



# REGULATORY SERVICES COMMITTEE

23 March 2017

# REPORT

**Subject Heading:**

P0088.17 – Crownfield School House, White Hart Lane, Romford – Single storey rear extension and a new fenced playground. (received 20/01/17 and a revised plan received 1/03/17).

**Lead Officer:**

Helen Oakerbee - Planning Manager Applications

**Report Author and contact details:**

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**Ward**

Mawneys

**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 and the application is contrary to Green Belt policy. The fact that the site is Council owned does not have any material bearing on the consideration of this planning application.

The application seeks planning permission for a single storey rear extension and canopy roof to the School House building and a new fenced playground. 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. In accordance with the plans - 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. 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. Noise - Before the development hereby permitted commences details of a scheme shall be submitted to and approved in writing by the local planning authority which specifies the provisions to be made for the control of noise emanating from the proposed nursery building. Such scheme as may be approved shall be implemented prior to first occupation and thereafter retained in accordance with such details.

**Reason:** Insufficient information has been supplied with the application to judge the provisions to be made for the control of noise emanating from the proposed nursery. 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.

6. Plant or machinery - 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

## 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.

## REPORT DETAIL

### 1. **Site Description:**

- 1.1 Crownfield School House is located on the western side of White Hart Lane in Collier Row. The nursery site is located in the edge of suburban Collier Row, with a three storey block of flats (Rutland House) and two storey residential dwellings, allotment gardens and the Educational Nature Reserve to the north and the River Rom and farm land to the west. Crownfield Infant and Junior Schools are located to the south. The site is located within Metropolitan Green Belt.

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

- 2.1 The application seeks permission for a single storey rear extension and canopy roof to the School House building and a new fenced playground with hardstanding. The extension would have a depth of approximately 12.6 metres, a width of 7.4 metres and a height of 4.8 metres. The proposed materials include white painted render, grey concrete tiles to match the existing ones and white powder coated aluminium windows and doors. The canopy roof would have a width of 7.4 metres, a depth of 3.5 metres and a maximum height of 2.8 metres.
- 2.2 The nursery provides childcare for 30 children between the age of 3 and 4. The proposed expansion scheme would provide for 62 children, of which up to 8 would be of 2 years of age and the rest would be aged 3 and 4. As part of a general scheme to improve the nursery offer within the London Borough of Havering, the nursery at Crownfield Infant School was chosen along with other sites, for the expansion of nursery provision.

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

#### 3.1 Crownfield Infants School

P1528.16 - Proposed school expansion which will consist of the following: a new stand alone building to expand the Infants School consisting of 4 no. classrooms, toilets and a hall, widening of an existing footpath, repositioning of an existing fence, re-positioning of pitch markings, the demolition of existing brick stores, breaking out a large concrete slab and the formation of a new playground - Approved.

P0148.09 - Removal of dilapidated demountable classroom at rear of infant school building and change of use of the existing caretaker's bungalow to accommodate a pre-school playgroup, side extension and associated external works - Approved.

#### Crownfield Junior School

P1532.16 - A new modular building to the junior school, consisting of 4 no. classrooms and toilets and a new netball court with a canopy over – Approved.

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

- 4.1 The occupiers of 41 neighbouring properties were notified of this proposal. No letters of representation have been received.
- 4.2 Historic England - The proposal is unlikely to have a significant effect on heritage assets of archaeological interest. No further assessment or conditions are therefore necessary.
- 4.3 Environmental Health - No comments regarding contaminated land or air quality. Recommend two conditions regarding controlling noise emanating from the building and any new plant or machinery if minded to grant planning permission.
- 4.4 The Highway Authority has no objection to the proposals.

#### **5. Relevant policies:**

- 5.1 Policies CP8 (Community Facilities), CP14 (Green Belt), CP17 (Design), DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car parking), DC34 (Walking), DC35 (Cycling), DC45 (Green Belt), DC55 (Noise) and DC61 (Urban Design) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Documents are material planning considerations. In addition, Policies 3.18 (Educational facilities), 6.13 (Parking), 7.16 (Green Belt) and 7.4 (Local character) of the London Plan and Chapters 7 (Requiring good design), 8 (Promoting healthy communities) and 9 (Protecting Green Belt Land) of the National Planning Policy Framework are relevant.

#### **6. Staff Comments**

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

#### **6.2 Principle of Development**

- 6.2.1 The site is currently in educational use with a nursery, Crownfield Junior and Infant schools and associated hard surfaced areas and green open space including playing fields. The proposal would not change the use of the land - it would remain in educational use. Retaining community facilities (which includes education) is supported by Core Policy CP8 of the LDF. Furthermore, policy in the NPPF states that Local Planning Authorities should give great weight to the need to create, expand or alter schools (para 72). Policy 3.18 of the London Plan states that development proposals which enhance education and skills provision will be supported; proposals for new schools should be given positive consideration; multiple use of educational facilities for community or recreational use should be encouraged and

proposals that encourage co-location of services between schools and colleges and other provision should be encouraged in order to maximise land use, reduce costs and develop the extended school or college's offer. Staff therefore consider that the proposed development of the site for educational purposes would be acceptable in land use terms.

6.2.2 The main consideration in terms of the principle of the development relates to the Green Belt allocation of the site. Chapter 9 of the NPPF states that a local planning authority should regard the construction of new buildings as inappropriate development in the Green Belt. An exception to this is the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building. In this instance, it is considered that the proposal would result in disproportionate additions over and above the size of the original building and as such the proposed development is inappropriate development, harmful to the Green Belt and is considered to be a departure from the development plan.

6.2.3 As with previous Green Belt Policy, the NPPF states that inappropriate development should not be approved, except in very special circumstances. It is for the applicant to show why permission should be granted.

6.2.4 The following very special circumstances are considered to outweigh the in principle harm to the Green Belt through inappropriateness:

- The Local Authority is required by legislation to secure early education entitlement places by offering 570 hours a year over no fewer than 38 weeks for every child in the borough from the relevant date; until the child reaches compulsory school age (the beginning of term following their fifth birthday). This is equivalent to 3 and 4 year olds accessing 15 hours of early years provision per week across 38 weeks. From September 2017, this 15 hour offer will increase for working families who will be entitled to up to 30 hours of childcare per week for 3 and 4 year olds. At present, there is not enough places available in Mawneys Ward to accommodate the estimated number of 3 and 4 year olds eligible for a 30 hour place. The proposal is to expand the existing nursery provision at Crownfield Infant School in the Mawneys ward from 32 to 62 places to facilitate the delivery of the 30 hour offer for 3 and 4 year olds.

6.2.5 Staff consider that the policy position (with a favourable consideration for new educational facilities) and the very special circumstances apply such that the harm to the Green Belt is outweighed in this particular case.

### **6.3 Impact upon the Metropolitan Green Belt**

6.3.1 It is considered that the single storey extension to the nursery does detract from the openness of the Metropolitan Green Belt. However, the extension and canopy roof would be located within the existing fenced area that serves the nursery, which is previously developed land. The extension would maintain the same roof form and height of the existing building, which helps to minimise its bulk. The canopy roof would be an open structure, which

would help to mitigate its impact. Staff consider that the hardstanding playground would not result in material harm to the Green Belt, as it would be located to the rear of the building, its surface area is not judged to be particularly large and it would border a grassed area, which would help to mitigate its impact.

#### **6.4 Impact on the streetscene**

6.4.1 It is considered that the proposed development would not be harmful to the streetscene, as it would be located to the rear of the Crownfield School House, where there would be a minimum separation distance of 26 metres from White Hart Lane. It is considered that the single storey rear extension has been designed in sympathy with the existing building, as it would replicate its design, height and width. Also, the canopy roof would be an open structure, which would help to mitigate its impact.

#### **6.5 Impact on amenity**

6.5.1 It is considered that the proposed development would not be harmful to residential amenity, as the extension is single storey and would replicate the design, height and width of the Crownfield School House. The proposed development is relatively well separated from neighbouring properties. There would be a minimum separation distance of approximately 16 metres between the northern flank of the proposed single storey rear extension to the building and the front façade of the nearest residential dwellings at No.'s 1-6 Rutland House, which would help to mitigate the impact of the proposal. It is recognised that an additional 32 children would increase noise and disturbance, although this would be balanced against children utilising the whole of the nursery site. Given the existing use of the site as a nursery, it is considered the increase in the number of children would not result in a material change in the character or use of the site sufficient to justify refusal on grounds of noise and disturbance. In addition, the proposal involves relocating the playground further away from neighbouring occupiers.

#### **6.6 Highway/parking issues**

6.6.1 The parking provision has been assessed for the nursery as well as Crownfield Junior and Infant Schools, as they share a car park on the application site. 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 number of staff for the nursery would increase from four to six full time staff. Therefore, there would be 32 additional children and 2 additional staff. There are 51 car parking spaces on the site.

6.6.2 It is noted that planning application P1528.16 for an expansion of Crownfields Infant School involved the creation of 9 additional car parking spaces, bringing the total to 60 car parking spaces for Crownfield Junior and Infant Schools with 49 staff. The provision of 60 car parking spaces exceeded the maximum requirement of 49 spaces, which was sufficient. There would be two additional full time staff for the extended nursery and

given that the level of parking provision exceeded the maximum requirement for application P1528.16, Staff consider that the proposal would not create any parking or highway issues. The Highway Authority has no objection to this proposal for Crownfield School House.

## **7. Conclusion**

- 7.1 Staff are of the view that the proposed single storey rear extension and canopy roof to the School House building and a new fenced playground would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. It is considered that the proposal would not create any highway or parking issues. The very special circumstances case put forward is considered to clearly overcome the identified harm to the Green Belt. 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 20/01/2017 and a revised plan received 1/03/2017.