



REGULATORY SERVICES COMMITTEE

6 April 2017

REPORT

Subject Heading:

P0250.17: James Oglethorpe School

Ward

Single storey, flat roof extension, infilling existing recessed area between toilets and classroom to right hand side of the school, together with external works to form play area, including new canopy and new vehicular entrance and small staff car park. (Application received 15th February 2017).

Hylands

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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	[X]
People will be safe, in their homes and in the community	[]
Residents will be proud to live in Havering	[X]

SUMMARY

This application seeks permission for an extension to the main school building, ancillary development to form external play area with canopy and the formation of a new staff car park to be accessed via a new vehicular entrance from Ashvale Gardens. The extensions are required to facilitate greater demand for the existing early years provision at the school. The application is being reported to Committee because the applicant is the Council and an objection has been received. Although the application has been submitted on behalf of the Council, this has no material bearing on the consideration of this planning application, which is considered independently from the Council's role as applicant.

The development raises considerations in relation to the impact on the character and appearance of the surrounding area, the impact on the residential amenity of neighbouring occupiers, the suitability of the proposed parking and pedestrian access arrangements, and the implications for the surrounding highway network.

However, the proposal is considered to be acceptable in all material respects and it is recommended that planning permission is granted subject to safeguarding conditions.

RECOMMENDATIONS

That authority be delegated to the Director of Neighbourhoods to grant planning permission, subject to conditions, following the closure of the site notice publicity period, subject to no new objections being received which have not been addressed within this report. In the event that new objections are received, then the application shall be reported back to the Regulatory Services Committee for further consideration

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

All new external finishes shall be carried out in materials to match those of the existing building.

Reason: To safeguard the appearance of the premises and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

3. Accordance with Plans

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

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

4. Hours of Construction

No construction works or deliveries into the site shall take place other than between the hours of 08:00 to 18:00 on Monday to Friday and 08:00 to 13:00 hours on Saturdays unless agreed in writing with the Local Planning Authority. No construction works or deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the local planning authority.

Reason: To minimise the impact of the development on the surrounding area in the interests of amenity.

5. Gas Protection Measures

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

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

6. Pedestrian Visibility Splay

The proposals should provide a 2.1 by 2.1 metre pedestrian visibility splay on either side of the proposed access, set back to the boundary of the public footway. There should be no obstruction or object higher than 0.6 metres within the visibility splay.

Reason: In the interests of highway safety, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC32.

7. Vehicle Access

The necessary agreement, notice or licence to enable the proposed alterations to the Public Highway shall be entered into prior to the commencement of development.

Reason: In the interests of ensuring good design and ensuring public safety and to comply with policies of the Core Strategy and Development Control Policies DPD, namely CP10, CP17, and DC61.

8. 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: Insufficient information has been supplied with the application in relation to wheel washing facilities. Submission of details prior to commencement will ensure that the facilities provided prevent materials from the site being deposited on the adjoining public highway, in the interests of highway safety and the amenity of the surrounding area. It will also ensure that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC61.

INFORMATIVES

1. Approval No negotiation required

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. Changes to the Public Highway

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. If new or amended access as required (whether temporary or permanent) there may be a requirement for the diversion or protection of third party utility plant and it is recommended that early involvement with the relevant statutory undertaker takes place. The applicant must contact Engineering Services on 01708 433751 to discuss the scheme and commence the relevant highway approvals process. please note that unauthorised work on the highway is an offence.

3. Highway Legislation

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 works on the highway is an offence.

4. Temporary use of the public highway

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 license is required and Streetcare should be contacted on 01708434343 to make the necessary arrangements.

Please note that unauthorised works on the highway is an offence.

REPORT DETAIL

1. Site Description

- 1.1 The application site is Oglethorpe County Junior School, which is situated on the southern side of Ashvale Gardens within the Metropolitan Green Belt. The school has already been the subject of several historic planning applications.
- 1.2 The application site is set well away from the highway and as such is far removed from residential properties. The site is also screened for the most part by trees which line the boundaries of the site. It was noted at the time of site inspection that ground level varies across the site.

2. Description of Proposal

- 2.1 Permission is sought for a single storey, flat roof extension to infill an existing recessed area between some toilets and a classroom to the right hand side of the school. In addition some minor external works are proposed to form a new outdoor play area with canopy.
- 2.2 A new vehicular entrance from Ashvale Gardens is proposed and the formation of a new staff car park.
- 2.3 The expansion will be required to increase the existing early years provision from 26 places to a total of 56 places. The total parking on site will increase from 34 spaces, to 41 spaces in total.

3. History

P0900.01 - Single storey front and rear extensions to provide ancillary office space - Approved with conditions

P0991.02 - Proposed alterations to include new staffroom and office - Approved with conditions

4. Consultation/Representations

- 4.1 Neighbour notification letters were sent to 42 neighbouring occupiers. One letter of representation was received at the time of writing which expressed a concern over the dropping off/collection of children at the school and the need for additional parking. These matters will be addressed within the body of this report.

4.2 It must be noted that due to the time constraints associated with this particular planning application that this report has been prepared prior to the formal expiry of the consultation period associated with the site notice. Any further comments received will be communicated to members on the evening of Regulatory Services Committee and any resolution shall be subject to the terms set out within the recommendation section above.

4.2 Highway Authority - No objections, subject to conditions.

4.3 Environmental Health - No objections, subject to conditions.

5. Relevant Policy

5.1 Policies CP17 (Design), DC26 (Location of community facilities), DC29 (Educational Facilities), DC34 (Walking), DC35 (Cycling), DC55 (Noise), DC61 (Urban Design) and DC63 (Delivering Safer Places) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Document are considered to be relevant.

5.2 Policies 3.18 (Education Facilities), 5.3 (sustainable design and construction), 6.9 (cycling), 6.10 (walking), 7.3 (designing out crime) and 7.4 (local character) of the London Plan, are material considerations.

5.3 The National Planning Policy Framework, specifically Sections 7 (Requiring good design) and 8 (Promoting healthy communities) are relevant to these proposals.

6. Staff Comments

6.1 The application is being reported to Committee because the applicant is the Council and an objection has been received

7. Principle of Development

7.1 The issues for Staff to consider relate to the impact that the proposed extension would have on the character of the original building, locality, and amenity of neighbouring occupiers, highways and parking as well as that of the Metropolitan Green Belt.

7.2 The application site lies within the Metropolitan Green Belt. Schools are not within the list of appropriate uses for the Green Belt. Nonetheless the National Planning Policy Framework (NPPF) indicates that where extensions are proposed to existing buildings/uses, providing they are not disproportionate additions, they are acceptable as an exception to national policy.

7.3 Policy DC45, in line with the previous National Guidance contained in PPG2, indicates that extension of buildings other than dwellings or buildings that are associated with acceptable Green Belt uses are

considered to be inappropriate development. Nonetheless the NPPF adopted by Central Government in March 2012 supersedes the Council's LDF dating from 2008 and is a material planning consideration. As such, and as above, the NPPF accepts extensions to any existing building in the Green Belt which are not disproportionate to the original.

- 7.4 The proposed extension would represent infill development and when seen within the context of the existing school building it is not considered to represent a disproportionate addition.
- 7.5 Policy DC29 states that educational premises should be of a suitable quality to meet the needs of residents.
- 7.4 Havering, in common with many other London Boroughs and urban areas is currently experiencing an increase in the demand for early years places. 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 until the child reaches compulsory school age (the beginning of term following their fifth birthday). This is equivalent to 3 & 4 year olds accessing 15 hours of early years provision per week across 38 weeks.
- 7.5 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 & 4 year olds.
- 7.6 The table below shows the estimated demand for 30 hour places from families in the Upminster ward where James Oglethorpe School is located.

	3&4 year old FTE places available by ward	3&4 year olds eligible for 30 hours	Surplus/Deficit of 3&4 year old 30 hours places
Upminster Ward	158	149	9

- 7.7 Whilst the above data would appear to demonstrate a modest surplus of places, it must be recognised that Upminster is an area that historically attracts children from surrounding wards. To this end at present, figures provided by the applicant suggest that the number of 3&4 year olds accessing provision within the ward is 42% higher than the expected population.
- 7.8 The above is compounded by families moving into the borough from other parts of London and beyond and when taken in conjunction with the information above reinforces the suggestion that in reality there is a projected deficit moving forwards and a greater demand for early years places.

7.4 The development would therefore represent an addition which is required to improve the quality of James Oglethorpe School, in order that it can continue to cater for the needs of residents and meet the increased demand for places expected.

7.5 The proposal is therefore acceptable in principle, subject to assessment of the visual impacts of the development on the main building, the amenity of nearby residents and any highways/parking matters.

8. Design/Impact on Street/Garden Scene

8.1 Policy DC61 states that development should respect the scale, massing and height of the surrounding physical context and the NPPF reinforces this by placing emphasis on good quality, design and architecture.

8.2 The proposed addition whilst located to the front of the school would represent an infill addition to an existing recessed area such that when viewed from the front, the proposal would represent a seamless addition to the main building. Furthermore, its overall proportions would be proportionate to the existing school building in terms of its height and roof. In terms of the scale, bulk and mass of extension, when seen within the context of the school building as extended, it would be negligible.

8.3 A covered area adjacent to the proposed addition is also shown on submitted plans. It's relatively lightweight construction and open nature is such that whilst it projects beyond the existing form of the school its visual impact would be negligible.

8.4 It is considered that the proposed extension would, by reason of its design, positioning and scale, safeguard and preserve the character and appearance of the school and surrounding area and give rise to no unacceptable impact upon the open nature of the Green Belt. The proposal is acceptable and in accordance with Policies DC61, DC45 and the advice contained within the NPPF.

8.4 The additional hard-surfaced area including new vehicular access and pedestrian footpath would present no issues visually. Whilst increased levels of hard-surfacing within the Green Belt is generally considered to be inappropriate, in this instance the parking area would represent a continuation of existing hard-surfaced areas and would be contained to the north west corner of the application site. On this basis the verdant and green character of the schools frontage would not be adversely impacted upon and a sufficient amount of open space would be retained.

9. Impact on Amenity

9.1 The school benefits from an adequate separation from the boundaries of the site, which were observed to be screened by mature vegetation for the most part. The scale of the is not considered to create additional levels of noise and activity that would have a materially greater impact on

neighbouring amenity than that at present. Nevertheless staff are satisfied that safeguarding conditions can be imposed to further ensure the amenity of neighbouring occupiers is protected.

- 9.2 The proposed areas of hard surfacing to facilitate additional parking for staff would be situated in the north western corner of the site, with new vehicular access from Ashvale Gardens. This element of the proposed development would bring activity closer to the boundaries of the site, however there would still exist an acceptable degree of separation from neighbouring properties. In any event, it is not considered that the relocation of staff parking would have an impact on the amenity of neighbouring occupiers outside of acceptable parameters by way of vehicle movement/noise.
- 9.2 It is considered that subject to the conditions above, that the proposal would not give rise to any unacceptable impact on amenity of neighbouring occupiers and is therefore in accordance Policy DC61 and the principles of the NPPF.

10. Highway/Parking

- 10.1 James Oglethorpe School is well served in terms of the existing levels of parking and consequently no objection has been raised by the Highway Authority, subject to conditions requiring adequate visibility splays to be incorporated into the new vehicular access point from Ashvale Gardens.
- 10.2 The policy requirement for parking equates to one space per member of teaching staff. Presently on existing hard-surfaced areas there is provision made for 34 spaces in total. The figures provided by the applicant for existing staffing levels would suggest that there is a surplus of spaces presently with the applicant confirming that there are currently 32 WTE (whole time equivalent) members of staff present five days per week for the whole school day. This figure is of course derived from all members of staff and part time members of staff have been factored into the figures provided.
- 10.3 Whilst there would be an increase in the number of staff to facilitate the expansion of the early years provision equivalent to two additional full time members of staff, the proposal makes provision for 7 new parking spaces in total which would both maintain and improve the existing parking surplus and allow for additional parking for visitors to the site.
- 10.4 It is recognised that the proposal has the potential to increase the number of vehicle trips to and from the school. Staff do not consider that these additional trips would have a prejudicial impact upon traffic flows during the morning and afternoon drop off and pick up peaks.

11. Conclusion

- 11.1 Having had regard to the LDF Core Strategy and Development Control Policies Development Plan Document, all other relevant local and national policy, consultation responses and all other material planning considerations, it is considered that the proposal would not harm the form and character of the school and surrounding area, the residential amenity of the occupants of neighbouring properties or result in any highway issues subject to the monitoring of safeguarding conditions.

IMPLICATIONS AND RISKS

Financial Implications and risks:

None.

Legal Implications and risks:

Although the application relates to a land which is within the Council's ownership, land ownership is not a material planning consideration and therefore does not affect the planning considerations relating to this development application. Also whilst, the application has been submitted on behalf of the Council this has no material bearing on the consideration of this planning application, which is considered independently from the Council's role as applicant.

Human Resource Implications:

None.

Equalities and Social Inclusion Implications:

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

BACKGROUND PAPERS

Application form and drawings received 15-02-2017.