

**REGULATORY SERVICES
COMMITTEE
22 February 2018**

Subject Heading:

**P1966.17: Brady Primary School,
Wennington Road, Rainham**

Various development including:

- Single storey flat roof classroom extension to rear of school, to provide 8no. additional classroom spaces with associated intervention rooms, toilet facilities, office accommodation, stores, boiler room and circulation space.
- Single storey flat roof infill studio extension to school hall.
- Construction of new staff car park to provide off street parking for 29 cars, including 2 disabled spaces.
- Construction of new playground area and football pitch. (Application received 1 December 2017)

Ward:

Rainham & Wennington

SLT Lead:

**Steve Moore
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Report Author and contact details:

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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

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[X]
Connections making Havering	[X]

SUMMARY

The proposal is for various development works, a classroom and a hall extension and the construction of new staff car park to provide off street parking for 29 cars and the installation of a new playground area and football pitch.

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 to the principle of the development, including the impact on the Green Belt and the visual impact of the development on the character and openness of the Green Belt, 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.

The proposal is considered to be acceptable in all material respects and it is recommended that planning permission is granted 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 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 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.

3. External Materials

All new external finishes shall be carried out in materials to match those of the existing building(s) to the satisfaction of the Local Planning Authority.

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.

4. Construction Methodology

Before development is commenced, a scheme shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls;
- d) measures for minimising the impact of noise and ,if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the Local Planning Authority;
- f) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the Local Planning Authorities;
- g) siting and design of temporary buildings;
- h) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;

i) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

Reason: Insufficient information has been supplied with the application in relation to the proposed construction methodology. Submission of details prior to commencement will ensure that the method of construction protects residential amenity. It will also ensure that the development accords the Development Control Policies Development Plan Document Policy DC61.

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. Car Parking

Prior to the use of the new extensions, the proposed car parking areas as detailed on drawing no. A2401-03 shall be completed to the full satisfaction of the Local Authority, 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 there are adequate parking facilities to serve the development in the interests of highway safety and that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC33.

7. Removal of Existing Vehicle Access

No part of the development hereby approved shall be occupied until the removal of the existing access to the highway has been completed in accordance with the details that have been previously submitted to and approved in writing by the Local Planning Authority.

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: 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. 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, (as amended), a fee of £116 per request or £34 where the related permission was for extending or altering a dwellinghouse, is needed.

3. **Changes to the public highway (including permanent or temporary access)**

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 or highway authority assets 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.

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 work on the highway is an offence.

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 licence is required and Street Management should be contacted make the necessary arrangements. Please note that unauthorised use of the highway for construction works is an offence.

Surface water management

The developer is advised that surface water from the development in both its temporary and permanent states should not be discharged onto the highway. Failure to prevent such is an offence.

REPORT DETAIL

1. Site Description

- 1.1 The application site relates to Brady Primary School, Wennington Road, Rainham. The school campus comprises one main block set out in a linear arrangement surrounded by playgrounds, playing fields and car parking areas.
- 1.2 The school is bounded to the north by the Harris Academy and open agricultural land to the south. Residential properties are located to the west on the opposite side of Wennington Road.

2. Description of Proposal

- 2.1 The application is seeking planning permission for various development works, which include the erection of a single storey flat roof classroom extension to rear of school, to provide 8no. additional classroom spaces with associated intervention rooms, toilet facilities, office accommodation, stores, boiler room and circulation space. In addition, the erection of a single storey flat roof infill studio extension to the school hall is proposed.
- 2.2 The proposal would also involve the construction of a new staff car park to provide off street parking for 29 cars (providing a total increase of 21 spaces), including 2 disabled spaces. The new car park would be served by a new vehicle access onto Wennington Road. The existing vehicular access would be removed and adapted to a pedestrianised entrance.
- 2.3 A replacement hard surfaced playground and a new football pitch would be set out to the north of the school adjacent to the boundary with the Harris Academy. In addition sections of the existing fence line would be replaced and new fence line sections erected across the site, comprising 3 metre high powder coated twin wire fencing.
- 2.4 The proposed classroom extensions would bring forward capacity for an increase of up to 210 child places, increasing the overall capacity of the school to 420 children, as well as up to 11 new members of staff.

3. Relevant History

- 3.1 P1729.10 - Single storey attached shelter - Approved, 15 February 2011

4. Consultations/Representations

4.1 Notification letters were sent to 26 properties and 1 representation has been received. The comments can be summarised as follows:

- The proposed disabled parking bay would be too close to the school house premises and the fumes and noise pollution will be intrusive and detrimental to health.

4.2 In response to the above: Issues of noise and disturbance are discussed in the amenity section of the report.

4.3 The following consultation responses have been received:

- London Fire and Emergency Planning Authority - no objection.
- London Fire Brigade - no objection.
- Essex Water - no objection.
- Environmental Health - no objection, recommended conditions in relation to contaminated land precautions.
- Local Highway Authority - no objection, recommended a condition in relation to vehicle cleansing.

5. Relevant Policies

5.1 Policies CP17 (Design), DC26 (Location of community facilities), DC29 (Educational Facilities), DC34 (Walking), DC35 (Cycling), DC45 (Green Belt), 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), 5.12 (Flood risk management), 6.9 (cycling), 6.10 (walking), 7.3 (designing out crime) 7.4 (local character) and 7.16 (Green Belt) of the London Plan, are material considerations.

5.3 The National Planning Policy Framework, specifically Sections 7 (Requiring good design), 8 (Promoting healthy communities), 9 (Protecting Green Belt land) and 10 (Meeting the challenge of climate change, flooding and coastal change) are relevant to these proposals.

6. Staff Comments

- 6.1 The main issues in this case are considered to be the principle of the development, including the impact on the Green Belt; the visual impact of the development on the character and openness of the Green Belt and the general landscape; impact on the amenity of adjoining residential occupiers and highways/parking issues.

Principle of Development

- 6.2 The NPPF makes it clear that there is a general presumption against inappropriate development which is harmful to the Green Belt except in very special circumstances.
- 6.3 The applicant has set out a case of very special circumstances in the supporting statement which outlines that Havering, in common with the many other London Boroughs and urban areas, is currently experiencing an increase in demand for school places. This increase in demand is due to rising birth rates in Havering and families moving into the borough from other parts of London, the UK and abroad.
- 6.4 The statement goes on to state that all Local Authorities, including Havering, have a statutory duty to ensure that there are enough school places available in the borough to accommodate all children who live in the borough and might require one. The increase in demand for school places has meant that in some areas of Havering, the demand for places is higher than the number of places available. Demand for places in the Rainham & South Hornchurch school planning area has been high and it is projected to continue, particularly due to the impact of the Rainham and Beam Park Housing Zone development. This will place additional pressure on existing primary places despite the provision of two primary schools within those proposals; therefore, the proposal is to expand Brady Primary School from 1FE to 2FE to ensure sufficient primary capacity in the area.
- 6.5 The statement advises that demand for places across this area has been high with a projected deficit anticipated. Many of the schools in this planning area have already been expanded. However, due to the sustained and increasing demand, a further permanent expansion in this area is required. The permanent expansion of Brady Primary Schools from One to Two forms of entry is therefore necessary in order to ensure that the Council fulfils the statutory duty of securing sufficient school places to meet the needs of children and families in Havering.
- 6.6 The NPPF attaches great importance to ensuring that a sufficient choice of education facilities are available to meet the needs of existing and new communities. Local Authorities are encouraged to take a proactive and positive approach to development that will widen choice in education, with great weight given to the need to create, expand or alter education facilities.
- 6.7 Replicating this, Policy 3.18 of the London Plan details that development proposals which enhance education and skills provision will be supported,

including new build, expansion of existing or change of use to educational purposes. Whilst outdoor playground facilities would be lost, the provision would be replaced within the site.

- 6.8 Policy DC29 states that the Council will ensure that the provision of primary education facilities is sufficient to meet the needs of residents by, amongst other things, seeking to meet the need for increased school places within existing sites.
- 6.9 The proposal represents an expansion in the primary education provision to add required classroom space and facilities associated with the safe operation of an existing school use. The proposal is considered to be a necessary expansion in order for the school to continue to meet the needs of residents as well as future demands from population changes.
- 6.10 On this basis the proposal is considered to be acceptable in principle in landuse terms, subject to scale, layout and detailed design and highways considerations and that very special circumstances can be demonstrated. The impact on the Green Belt is discussed in more detail below.

Green Belt Implications

- 6.11 NPPF states that Green Belts should seek to retain and enhance landscapes and visual amenity, mirroring the objectives of Havering's LDF Policy DC45. The NPPF also suggests that limited infilling, or 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 are potentially not inappropriate.
- 6.12 The proposed extensions would create some 875 square metres of net additional internal floorspace, increasing the overall floor area of the school from 1,275 square metres to 2,150 square metres.
- 6.13 Whilst the proposed development would significantly increase the size of the school building in terms of floorspace, the classroom and hall extensions would be absorbed into the massing of the existing school block owing to the positioning to the rear of the building. As a result the new development would not be visible from public vantage points outside of the school campus along Wennington Road. In addition, the proposed design would match the character and appearance of the adjoining block and harmonise well with the existing development.
- 6.14 The proposed car park extension and playground alterations would be located on a partially well planted and grassed strip of land between the primary school and the Harris Academy. The some of the new sections of 3 metre high fencing would replace parts of the existing fenceline. The new sections within the site would increase the amount of development within the site, but given the style and positioning of the fencing within the site this would not be to the detriment of the Green Belt. Whilst the car park would

introduce a greater extent of hard standing, the open setting between the buildings would still be retained without causing significant harm to openness in this part of the already developed site.

- 6.15 Therefore Staff are of the view that the proposed development would not form visually obtrusive additions and would serve to maintain the degree of openness within the parcel of land and the rural fringe setting in accordance with the Green Belt intentions of the NPPF.
- 6.16 It is also the view of staff that, in light of the information set out above and the unmet demand for additional school places in this school planning area, there are in this situation very special circumstances that outweighs the harm to the Green Belt in terms of inappropriate development.

Impact on Amenity

- 6.17 The Residential Design SPD states that new development should be sited and designed such that there is no detriment to existing residential amenity through over-dominance or overshadowing. Policy DC61 reinforces these requirements by stating that planning permission will not be granted where the proposal results in unacceptable overshadowing, loss of sunlight/daylight, or noise and disturbance to existing properties.
- 6.18 The proposed classroom and hall extensions would be positioned within central and rear sections of the site away from any of the surrounding residential accommodation. Given the distances it is not considered that the proposal would present any undue issues in terms of overshadowing and over-dominance.
- 6.19 The additional works at the site in relation to the proposal relate to the expansion of the car park and the intensification of vehicle movements. It is recognised that the sound of vehicles manoeuvring and car doors closing could raise some concerns in relation to noise and disturbance to neighbouring residents. In this instance the neighbouring residential accommodation is set back away from the school boundary on the opposite side of Wennington Road, which would help to reduce any potential noise impact. In addition, the car park will generally be in use during daytime hours.
- 6.20 The school caretaker's house is inherently associated with the functioning of the school campus and therefore any occupants living in this dwelling can reasonably expect to experience a greater element of noise and disturbance from general activity associated with the school than those living in a purely residential area. The car park will generally be in use during daytime hours at the beginning and end of the school day. As a result Staff are of the view that given the frequency the proposed car park would be used it would be acceptable in terms of amenity and health impacts.

Parking and Highway Issues

- 6.21 The parking standard for primary schools is set out as 1no. space per teaching staff. The school extension would create a further 11 full time jobs. Across the site the car parking provision would be increased by 21 spaces to provide a total of 29 spaces including two accessible bays, which is considered to be acceptable.
- 6.22 The new car park would be served by a new vehicle access onto Wennington Road. The existing vehicular access would be removed and adapted to a pedestrianised entrance.
- 6.23 Inevitably the morning and afternoon peaks will become busier given the proposed level of expansion. Nevertheless, the Local Highway Authority have raised no objections to the scheme, and Staff are of the view that the development would not create undue additional pressures for traffic congestion or parking in the surrounding streets.

7. Conclusion

- 7.1 Having regard to all relevant factors and material planning considerations Staff are of the view that this proposal would be acceptable subject to conditions.
- 7.2 Staff consider that the proposed development raises considerations in relation to the impact on the openness of the Green Belt, the impact on the residential amenity of neighbouring residents, the suitability of the proposed parking, and pedestrian access, and the implications for the surrounding highway network. In this instance the proposal is considered to be acceptable in all material respects.
- 7.3 Staff are of the view that the siting, scale and location of the proposed development would not be disproportionate or have a harmful impact on the character of the surrounding area nor would it result in a loss of amenity to neighbouring occupiers. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be approved subject to conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

None.

Legal implications and risks:

The application relates to land which is within the Council's ownership. This does not affect the planning considerations relating to this development. 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.

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 1 December 2017.