



# REGULATORY SERVICES COMMITTEE

2 February 2017

# REPORT

**Subject Heading:**

P1844.16 - Broadford Primary School, Faringdon Avenue - Two storey block with a nursery and six classrooms, fenced external play area for the nursery and a canopy, ramps, a new car park, relining of current main visitor car park, the demolition of 1950's block of two refitted classrooms and a new canopy link between the existing school and the new block (received 5/12/16).

**Lead Officer:**

Helen Oakerbee - Planning Manager Applications

**Report Author and contact details:**

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**Ward**

Gooshays

**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

This matter is brought before committee as the application site is Council owned. The application seeks planning permission for a two storey block with a nursery and six classrooms, fenced external play area for the nursery and a canopy, ramps, a new car park, relining of current main visitor car park, the demolition of 1950's block of two refitted classrooms and a new canopy link between the existing school and the new block. Staff consider the application to be acceptable and recommend approval subject to conditions.

## RECOMMENDATIONS

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

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

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

2. Materials - The proposed development hereby approved shall be constructed in accordance with the materials detailed under Section 10 of the application form unless otherwise agreed in writing by the Local Planning Authority.

**Reason:** To 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.

3. The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (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.

4. Vehicle Cleansing - Before the development hereby permitted is first commenced, vehicle cleansing facilities to prevent mud being deposited onto the public highway during construction works shall be provided on site in accordance with details to be first submitted to and approved in writing by the

Local Planning Authority. The approved facilities shall be retained thereafter and used at relevant entrances to the site throughout the duration of construction works. If mud or other debris originating from the site is deposited in the public highway, all on-site operations shall cease until it has been removed. The submission will provide;

- a) A plan showing where vehicles will be parked within the site to be inspected for mud and debris and cleaned if required. The plan should show where construction traffic will access and exit the site from the public highway.
- b) A description of how the parking area will be surfaced, drained and cleaned to prevent mud, debris and muddy water being tracked onto the public highway;
- c) A description of how vehicles will be checked before leaving the site – this applies to the vehicle wheels, the underside of vehicles, mud flaps and wheel arches.
- d) A description of how vehicles will be cleaned.
- e) A description of how dirty/ muddy water be dealt with after being washing off the vehicles.
- f) A description of any contingency plan to be used in the event of a breakdown of the wheel washing arrangements.

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

5. 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.

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

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

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

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

8. Before any works commence a scheme for any new plant or machinery shall be submitted to the local planning authority to achieve the following standard. 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  $L_{A90} - 10\text{dB}$  and shall be maintained thereafter to the satisfaction of the Local Planning Authority.

Reason: Insufficient information has been supplied with the application to judge the technical specifications of any plant or machinery to be installed. Submission of this detail prior to commencement of the use will protect the amenity of occupiers of nearby premises and ensure that the development accords with Development Control Policies Development Plan Document Policies DC55 and DC61.

9. Parking provision - Before the proposed classrooms hereby permitted are first occupied, the proposed car park shown on Drawing No. B08600BC/A/P910.002 shall be laid out and surfaced to the satisfaction of the Local Planning Authority and retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose.

**Reason:** To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety, and that the development accords with the Development Control Policies Development Plan Document Policy DC33.

10. Construction Method Statement - 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.

- 11. The development hereby permitted shall be undertaken in accordance with the details outlined in the submitted Detailed Flood Risk Assessment dated November 2016.

**Reason:** In the interests of ensuring that foul and surface water is effectively managed, that underground storage water capacity is created and that the development does not give rise to additional flood risk in the locality. To furthermore comply with policies CP15, DC48, DC49, DC51, DC58, DC59 and DC61 of the Development Control Policies Development Plan Document and policies 5.3, 5.12, 5.13, 5.14, 7.13 and 7.19 of the London Plan.

#### 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.

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

- 1.1 The application site is Broadford Primary School, which is accessed from Faringdon Avenue and Chatteris Avenue. The site is bounded by residential properties with associated front and rear gardens. There are various changes in ground level across the site and in the locality. It is noted that the

ground level slopes downhill from south east to north west. Faringdon Avenue slopes downhill from north east to south west.

## **2. Description of development:**

- 2.1 The application seeks permission for a two storey block with a nursery and six classrooms, fenced external play area for the nursery and a canopy, ramps, a new car park, relining of current main visitor car park, the demolition of 1950's block of two refitted classrooms and a new canopy link between the existing school and the new block.
- 2.2 The building would have a maximum width of approximately 23.6 metres, a maximum depth of 44.7 metres and a maximum height of 7 metres. The proposed materials include facing brickwork, render, rainscreen cladding, curtain walling, aluminium standing seam pitched roofs and a single ply membrane flat roof.
- 2.3 A teaching block that was not fit for use was demolished in August 2016. The proposed two storey block will have a 214 square metres nursery at the front of the school site to facilitate a 60 place nursery provision. The lower ground floor will have a multi-purpose hall with a store, 3 classrooms (with additional pupil storage and toilet facilities), 1 staff room, 1 SEN group room and one accessible toilet. There would be 3 no. classrooms, a cleaner's store and a wheelchair bay located on the first floor. There will be a new fenced external play area for the nursery and a canopy located directly off the nursery.
- 2.4 A new car park is proposed to the south of the site (with access from Chatteris Avenue) providing 28 new vehicle parking spaces. The main visitor car park (central east of the site) will be relined to provide 15 car spaces (two of which would be disabled spaces). There will be 13 more spaces in comparison with the existing provision for vehicle parking, totalling 43 parking spaces, once both development phases are completed.
- 2.5 Broadford Primary School is currently operates as a 2 form entry school with a 30 FTE (full time education) place maintained nursery providing educational requirements for approximately 509 children aged from 3-11 years from the surrounding local areas. The proposal seeks to expand the school from 2 to 3 forms of entry from September 2017 raising the primary intake from 420 to 630 children. This will be done on a phased increase starting with the implementation by September 2017.
- 2.6 The permanent expansion of Broadford Primary School from 2 to 3 forms of entry is necessary to ensure that the school can fulfil its statutory duty of securing sufficient school places to meet the needs of children and families in Havering. The additional classrooms required to accommodate the expansion are designed to be in permanent buildings with enhanced facilities suitable for the increased pupil numbers.
- 2.7 The nursery will also be expanded from 30 FTE places to 60 FTE places by September 2018 to cater for the potential shortfall of places projected in the Gooshays Ward. The expansion of Broadford nursery will help meet the

projected demand for early education places in the Harold Hill area from September 2018 and will support the delivery of the 30 hour free childcare offer when it comes into force by September 2017.

- 2.8 The expansion would be in two phases. Phase 1 consists of a new replacement two storey block and a car park with 28 no. vehicle spaces. Phase 2 consists of the demolition of the mid-1950's block of refitted 2 no. classrooms, relining the current main visitor car park (providing 8 no. vehicle spaces) and external works to the north of the site and a new canopy link between the existing school and the new block.

#### 4. **Relevant History:**

There is extensive history, the most recent is listed as follows:

P0800.16 - Proposed erection of a 6m high rope climbing pyramid with safety play surface below, on area of existing playing field - Approved.

P1030.15 - Erection of a free standing canopy 20m by 11m over existing playground area - Approved.

P0174.14 - Single storey extensions - Approved.

P0852.12 - Infill flat roof extension and ramp - Approved.

P1014.11 - Single storey nursery extension to existing primary school - Approved.

#### 5. **Consultations/Representations:**

- 5.1 The occupiers of 134 neighbouring properties were notified of this proposal. Three letters of objection (two were from the same address) and one letter of representation were received with detailed comments that have been summarised as follows:

- Flooding and contaminated water.
- Drainage.
- Increased surface water as a result of the proposal.
- A flood risk assessment could be carried out on the site.
- Impact on neighbouring amenity, noise, disturbance and mess during construction works.
- Loss of privacy.
- Visual impact on the streetscene.
- The height of the proposed development.

- 5.2 Emergency Planning & Business Continuity - Owing to the geography of the surrounding site, the following recommendations for this development are:

- A Sustainable Urban Drainage System to manage the surface water on site, which will offer some protection from run off to surrounding properties.

- The introduction of Rain Water Harvesting so allowing the management of water on site.
- A Resilient Maintenance regime to ensure all surface water management systems introduced continue to maintain effectiveness.
- Resilient flood protection including electrics from first floor non return valves to drainage systems, flood resilient materials e.g. plaster, floor membrane, etc and height of the building to surrounding land to be increased.

5.3 Fire Brigade - It is not clear from the plans if adequate access for fire brigade vehicles is provided. In the case of buildings with a floor area up to 2,000m<sup>2</sup> and with a top storey up to 11m above ground level, access for fire brigade vehicles should be provided to 15 percent of the perimeter of the building; or to within 45m of every point on the projected plan area (or footprint of the building) whichever is less onerous. For buildings between 2000 and 8000m<sup>2</sup> with a floor up to 11m above ground level, access should be provided to 15 percent of the perimeter of the building. In both cases, every elevation to which vehicle access is provided should have a suitable door(s) not less than 750mm wide, giving access to the interior of the building. Access roadways should have a minimum width of 3.7m between kerbs and be capable of supporting a vehicle with a minimum carrying capacity of 14 tonnes. Any dead end access roads in excess of 20m in length should be provided with adequate turning facilities. Gateways should have a minimum clear width of 3.1m. No new fire hydrants are required.

5.4 Environmental Health - Recommend a condition regarding any new plant or machinery if minded to grant planning permission.

5.5 The Highway Authority has no objection to the proposal and recommends three conditions if minded to grant planning permission.

5.6 In response to the above, comments regarding drainage are not material planning considerations. Flooding is covered in section 8 of this report. Noise, disturbance and wheel washing during construction can be addressed by appropriate planning conditions. The remaining issues are covered in the following sections of this report.

## 6. **Relevant policies:**

6.1 Policies CP8 (Community Facilities), CP15 (Environmental Management), CP17 (Design), DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car parking), DC34 (Walking), DC35 (Cycling), DC48 (Flooding), DC49 (Sustainable Design and Construction), DC51 (Water supply, drainage and quality), DC55 (Noise), DC58 (Biodiversity and Geodiversity), DC59 (Biodiversity in new developments) and DC61 (Urban Design) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Documents are material planning considerations. In addition, Policies 3.18 (Educational facilities), 5.12 (Flood risk management), 5.3 (Sustainable design and construction), 5.12 (Flood risk management), 5.13 (Sustainable drainage), 5.14 (Water quality and wastewater infrastructure), 6.13 (Parking), 7.13 (Safety, security and resilience to



emergency), 7.19 (Biodiversity and access to nature) and 7.4 (Local character) of the London Plan and Chapters 7 (Requiring good design), 8 (Promoting healthy communities) and 10 (Meeting the challenge of climate change, flooding and coastal change) of the National Planning Policy Framework are relevant.

## **7. Staff Comments**

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

### **7.2 Principle of Development**

7.2.1 The proposal is for the extension of an existing school site, which is acceptable in principle and complies with LDF Policy DC29.

### **7.3 Impact on the streetscene**

7.3.1 There is no objection to demolishing the 1950's block of two refitted classrooms. The roof of the nursery has a saw tooth design with a larger flat roof two storey element to the rear. It is considered that the two storey block with a nursery and six classrooms would integrate satisfactorily with the streetscene, as its flank wall would be set in approximately 30 metres from the north eastern boundary of the site, which would help to mitigate its impact. Staff consider that the fenced external play area for the nursery and canopy would not adversely affect the streetscene, as they would be set back between approximately 13 and 19 metres from the south eastern boundary of the site. It is considered that the creation of a new car park accessed from Chatteris Avenue would not be materially harmful to the streetscene, as it would be located adjacent to an existing vehicular service/staff access road and hardstanding area, which is used to park vehicles. Staff consider that the new canopy link would integrate satisfactorily with the streetscene, given its proportions and as it would be located between the existing school and the new two storey block.

### **7.4 Impact on amenity**

7.4.1 It is considered that the creation of a new car park accessed from Chatteris Avenue would not be materially harmful to residential amenity, as there would be a separation distance of approximately 13 metres between the south eastern boundary of the nearest residential property at No. 6 Chatteris Avenue and north western boundary of the proposed car park, which would help to mitigate its impact. Also, the existing access road would be used to access the proposed car park. The existing access road currently provides access for staff and servicing. It is considered that there would be a material increase in the use of this access road, although this is not deemed to be materially harmful to residential amenity, as it would be mainly used during the day time, (as opposed to very early morning or late evening). In addition,

the access road would be used during term time, which minimises the potential for noise and disturbance during the school holidays.

7.4.2 Staff consider that the new canopy link would not be harmful to residential amenity, given its proportions and as it would be located between the existing school and the new two storey block. It is considered that the two storey block with a nursery and six classrooms would not be materially harmful to residential amenity, as its flank wall would be set in approximately 30 metres from the north eastern boundary of the site, which would help to mitigate its impact. Staff consider that the fenced external play area for the nursery and canopy would not adversely affect the amenity of adjacent occupiers, as they would be located approximately 14 and 19 metres from the south eastern boundary of the site.

7.4.3 It is recognised that an additional two hundred and ten pupils and 30 full time education places for the nursery would increase noise and disturbance, although this would be balanced against pupils and children utilising the whole of the school and nursery site. Given the existing use of the site as a school and nursery it is not considered the increase in pupil numbers would result in a material change in the character or use of the site sufficient to justify refusal on grounds of noise and disturbance.

## 7.5 Highway/parking issues

7.5.1 Broadford Primary School presently has 420 full time education pupils and 65 staff (of which a proportion has part-time hours). The proposals seek to provide six new classrooms and expand the school to a 3 form entry. Therefore, there would be 210 additional pupils and 12 additional staff. The nursery will also be expanded from 30 to 60 full time education places. There is a current main visitor car park with 8 spaces, which are not marked out. The proposal involves the relining of this car park with 8 spaces (two of which would be disabled car parking spaces). As part of Phase 1, a new car park is proposed to the south of the site providing 28 new vehicle parking spaces, which Staff consider would greatly improve the existing car parking arrangements.

7.5.2 The application site has a PTAL Rating of 1b. Annex 5 of the Development Plan Document sets a maximum staff car parking standard of 1 space per member of teaching staff. The proposal would provide 36 car parking spaces for 77 staff. The Highway Authority considers the staff parking element to be acceptable. Although the provision would be below 1 space per member of teaching staff, the level of overall provision would be significantly better than existing, which equates to 65 staff and 8 spaces.

7.5.3 The Highway Authority has no objection to the proposal. Parking and road safety impacts have been identified and require mitigation. Two mitigation measures have been suggested by Highways, namely a review of parking restrictions in the area around the school and the submission of a school travel plan to consider measures to reduce vehicular trips. Staff are satisfied that the measures proposed, which can be secured by planning condition, would be sufficient to mitigate against any adverse highways issues likely to

arise from the development and that the proposal would be acceptable in this respect.

## 8. **Flooding**

- 8.1 A preliminary review of flood risk has indicated that the site is situated in an area classified as 'Zone 1 Low Probability' (i.e. outside the 1000 year fluvial floodplain of the nearby Paines Brook and Ingrebourne River). As the overall development site is greater than one hectare in area, a Flood Risk Assessment was carried out to assess both the risk of flooding to the proposed development and the potential impact that this may have upon the localised flooding regime. The proposal to provide "More Vulnerable" development within "Zone 1 Low Probability" has passed the Sequential Test in accordance with the NPPF. In accordance with the NPPF, the potential impacts of Climate Change have been considered in the assessment of flood risk. The outcome of this assessment determined it is not necessary to undertake a detailed Climate Change analysis of flows in the local rivers as the development plot is significantly outside the flood plain.
- 8.2 Storm Water Drainage Design for the new staff car park includes the provision of a 16m<sup>3</sup> attenuation tank and a hydro brake to limit the discharge from this area to the Greenfield Run-off Rate. The car park will therefore have a neutral effect on storm water drainage from the site. The redevelopment of the Broadford Primary School site will provide a net reduction in the impermeable surface area discharging into the local sewerage network. This stage of redevelopment will contribute a net reduction of 526m<sup>2</sup> of impermeable surface, which will revert to soft landscaping. This will therefore reduce the pressure on the local sewerage network and potentially reduce problems elsewhere.
- 8.3 The likelihood and consequence of flooding within the proposed site has been comprehensively and carefully considered. This analysis has shown that the risk of flooding to the site is minimal and the development will have a neutral effect on Regional Flood Risk and following the implementation of the Storm Water Drainage Design for the new staff car park will have a beneficial effect on Local Flood Risk. This robust management strategy has been developed to fully meet the intent of the NPPF.

## 9. **Conclusion**

- 9.1 Staff are of the view that a two storey block with a nursery and six classrooms, fenced external play area for the nursery and a canopy, ramps, a new car park, relining of current main visitor car park, the demolition of a 1950's block of two refitted classrooms and a new canopy link between the existing school and the new block to Broadford Primary School would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. It is considered that the proposal would not create any highway, parking or flooding issues. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be granted subject to conditions.

## **IMPLICATIONS AND RISKS**

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

None.

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

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

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

None.

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

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

## **BACKGROUND PAPERS**

Application forms and plans received 5/12/2016.