed.

Reason: Insufficient information has been supplied with the application to demonstrate how the existing trees on site will be adequately protected during construction. Submission of details prior to commencement will ensure that the measures to be employed are robust.

7. Gas Protection

Prior to the commencement of any groundworks or development of the site, details shall be submitted to and agreed in writing by the Local Planning Authority setting out suitable gas protection measures to be employed on site including, but not necessarily limited to, the installation of a suitable gas resistant membrane. The gas protection measures shall be carried out in strict accordance with the agreed details. Upon completion of installation, a 'Verification Report' must be submitted demonstrating that the works have been carried out.

Reason: Insufficient information has been submitted to ensure that the occupants of the development and property are not subject to any risks from soil gas and/or vapour in accordance with LDF Core Strategy and Development Control Policies DPD Policy DC53.

INFORMATIVES

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: 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.

REPORT DETAIL

1. Site Description

- 1.1 The application site is a primary school located on the east side of Lodge Avenue and to the south of Main Road. The main site access is from Lodge Avenue and comprises a gated entrance and single width drive with a pedestrian footway to its side with the two separated by a wide grass strip and further into the site by a series of parking spaces.
- 1.2 The drive and footpath lead to the school entrance which is located at the front of a cluster of single storey buildings in the centre of the site and orientated north-south. To the east of the buildings is a hard surfaced playground with a semi-landscaped nature area beyond it. To the north east is a playing field.
- 1.3 A second vehicular access is located in the eastern part of the site providing ingress and egress from St Ivians Drive to a parking area for 25 cars located between the nature area and the playing field. This is the part of the site under consideration.
- 1.4 The part of the site under consideration is the south-eastern corner of the playground and the south-western corner of the nature area.

2. Description of Proposal

- 2.1 The proposal involves the extension of the hard surface play area eastwards into the nature area and the installation of a single storey temporary demountable building on the new hard surface. The demountable would be seagull grey, have a flat roof and a height similar to that of the other buildings on the site. The demountable would have a floor area of 155 square metres providing 2 classrooms separated by a lobby and 2 WCs.
- 2.2 The demountable is required to provide temporary classroom facilities for an increase in school numbers of 60 pupils and four teaching staff while a more permanent addition to the school is designed and put in place. There are currently 423 pupils and 56 members of staff. The proposal will result in a total of 483 pupils and 60 members of staff. There are currently 25 dedicated staff car parking spaces (out of a total of 29) within the school site. An additional 4 car parking spaces are proposed under a sister

application (P0782.16) which was submitted at the same time as this application, is recommended for approval, and has been submitted to the Regulatory Services Committee for consideration in parallel with the current application.

- 2.3 The proposal also includes earthworks, landscaping and the removal of a mature Oak tree to accommodate the classroom. It should be noted that there are no Tree Preservation Orders (TPOs) on the site.

The earthworks comprise the following:

- re-grade the existing site contours to accommodate the proposed classroom and playground area;
- re-contouring the earth bank which will then be retained by a brick wall (with a maximum height of 1m);
- filling in the existing pond.

- 2.4 It should be noted that a similar application was granted permission in 2015 by the Regulatory Services Committee. The main difference between the two applications is that the previous proposal provided one single large classroom for an increase in numbers of 30 pupils and 2 staff members while the current provides two smaller classrooms for 60 pupils and 4 staff members. The overall floor area remains the same.

3. History

- 3.1 P0782.16 – Enlargement of car park by 4 spaces. This application has been recommended for approval and is scheduled to be determined by the Regulatory Services Committee of 14 July 2016.

P0772.16 - Extension to kitchen and relocation of cycle shelter. Approved with conditions.

P1295.15 - Installation of single demountable classroom building upon new extended hard standing playground. Approved with conditions.

P0565.14 – Removal and dismantling of existing shipping container and lightweight metal storage shed and construction of replacement brick built storage building. Approved with conditions.

P1319.12 – Retention of metal storage container. Approved with conditions

P0517.09 – To erect one temporary office unit. Approved with conditions

P1955.08 – Single/two storey extensions including four classrooms, a small hall and staff/administration area with a new school entrance. Approved with conditions.

4. Consultation/Representations

4.1 Notification letters were sent to 67 neighbouring properties and a site notice was displayed at the entrance to the school. As a result of this consultation, a letter objecting to the proposal has been received from the occupier of a property on Tudor Drive which lies to the south east of the site. Objections relate to:

- increase in traffic on the surrounding roads;
- loss of the nature garden/reserve;
- loss of a tree;

these issues are addressed in the report below.

4.2 London Fire Brigade – plans were requested showing a fire appliance access route to the new temporary classroom building. These are being prepared at the time of writing and a response from the Fire Brigade is expected to be received before the committee meeting.

4.3 Local Authority Environmental Health - have requested a condition relating to gas protection measures.

4.4 Local Authority Highways - No objections.

5. **Relevant Policies**

5.1 Policies DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car Parking), DC34 (Walking), DC61 (Urban Design) and DC63 (Delivering Safer Spaces) of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document are relevant.

5.2 Also relevant are London Plan policies 3.1 (Ensuring Equal Life Chances for All), 3.18 (Education Facilities), 6.10 (Walking), 6.13 (Parking), 7.3 (Designing out Crime), 7.4 (Local Character) and 7.6 (Architecture) and the National Planning Policy Framework (NPPF).

6. **Staff Comments**

6.1 The application is brought before the Committee because the applicant is the Council and the proposed scheme has received objections as part of the consultation process.

6.2 The issues for members to consider relate to the impact that the proposed classroom building would have on the character of the locality, and the residential amenity of neighbouring properties together with the impact upon the highway network as a result of the increase in pupil and staff numbers.

7. **Principle of Development**

7.1 Policy DC29 of the LDF states that educational premises should be of a suitable quality to meet the needs of residents. The proposed development

involves the provision of a building containing two new classrooms in order to accommodate the increasing demand for schooling in the Borough. The proposal is a necessary expansion for the school to continue to cater acceptably to the needs of existing and new students and thereby the wider community. The proposal is therefore acceptable in principle.

7.2 Paragraph 72 of the NPPF attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should give great weight to the need to create, expand or alter schools. The proposal complies with this guidance.

7.3 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.

8. Design/Impact on Street/Garden Scene

8.1 Policy DC61 states that development should respect the scale, massing and height of the surrounding physical context.

8.2 The proposed classroom would be a considerable distance from both Main Road and Lodge Avenue with screening provided by the existing grove of trees.

8.3 The height and roof design of the demountable would be similar to those of the existing school building and it would not be out of character with its surroundings.

8.4 The existing ground level will be lowered by up to 2.4 metres in the direction of the nature area to ensure that the building would be at the same level as the surrounding school buildings. The building will also be oriented towards the school and will not be facing any neighbouring dwellings. As the only proximate residential properties are in that direction it is not considered that the demountable would give rise to any harmful visual impact.

8.5 The proposal would involve the removal of a tree and earthworks in order to accommodate the building on the site. It should be noted that there are no TPOs on any of the trees on the site. While the proposal would involve works close to the central cluster of trees, a suitably worded condition would ensure that these works will not impact on the health of the trees.

8.6 The removal of the tree and earthworks are required to create a level platform to accommodate the classroom as well as the extension to the playground.

8.7 The earthworks are required to accommodate the building and create a more suitable platform for the playground. The change in ground levels are not considered to drastically alter the landform and the stone wall is small

in scale. There would not be any adverse visual effects of the proposed earthworks.

- 8.8 It is considered that the proposed demountable and associated landscaping would not have a detrimental impact on the character and appearance of the school or the surrounding area. The proposal is considered to be acceptable in design terms and in accordance with Policy DC61 and advice contained within the NPPF.

9. **Impact on Amenity**

- 9.1 Policy DC61 states that Planning permission will not be granted where the proposal results in unacceptable overshadowing, loss of sunlight/daylight, overlooking or loss of privacy to existing and new properties and has unreasonable adverse effects on the environment by reason of noise impact, hours of operation, vibration and fumes between and within developments.
- 9.2 While the proposed building will be located away from the existing cluster of buildings on the site and towards the southern boundary, it is considered that there will not be any adverse effects on the residential amenity of neighbouring occupiers as the proposed demountable would be located more than 40 metres from the nearest dwelling. Extensive screening is also provided along the site boundaries and the building would be set lower relative to the ground levels at the boundary giving the building an effective height of 1.1m above ground level as viewed from the boundary. The proposed demountable would also be oriented towards the existing cluster of buildings on the site and would not face towards any neighbouring dwelling. The proposal would not result in any material loss of privacy, outlook, sunlight or daylight to neighbouring properties.
- 9.3 The proposal would result in a 14% increase in the number of students within the site and increase the size of the playground area while moving it closer to the southern boundary. It is not considered that the increase in the size of the playground would lead to a perceptible increase in the noise levels received by the neighbouring sites as the increase in student numbers is small relative to the total number of pupils on the site and the sound is attenuated by the rise in level of the ground between the playground and the houses.
- 9.4 For the reasons given above it is considered that the proposal would not materially adversely impact on the amenity of neighbouring residential properties and complies with Policy DC61 and the requirements of the NPPF.

10. **Highway/Parking**

- 10.1 The applicant has provided a Transport Statement supporting the proposal. This report makes the following comments:

- The school has good accessibility for pedestrians to nearby residential areas and there are good facilities for pedestrians, particularly crossings at points of conflict
- There are numerous cycle lanes and way finding facilities for cyclists in the immediate area surrounding the site
- Whilst access to the site by public transport is considered poor and the site is not easily accessed by the London Underground, there are several regular bus services and a school bus service which serve the site
- The additional vehicle movements related to the development in the vicinity of the site will not have a material impact on the local highway network
- Additional parking demand associated with staff is anticipated to be accommodated on-site and additional demand associated with pupils can be accommodated within the wider highway network and Lodge Farm Park
- Appropriate recommendations have been made to amend the School Travel Plan (including mode shares for pupils and staff, increased cycle and scooter parking and demand management measures) in order to mitigate the effects of this increase

10.2 The proposal will result in an increase of 60 pupils as well as four teaching staff. There are currently 423 pupils and 56 members of staff and this will rise to 483 pupils and 60 members of staff. There are currently 25 dedicated staff car parking spaces (out of a total number of 29 spaces) within the school site. A total of 30 cycle parking spaces are provided for use by both staff and pupils. Four additional car parking spaces are proposed under a sister application (P0782.16) which is recommended for approval. The expansion of the school is anticipated to generate up to 20 pupil car journeys and two car trips from staff.

10.3 The car parking standards set out in the LDF require a maximum of 1 car parking space per teaching staff member. The proposal complies with this standard.

10.4 On street parking measures are currently in place within the locality including:

- Restricted parking along all the junctions and most of the apexes of the bends (in the form of double yellow lines) of the roads to the rear of the school, specifically St Ivians Drive, Tudor Drive and Repton Drive;
- The residents parking scheme along this section of Lodge Avenue is in place during the hours of 9:15am – 10am (Monday to Friday).
- The school 'Keep Clear' markings fronting the school in Lodge Avenue have also been updated to apply from 8am – 5pm (Monday to Friday throughout the year)

10.5 The main conclusions reached by the Transport Statement are:

- While the school is located in a residential area, none of the personal injury accidents in the last three years have involved children during the school peak hours

- The roads in the local area provide on-street parking with road markings in place to deter inappropriate parking that may represent a potential safety issue
- The roads surrounding the school provide a comprehensive network of footways and the school has pedestrian accesses from two gates to the west of the site on Lodge Avenue and to the east of the site on St. Ivians Drive.
- Dedicated cycle lanes are provided directly to the north of the site on Main Road. There are signed cycle routes through the local area to nearby town centres
- There are bus routes available on Main Road, which are a short walk from the school. While the school has poor accessibility it is noted that there is relatively limited demand for public transport from a primary school. As such this is not considered to be significant issue
- Parking demand was observed to be greater during the afternoon peak than the morning peak
- Parking demand was observed to be greater at the rear access on St. Ivians Drive during the morning peak, and greater on Lodge Avenue during the afternoon peak
- The expansion of the school is expected to generate a negligible increase in vehicular traffic, which is not considered to have an impact on the capacity or operation of junctions in the area
- On-street parking is available in the wider area and park and stride initiatives would reduce the impact of the School on the immediate area around the site
- Additional cycle and scooter parking is required at the site in order to meet the demand anticipated by the expansion. Additional demand may be required as a result of Travel Planning measures and further spaces should be provided through the Travel Plan. With the introduction of additional cycle and scooter parking, 'soft' mitigation measures, and management measures, it is considered that the proposed expansion would be acceptable in transport and highways terms

10.6 The Council Highways Department have raised no objections to the proposed development.

10.7 The Transport Statement demonstrates that the proposal would result in a negligible increase in traffic over and above the current situation. The proposal is not expected to cause any detrimental impact on the local highway network with additional parking demand mitigated by the provision of an extra parking places on-site assuming the approval of the sister application. It is considered that the relatively minor increase in traffic and demand for parking and the implementation of the mitigating measures to help manage this means that the proposal will not have a prejudicial impact on the road network and will be acceptable and in accordance with Policy DC33 and DC34.

11. **Trees and Ecological Issues**

11.1 While the proposal would result in the loss of a mature oak tree, the parallel application for an increase in the parking facilities by 4 spaces includes the planting of 4 new trees along the west side of the car park. During the site visit the case officer noted that the oak tree is not in particularly good condition and it is considered that the replacement of this tree and the two

diseased trees to the north of the car park with four healthy specimens would have a net beneficial effect on the local environment both visually and ecologically.

- 11.2 The ecological area of the school would be slightly reduced in size and the pond would be filled in and the area replanted. The application includes the creation of a nature trail around the perimeter of the ecological area. It is considered that the filling in of the pond would increase safety for the school children and the provision of the nature trail would considerably improve access to the area. It is considered that the benefits of these enhancements would adequately mitigate the slight loss area.

12. **Conclusion**

- 12.1 It is considered that the proposal would not harm the character of the school or the surrounding area, have a detrimental impact on the amenity of the occupants of neighbouring properties or result in unacceptable highway issues. The application complies with aims and objectives of Policy DC61 of the LDF Core Strategy and Development Control Policies Development Plan Document and is recommended for approval.

IMPLICATIONS AND RISKS

Financial Implications and risks:

None.

Legal Implications and risks:

The application relates to a land which is within the Council's ownership. This does not affect the planning considerations relating to this development. The Council's interests as applicant are considered separately from the Council's role as a Local Planning Authority.

Human Resource Implications:

None.

Equalities and Social Inclusion Implications:

None.

BACKGROUND PAPERS