



REGULATORY SERVICES COMMITTEE

23 March 2017

REPORT

Subject Heading:

P0154.17 - Hylands Primary School,
Granger Way, Hornchurch

Proposed New 2-storey block to the rear of the school, infill of the existing courtyard area to centre of school. External landscape works to existing car park area to create 15 additional parking spaces. (Received 31/01/17).

Ward:

Romford Town

Lead Officer:

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Planning Manager

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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 [X]
- Residents will be proud to live in Havering [X]

SUMMARY

This application is put before Members as the premises relates to a Council owned school and objections have been received. The proposal is for the construction of a 2 storey extension to the south-eastern part of the school, an infill development to the centre of the school and the provision of 15 additional parking spaces to the east of the existing staff parking area. The proposals will increase the number of pupils at Hylands Primary School from 2 to 3 forms of entry.

The proposal raises considerations in relation to impact on neighbouring amenity, the impact on streetscene, surrounding area and residential amenity and parking and highway issues.

Staff consider that, subject to conditions the proposal is acceptable and it is recommended that planning permission is granted.

RECOMMENDATIONS

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

2. In Accordance with Plans

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

3. Parking Provision

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

Reason: To ensure that car parking 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.

4. External Materials

Before any of the development hereby permitted is commenced, written specification of external walls and roof materials to be used in the construction of the building(s) shall be submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of the external finishing materials to be used. Submission of samples prior to commencement will safeguard the appearance of the premises and the character of the immediate area and will ensure that the development accords with the Development Control Policies Development Plan Document Policies DC54 and DC61.

5. Landscaping

No works shall take place in relation to any of the development hereby approved until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and shrubs on the site, and details of any to be retained, together with measures for the protection in the course of development. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

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

6. 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.

7. Travel Plan

Prior to the occupation of the development hereby permitted, a revision to the existing Travel Plan which reflects the increase in pupil numbers shall be submitted to and approved in writing by the Local Planning Authority. The revised Travel Plan shall include a review of walking routes and conditions in the area around the school and 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. To ensure the interests of pedestrians and their desire lines are considered; and to accord with Policy DC34.

8. Air Quality Assessment

- a) Prior to the commencement of the development hereby approved, an Air Quality Assessment Report shall be submitted to and agreed by the Local Planning Authority. The air quality report will need to consider both the issues of pollution from motor vehicles and the construction works. The report shall detail: how the development may impact upon local air quality, model the future impact, identify mitigation measures, provides full details of measures that will be implemented (or continue to be implemented) after development to protect both the internal air quality of buildings and to ensure that there is no adverse impact on air quality in the vicinity of the development.
- b) The use hereby permitted shall not commence until all measures identified in the Air Quality Assessment Report have been shown to be implemented to the satisfaction of the Local Planning Authority in writing.

Reason: To protect the amenity of future occupants and/or neighbours and in the interests of the declared Air Quality Management Area.

9. Parking Restriction Review

Within 18 months of the development being brought into use a review of parking restrictions within 500 metres of the school pedestrian entrance 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 near the school and to ensure that pedestrian desire lines across junctions or other 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.

10. 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 break-down 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.

INFORMATIVES

1. 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.
2. 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.
3. The developer (including their representatives and contractors) is advised that planning consent does not discharge the requirements of the New Roads and Street Works Act 1991 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works of any nature) required during the construction of the development. Please note that unauthorised work on the highway is an offence.
4. The developer is advised that if construction materials are proposed to be kept on the highway during construction works then they will need to apply for a license from the Council. If the developer requires scaffolding, hoarding or mobile cranes to be used on the highway, a licence is required and Streetcare should be contacted on 01708 434343 to make the necessary arrangements. Please note that unauthorised use of the highway for construction works is an offence.
5. To the extent that any part of the application site is held for open space purposes it may under a separate legal procedure be subject of a proposed appropriation under section 122(2A) of the Local Government Act 1972.

REPORT DETAIL

1. Site Description

- 1.1 The application site is Hylands Primary School in Granger Way. The school faces west onto Granger Way and Benjamin Close. The part of the school site involved in this application is located in the south eastern corner of the site and the car parking area along the western part of the site. The site is surrounded by residential development to the north, west and south and by Frances Bardsley School for Girls to the east.

2. Description of Proposal

- 2.1. The proposal is for the construction of a 2 storey extension to the south-eastern part of the school, an infill development to the centre of the school and the provision of 15 additional parking spaces to the east of the existing staff parking area.
- 2.2 The 2-storey building will measure 31m in length and 11m in width. The extensions will measure 7.8m in height to the top of the flat roof. The additional space would create 3 no. classrooms and boys and girls w.c. at ground floor and 3 no. classrooms and boys and girls w.c. at first floor.
- 2.3 The infill development will be to the centre of the school and will provide a library at ground floor and study area, gallery and 2 no. offices at first floor.
- 2.4 Havering is currently experiencing an increase in demand for school places, due to rising birth rates and families moving into the borough from other parts of London, the UK and abroad. Havering has seen an increase of over 45% in the number of births between calendar years 2002 and 2015. Planned major housing developments and regeneration schemes and other demographic changes in some areas in Havering have also led to more families with school age children moving into these areas, increasing the demand for school places.
- 2.5 Hylands Primary School is located in the Romford planning area where there has been a rapid housing growth with up to 983 housing units completed from 2014 up to March 2015, 355 expected completions by the end of 2016 and about 3290 units planned for completion beyond 2016. This is in addition to the planned regeneration programmed of some Romford housing estates with approximately 1000 proposed units. The birth rate in this area has also increased by 15% between 2010/2011 and 2014/2015.
- 2.6 The proposal seeks to expand Hylands Primary School from 2 to 3 forms of entry from September 2017, raising the primary intake from 420 to 630. The expansion will be done in a phased approach with an increase of 30 pupil places per year. It is anticipated that the school will require 10 additional members of staff to facilitate the expansion. As the school currently operates with two bulge classes and is attended by 461 primary pupils, the net increase above the existing numbers will be of 169 pupils and 10 staff.
- 2.7 The proposal will also provide 15 additional parking spaces on the eastern side of the existing parking area.

3. Relevant History

- 3.1 P0320.16 - Installation of a single storey flat roof demountable building for use as classroom - Approved with Conditions
- 3.2 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 - Approved with Conditions.

4. Consultations/Representations

4.1 Neighbour notification letters were sent to 101 properties and 13 letters of representation were received which consisted of 2 letters of comments, 1 letter of support and 10 letters of objection raising the following concerns:

- Overlooking bungalows to the rear of the site
- Object to the physical characteristics of the building
- Additional vehicles will worsen the existing dangerous conditions on site where there is a conflict between pedestrians and vehicles
- Additional parking will worsen the existing drainage problems on site.
- Strong belief by residents that the grass bank bordering the existing car park contains asbestos.
- Increase in headlight glare
- Will worsen the existing problems with traffic in the area.
- Increase in vehicle emissions

4.2 The following consultation responses have been received:

- The London Fire Brigade - no objection.
- Highways - concerns raised regarding the additional pressure for parent parking in the surrounding streets and request conditions to be added in order to mitigate the concerns.
- Environmental Health raised no objection provided that a condition is added requesting an Air Quality Report to be done prior to commencement of development.

5. Relevant Policies

5.1 Policies CP17 (Design), DC26 (Location of Community Facilities), DC29 (Educational Premises), DC32 (Road Network), DC33 (Parking), DC34 (walking), DC35 (Cycling), DC55 (Noise) and DC61 (Urban Design) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Documents are material planning considerations.

5.2 In addition, Policies 3.18 (Educational facilities), 3.19 (Sport facilities) 6.1 (Transport), 6.9 (cycling), 6.10 (walking), 6.13 (parking) and 7.4 (Local character) of the London Plan and Chapters 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 to be considered by Members in this case are the principle of development, impact on streetscene, impact upon neighbouring occupiers and highway/parking issues.

6.2 *Principle of development*

6.2.1 The proposal is for an extension to the existing school building and additional parking space provision. Such proposals are given strong encouragement through London Plan Policy 3.18. The proposal is acceptable in principle and complies with LDF Policy DC29.

6.2.2 Paragraph 74 of the NPPF states that: Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

6.2.3 The proposal would not result in the loss of playing fields. Although some hardstanding space would be lost, Staff do not consider this to be significant given the significant amount of open space and playing space available on site.

6.3 *Design/Impact on Streetscene*

6.3.1 Policy DC61 of the LDF Development Plan Document seeks to ensure that new developments are satisfactorily located and are of a high standard of design and layout. Furthermore, the appearance of new developments should be compatible with the character of the surrounding area, and should not prejudice the environment of the occupiers and adjacent properties. Policy DC61 of the DPD states that planning permission will only be granted for development which maintains, enhances or improves the character and appearance of the local area.

6.3.2 The proposed additions are situated to the rear and centre of the existing building and cannot be viewed from Granger Way or Benjamin Close.

6.3.3 The proposed additions will not result in harm to the surrounding area as they are in keeping with the existing school building in terms of size and overall height.

6.4 *Impact on Amenity*

6.4.1 Policy DC61 considers that new developments should not materially reduce the degree of privacy enjoyed by the occupants of adjoining properties or have an unreasonably adverse effect on sunlight and daylight to adjoining properties.

6.4.2 Staff do not consider the proposal to have an unacceptable impact on neighbouring residential occupiers in term of overlooking, loss of light or loss

of outlook. The residential properties closest to the two storey extension are the bungalows along Rossall Close to the south of the subject site. The extension will be situated approximately 27m from the nearest residential boundary to the south and approximately 38m from the nearest residential dwelling.

- 6.4.3 The proposal would also provide 15 additional car parking spaces to the eastern boundary of the existing car parking area. Staff acknowledge that there would be some increase in noise and disturbance to the neighbouring occupiers situated to the western side of Granger Way, as a result of the comings and goings of vehicles within this car parking area, however this will take place principally before and after the main school day and as such, the impact is considered to be acceptable, particularly when this part of the school site is already used for staff car parking. The intensification of the use of the car park in itself (ie. the parking of cars) is not considered to give rise to a level of harm which would be prejudicial to residential amenity.
- 6.4.4 There is no particular air quality issues in relation to Brentwood Road or surroundings at present and the increase in vehicles that could potentially result in relation to the proposal is unlikely to result in significant air quality issues, however, Environmental Health have requested an Air Quality Assessment report to be submitted prior to any development on site in order to address any particular concerns with vehicle emissions.

6.5 *Parking and Highway Issues*

- 6.5.1 The applicant has submitted a comprehensive Transport Statement which reviews the existing transport and highway conditions at the school site and the area surrounding the schools, identifies the transport and highways impacts of the development proposal, determines whether the expansion in pupil and staff places would have a material impact on the local highway network and outlines any mitigation measures necessary to address the impacts identified.
- 6.5.2 The Transport Statement concluded that the site is easily accessed by pedestrians and also has 3 bus routes within a 3-minute walk from the school. Parking surveys have concluded that there is limited residual on street capacity for parent parking, drop off and collection in both (morning and afternoon) peak periods due to widespread CPZ restrictions. These restrictions are listed in more detail below.
- 6.5.3 **Benjamin Close** leads to the main pedestrian access into the HPS and as such it is subject to a high pedestrian footfall associated with the School peak periods. The street has 21 resident permit holder parking bays, located off-street which form part of a controlled parking zone (CPZ). The bays are restricted to resident permit holders only between Monday to Saturday, 8:30 – 18:30. The street is subject to single yellow line restriction along both sides of the carriageway and there are 'School Keep Clear' markings in the vicinity of the pedestrian access to the site, at the end of the street. Benjamin Close is subject to a 20mph speed restriction.

- 6.5.4 **Granger Way** is subject to double yellow line restrictions along the majority of the road. There are 34 parking spaces along the footway of the road marked with white lines and have a different surface finish to that on the footway. These spaces are subject to CPZ restrictions and are dedicated for resident permit holders only between Monday to Saturday, 08:30 – 18:30. Granger Way connects with Brentwood Road via a priority junction to the north of the site. The junction is marked with double yellow lines that prevent parking at this location. Granger Way is subject to 30mph speed restriction.
- 6.5.5 **Globe Road** is a residential street that connects to Benjamin Close, which provide access to the HPS. The northern section of the road is subject to a 20mph speed restriction and is under CPZ operation. The bays are restricted to resident permit holders between Monday to Saturday, 8:30 – 18:30. The northern section of the road is subject to a 30mph speed restriction and has unrestricted car parking on street. Speed mitigation measures in the form of speed tables, refuse islands and build outs are present along the road.
- 6.5.6 **Brentwood Road** Brentwood Road is a single carriageway road that provides access to the FBA site. In close vicinity of the site there are two bus stops and a zebra crossing facility that limits parking space considerably. Furthermore, it was observed that parking along the road does not generally occur due to the levels of traffic during the morning and afternoon peak times. The western section of the road that leads towards Romford railway station is primarily marked by a single yellow line that is in operation between Monday and Saturday 08:30 – 18:30. The western section of Brentwood Road has a CPZ that is in operation between Monday and Saturday between 08:30 – 18:30. Parking along the eastern section of the road was not observed.
- 6.5.7 **Osborne Road** forms a priority junction with Brentwood Road, approximately 80m east of the main FBA access. The junction is marked with double yellow lines that prevent parking that could potentially result in obstructing visibility. The length of the road to the junction with Oak Dene Close, is marked with single yellow lines that restrict parking from Monday to Friday between 08:00 – 10:00 on both sides of the road between the junctions with Brentwood Road and Oak Dene Close. The remaining length of the road does not have parking restrictions. The road is subject to a 30mph speed limit and has frequently located speed humps along its length.
- 6.5.8 **Francombe Gardens** is a residential road that forms a priority junction with Brentwood Road at approximately 50m west of the main FBA School access. It features a Monday to Saturday 08:30 – 18:30 restriction. It also features a 'Residents Permit Holders Only' marked parking area that provides space for approximately 7 – 8 vehicles on the eastern side of the road.
- 6.5.9 The parking restrictions has led to parent parking behavioural issues such as stopping in residential bays, on single yellow lines and across residential driveways causing short term parking stress. Accident analysis indicated that 29 accidents were recorded within the vicinity of the sites during the

past three years. Five accidents occurred which involved children 11 – 18 years of age, and two of them occurred during a journey to or from School. No primary School age children were involved in accidents. The accidents that occurred in the area were due to behavioural issue rather than network geometry, visibility, or speeding.

6.5.3 There are currently a total of 53 FTE (full time equivalent) staff members working on site. The proposal will however increase the staff member to 63 FTE. The addition of 15 car parking spaces would provide sufficient parking provision for the increase of 10 full time equivalent teachers. Provision is also made for an additional 49 cycle parking spaces. The expansion of Hylands Primary School would result in an estimated 44 additional vehicle trips to the site from pupils in the morning peak and 40 in the afternoon peak. An additional 7 car trips will be associated with staff. The existing shortfall has been managed by a reduction in staff traveling to school by car. The proposed arrangements would have similar arrangements incorporated into the Travel Plan.

6.5.4 Site visits were undertaken during the morning and afternoon peak period to observe how the local highway network operates during the School peak periods. The following site observations were made in regards to the operation of the Hyland Primary School:

1) The vehicular gate was observed to be open throughout the morning peak period and locked during the afternoon peak period. Few parents were noted to use the staff car park during the morning peak period;

2) During the morning peak period, it was observed that Benjamin Close was the main access for pupils and a number of cars dropped pupils within Benjamin Close. Some parents parked their vehicles in the resident permit parking bays which fell within the CPZ. While the restrictions were not active until 08:30 it was observed that some parents continued to occupy the bays until the School opened;

3) No Crossing Patrol Officer or official crossing facilities was observed on Globe Road; and

4) Congestion and queues of 8 - 10 vehicles were observed on Globe Road with the junction with Brentwood Road.

6.5.5 It is recognised that the area is currently experiencing parking stress and the Transport Statement recommends that demand management measures be implemented to mitigate the potential additional impact. Staggering start and finish times is another measure to be considered in the future should parking stress remain in the area.

6.5.5 A condition has been added for the revision of the School Travel Plan prior to development on site, to incorporate the recommendation made by the Transport Assessment. The Travel Plan should reflect the expansions and set out measures to improve active nodes, safety and parking behaviour and promote park and ride to mitigate any adverse effects of the proposed

development. A target to reduce single occupancy car mode share should also be included. Further measures are recommended for the active management of the site frontage, expansion of the breakfast club and afterschool club/activities in order to reduce parking demand during peak periods.

6.5.6 Staff conclude that the additional impact as a result of the 15 proposed parking spaces and the expansion of the school whilst having additional traffic impact is not considered to be so unacceptable to the surrounding area, provided that the measures suggested by the Transport Statement are implemented within the School Travel Plan. This, however, needs to be balanced against the need for additional school places outlined paragraphs 2.4 and 2.5 of this report, and the favourable policy position, particularly in the London Plan (Policy 3.18) Members should take account of the favourable policy position for providing needed school places for the future, but may however attach different weight to the potential impact on the surrounding area through increased vehicle trips to and from the site. It should be noted that the Highways Authority has not raised an objection to the proposal provided that parking review and Travel Plan conditions be added in the event of an approval.

6.10 *Other*

6.10.1 In reference to the potential for asbestos or other contaminants on site, Environmental Health has concluded that the site is not situated within a risk area and there is no evidence of any asbestos or contaminants present on site.

6.10.2 In reference to water runoff, Staff do not consider the additional hardstanding proposed to generate a significant amount of water runoff over and above the current situation on site. Past improvements to the existing drainage on the site by the Council will be sufficient to mitigate any additional water runoff.

6.10.3 Concerns were raised regarding additional vehicle movement and its impact on the surrounding area. The access to the car park is situated at the northern side of the subject site and only a small number of residential properties will have vehicles pass in close proximity to their frontages along Granger Way. Staff do not consider the increase in parking and vehicle movement would have a significant harmful impact over and above the current situation, to warrant a refusal.

6.10.4 Concerns were raised regarding light spill from vehicle headlights in the school parking area into the front of the properties along Granger Way. It is acknowledged that there will be some vehicle light impact on these properties especially during the winter, however the impact would mainly occur during daytime hours and is not considered to have an unacceptable impact on neighbouring amenity

7. Conclusion

- 7.1 The application does present issues of judgement around the increased volume of vehicle trips to and from the site and how this weighs in the overall balance alongside a statutory need to provide for school places. On balance, Having regard to all relevant factors and material planning considerations Staff are of the view that this proposal would be acceptable 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. Land ownership is not a material planning consideration for the committee.

Human Resources implications and risks:

None.

Equalities implications and risks:

The Council's planning policies are implemented with regard to equality and diversity.

BACKGROUND PAPERS

Application form, drawings and supporting statements received on 31 January 2017.