



REGULATORY SERVICES COMMITTEE

23 March 2017

REPORT

Subject Heading:

P0149.17 - Whybridge Infants School,
Ford Lane, Rainham - New 2 classroom
extension and staff room infill extension
(received 7/2/17)

Lead Officer:

Helen Oakerbee - Planning Manager,
Applications

Report Author and contact details:

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Ward:

South Hornchurch

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	[]
Residents will be proud to live in Havering	[x]

SUMMARY

This matter is brought before committee as the application site is Council owned. 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 an extension to create two new classrooms and an infill extension to the staff room. Staff conclude the proposal to be acceptable. The application is recommended for 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. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans as listed on page 1 of this decision notice approved by the Local Planning Authority.

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with the LDF 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 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.

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 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.

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.

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.
3. The Applicant is advised that planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. Any proposals which involve building over the public highway as managed by the London Borough of Havering, will require a licence and the applicant must contact StreetCare, Traffic & Engineering on 01708 433750 to commence the Submission/ Licence Approval process.
4. Should this application be granted planning permission, the developer, their representatives and contractors are advised that this does not discharge the requirements under 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) required during the construction of the development.
5. 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.

REPORT DETAIL

1. **Site Description:**

- 1.1 The application site is Whybridge Infants School, Ford Lane, Rainham. The site is bounded by a mixture of single and two storey detached, semi-detached and terraced residential properties with associated rear gardens.

2. **Description of development:**

- 2.1 The application seeks permission for an extension to create two new classrooms and an infill extension to the staff room. The classroom extension would have a minimum and maximum width of 7 and 12.8 metres respectively, a depth of 18.6 metres and a height of 3.3 metres to the top of the flat roof. There will be an additional 60 children and four additional staff at Whybridge Infants School. The infill extension would have a width of 7.2 metres, a depth of 3.8 metres and a height of 3.3 metres. The existing fencing would be realigned and augmented to enable access from the existing access road. The existing path would be realigned.
- 2.2 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.
- 2.3 Whybridge Infant and Junior Schools are located in the Rainham and South Hornchurch schools planning area, where a major housing development programme has been agreed (subject to planning) with over 3500 units to be delivered over the period 2015/16 to 2021/22. The birth rate in this area has also increased by 6% between 2010/11 and 2014/15. Both Whybridge Infant and Junior Schools are popular and good schools, thus it has been agreed as an appropriate location for additional numbers to be accommodated. Whybridge Infant School admitted an additional class in Year 1 in September 2016 to accommodate high demand.
- 2.4 Whybridge Infant and Junior Schools both currently operate as a 2 form entry, providing educational requirements for approximately 450 children in total aged from 4 to 11 years old from the surrounding local areas. The proposal seeks to expand both schools to 3 forms of entry, meaning that once full the number of children who will attend the Infant and Junior Schools will increase from 450 to 630 in total across both schools. This will be done on a phased increase starting with implementation at Whybridge Infant School by September 2017 and by 2018 for Whybridge Junior School.

- 2.5 The permanent expansion of Whybridge Infant and Junior Schools from 2 to 3 forms of entry is necessary in order to ensure that the Council fulfils 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. If the planning application to enable the physical works to accommodate the additional pupils at this school is not approved, then the school will not be able to expand to provide the additional school places needed. If this happens, then there is a risk of there not being enough school places available in the Rainham and South Hornchurch planning area.

3. **Relevant History:**

- 3.1 Q0004.17 - Discharge of condition 3 of P0953.16 - To be determined.

P0953.16 - The existing demountable single classroom (9 metres by 10 metres) to be demolished and replaced with a refurbished demountable portakabin comprising 2 classrooms (14.8 metres by 9.8 metres) with an additional 30 children and two teachers. - Approved.

4. **Consultations/Representations:**

- 4.1 The occupiers of 68 neighbouring properties were notified of this proposal. At the time of drafting this report, one letter of objection had been received with the following detailed comments that have been summarised as follows:
- Queried how much the extension would cover the green and if so, by how much.
 - Traffic and parking.
 - Pedestrian and highway safety.
 - Queried if parking restrictions can be put in place for non residents.

Councillors will be updated verbally at committee if any further representations that are subsequently 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 objections or comments for this application in terms of noise.
- 4.4 The Fire Brigade is satisfied with the proposals.
- 4.5 The Highway Authority has provided the following comments: The Highway Authority has some concerns that this school will create additional pressures for parent parking in the surrounding streets as although there appears to be capacity, behavioural issues with parking in restricted and unsuitable areas are experienced at present. There is no transport assessment or statement provided and the Highway Authority is not able to comment on other impacts, although these are likely to be similar to other schools in the borough and

conditions have been proposed in mitigation. The application refers to there being space within the site for dropping-off, but the Highway Authority doubts that this will be accessible for general use by parents. There are some concerns, therefore, that local streets will become the defector facility. The Highway Authority suggests that Members should consider the impact on travel in the local area in the balance of the requirements for new school places. Recommend three conditions and informatives if minded to grant planning permission.

- 4.6 In response to the above comments, the proposed extension would result in the loss of approximately 207 square metres of the existing grassed area to the front of the school. The existing fencing would be realigned and augmented to enable access from the existing access road. The existing path would be realigned. An area of grass would remain to the front of the site. The highway and parking issues for this application are addressed in Section 6.4 of this report.

5. Relevant policies:

- 5.1 Policies CP8 (Community needs), CP17 (Design), DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car parking), DC34 (Walking), DC35 (Cycling), DC55 (Noise), DC61 (Urban Design) and DC62 (Access) 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) and 7.4 (Local character) of the London Plan and Chapters 4 (Promoting sustainable transport), 7 (Requiring good design) and 8 (Promoting healthy communities) 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. The issues arising in respect of this application are the impact on the streetscene, amenity issues and parking and highways implications.

6.2 Principle of Development

- 6.2.1 The proposal is for an extension to create two new classrooms and an infill extension to the staff room. The proposal is acceptable in principle and complies with LDF Policy DC29.

6.3 Design/impact on street/Garden scene

- 6.3.1 It is considered that the infill extension to the staff room would not affect the streetscene, as it is single storey, its proportions are modest and it would be flush with the south eastern flank of the existing school building.
- 6.3.2 Staff consider that the extension to create two new classrooms would not be materially harmful to the streetscene, as it is single storey and relatively low in height at 3.3 metres with a flat roof, which minimises its bulk. In addition, the front façade of the classroom extension would be set back approximately 24

metres from Ford Lane and its flank wall would be set in between approximately 2 and 6 metres from the south eastern boundary of the site, which would help to mitigate its impact. Overall, Staff consider that the overall proportions and height of the proposed classroom extension would integrate satisfactorily with the existing school building and the wider streetscene.

6.4 Impact on amenity

- 6.4.1 Although the proposal would result in some loss of green space, an area of grass would remain on the site. It is considered that the extension to create two new classrooms would not result in material harm to neighbouring amenity, as it is single storey, its flat roof minimises its bulk and it is relatively low in height at 3.3 metres. Staff consider that the classroom extension would not result in material harm to neighbouring properties adjacent to the south eastern boundary of the site, as it would be set off the south eastern boundary of the site by approximately 2 and 6 metres, which would help to mitigate its impact. There would be a separation distance of approximately 15 metres between the rear façade of the nearest residential dwelling at No. 7 Ford Lane and the front façade of the classroom extension, which would help to mitigate its impact.
- 6.4.2 There would be a minimum separation distance of approximately 11 metres between the end of the rear garden of No. 21 Ford Lane and the north western flank of the classroom extension, which would help to mitigate its impact. The existing planting on the north western and south eastern boundaries of the site (adjacent to No.'s 21 and 7 Ford Lane respectively) would be maintained and improved, which would further mitigate the impact of the proposal.
- 6.4.3 It is considered that the infill extension to the staff room would not affect neighbouring amenity, as it would be flush with the south eastern flank of the existing school building, its single storey and its proportions are modest.
- 6.4.4 It is recognised that an additional sixty children and four staff would increase noise and disturbance, although this would be balanced against pupils utilising the whole of the school site. Given the existing use of the site as a school it is not considered the increase in pupil and staff 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.

6.4 Highway/parking issues

- 6.4.1 Whybridge Infants School is located in PTAL zone 1b. There are 14 car parking spaces on the site. The proposal involves the creation of 4 additional car parking spaces, bringing the total to 18 car parking spaces with 22 staff (18 existing staff with an additional 4 staff post expansion). There are two parking spaces to the front of the site, which will only be accessed outside of pupil arrival and departure times and these will be used by part time staff such as midday assistants. The School will decide which members of Staff will have access to these two car parking spaces.

- 6.4.1 It is noted that a transport assessment has not been provided. Moving from a 2 form of entry to a 3 form of entry is a significant increase in pupil numbers and while it will take some time for numbers to fully increase across the Infant School site, the Highways Authority have raised some concern that this school will create additional pressures for parent parking in the surrounding streets as although there appears to be capacity, the Highway Authority has identified existing behavioural issues with parking in restricted and unsuitable areas at present. The Highway Authority suggests that Members should consider the impact on travel in the local area in the balance of the requirements for new school places.
- 6.4.3 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. It is recognised this is a matter of judgement and Members are invited to balance the statutory need to provide for school places against the likely increase in vehicle trips to and from the school and the impact this could have upon the local highway network during the peak periods of morning drop off and afternoon collection.

7. Conclusion

- 7.1 Staff are of the view that an extension to create two new classrooms and an infill extension to the staff room are acceptable, would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. In the context of the school site as a whole it is not considered this proposal would materially increase noise and activity over the existing levels. As a matter of judgement, it is considered that the proposal would not create any highway or parking 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 7/2/2017.