



<b>Application Reference:</b>	<b>P0835.18</b>
<b>Location:</b>	<b>The Albany School, Broadstone Road.</b>
<b>Ward:</b>	<b>Hylands</b>
<b>Description:</b>	<b>The erection of a two-storey temporary classroom block on part of the north-west playing field of the school, together with the provision of a temporary car park.</b>
<b>Case Officer:</b>	<b>Jacob Lawrence</b>
<b>Reason for Report to Committee:</b>	<b>The application is by or on behalf of the Council and is a significant development.</b>

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## **1 BACKGROUND**

1.1 This proposal has been brought forward in conjunction with an application for full planning permission under ref. P1156.18 which seeks approval for development as follows:

*Demolition of existing classroom block (part single storey and part three storey) and erection of a replacement two storey classroom block.*

1.2 The subject proposal is required to provide temporary accommodation during the period of demolition and construction works required to deliver the permanent accommodation sought through P1156.18. The Applicant has indicated that the proposed temporary structure would be removed from the site on or before 20.03.2020.

1.3 Full details of P1156.18 are provided within the report for this application published as part of the 13 September 2018 Strategic Planning Committee Agenda.

1.4 Both the subject proposal and that being considered under P1156.18 do not seek permission to expand the existing school in terms of pupil numbers but rather are a result of the Priority Schools Building Programme (PSBP) funded by the Education and Skills Funding Agency (ESFA). The PSBP is a condition led programme that seeks to address substandard educational facilities. It has been identified that the existing school building to be demolished as part of the concurrent application under P1156.18 has fallen into disrepair and has surpassed its economic design life.

1.5 Given the above Officers can confirm that there would be no increase in student numbers arising from the proposal.

## **2 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

2.1 The application seeks planning permission for the erection of a two-storey temporary classroom block on part of the north-west playing field of the school, together with the provision of a temporary car park.

2.2 The proposed structure is required to facilitate the delivery of a purpose built permanent teaching block within the site which is required to replace an existing block that is no longer fit for purpose. The proposed temporary structure and carpark is sought to ensure continuity of education and car parking provision during planned construction works.

2.3 The proposed temporary building does not possess any architectural merit, however, as a temporary structure it is considered acceptable. The location and massing of the temporary structure would not give rise to any unacceptable impacts on neighbouring residential amenity. Given the proposal would not result in an expansion of pupil numbers officers are satisfied that no adverse impacts in terms of highways and parking impacts, over and above current site conditions, would arise. Conditions are recommended to ensure the temporary structure and carpark area are removed from the site within 6 months of the 20<sup>th</sup> March 2020. Further conditions are recommended to ensure proposed privacy mitigation measures are implemented. Subject to these conditions the proposal is considered acceptable and policy compliant.

## **3 RECOMMENDATION**

3.1 That the Committee resolve to planning permission subject to the recommended conditions:

3.3 That the Head of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### **Conditions**

1. Cessation of use, removal of structures and reinstatement of site.
2. In accordance with approved drawings
3. Restricted use
4. Obscure glazing
5. External staircases for emergency use only

### **Informatives**

1. Working with Applicant
2. Fire safety
3. Thames water

## **4 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 4.1 The subject application seeks permission to place a two storey modular structure on the site for a temporary period until 20<sup>th</sup> March 2020. The proposed structure would be formed by joining modular cabins that would be placed towards the southwestern corner of the existing grassed field area located within the western part of the school site. The specifications of the structure are detailed below:

Building footprint: 504 square metres

Gross internal Area: 982 square metres

Maximum height: 6.785m

Materials: Plastic coated steel sheet, UPVC windows and steel roofing.

- 4.2 Permission is also sought for a temporary car park to provide 50 car parking spaces. The car park would be formed using grasscrete, which is a temporary paving system, across a 910 sq.m area.

- 4.3 The applicant has provided a timeline for the proposed temporary structure and carpark which is as follows:

- 23<sup>rd</sup> November 2018 Temporary works commencement
- 18<sup>th</sup> to 22<sup>nd</sup> February 2019 Temporary structure completed, handover to school & decant from existing
- 24<sup>th</sup> February 2020 to 20<sup>th</sup> March 2020 Remove temporary structure and make good area (4 weeks)

### **Site and Surroundings**

- 4.2 Albany School is located approximately 2km south east of Romford Town Centre. The School currently provides education across a range of buildings extending between 1 and 3 storeys in height. The wider school site is

bordered by residential properties to the north, east and west with Harrow Lodge Park to the south.

- 4.3 The application site is an irregularly shaped parcel of land located on the western edge of wider school site and is surrounded by residential properties to the south and west with 2 storey semi-detached and terraced properties representing the prevailing form of development.
- 4.4 The area within which the proposed building is to be located is bordered by an end of terrace property accessed off Adelphi Close to the west and semi-detached properties fronting Broadstone Road to the south.
- 4.5 The proposed temporary car parking area is located to the south of the existing school entrance off Broadstone Road. The rear gardens of the Broadstone Road terraced properties lie to the west of this area.

### **Planning History**

- 4.6 The following planning decisions are relevant to the application:

Concurrent application under ref. P1156.18 (being considered under the 13 September 2018 committee agenda) which seeks permission for development as follows:

Demolition of existing classroom block (part single storey and part three storey) and erection of a replacement two storey classroom block.

## **5 CONSULTATION RESPONSE**

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

- 5.2 The following were consulted regarding the application:

#### Metropolitan Police (Designing Out Crime)

No objection subject to recommended conditions requiring secure by design principles to be incorporated into proposal.

#### London Fire Brigade

Hydrant officer confirmed that no new hydrants are required.

Additional correspondence from LFB outlined part B building regulation requirements with respect to fire safety.

OFFICER COMMENT: The comments from LFB are noted and an informative is recommended to ensure the applicant is aware of the building regulation requirements in relation to Fire Safety.

LBH Environmental Health

No objections

LBH Street Management

No objections

Sport England

No objection

Thames Water

No objection. Comments received in relation to surface water drainage and public sewers are noted and informatives are recommended to make the applicant aware of their responsibilities.

## **6 COMMUNITY ENGAGEMENT**

6.1 In accordance with planning legislation, the developer has consulted the local community on these proposals as part of the pre-application process.

6.2 The application has been supported by a Statement of Community Involvement which outlines the pre application public consultation that has taken place. This public consultation was linked to both the temporary development sought under the subject application and the permanent proposals being considered concurrently. The scope of the public consultation has been summarised below.

-The applicant held a public consultation event in the main hall of Albany School on Wednesday 16<sup>th</sup> May 2018 which ran from 3pm to 7pm.

-The public consultation event was advertised through a leaflet drop and local ward councillors were invited to attend.

-Presentation boards were used to display images which showed the proposal.

-The Applicant has outlined that the event was well attended and 8 members of the public left comments.

6.3 The main issues raised in relation to the subject proposal and the developer's responses are set out below.

-The temporary accommodation block is positioned close to 89 Adelphi Crescent.

-The temporary block would devalue local dwellings

Developer's Response: these comments are addressed through the submitted Planning Statement and the Design and Access Statement

- 6.4 Further consultation was also undertaken by the developer during the course of this application after the applicant became aware that several residents stated they had not received the initial invitation to the Public Exhibition. A second consultation event for the residents of Steed Close, Parish Close & Apollo Close was held on Tuesday 8th August. This consultation was attended by 11 residents, Cllr Ciaran White and Cllr Christine Smith.

## **7 LOCAL REPRESENTATION**

- 7.1 A total of 94 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of a site notice displayed outside the application site on the 13.08.2018 and a notice in the local newspaper on 29.06.2018.

- 7.2 The number of representations received from neighbours in response to notification and publicity of the application were as follows:

No of individual responses:            19 objections

Whilst 19 objections were received in response to the consultation carried out for this application 15 of the responses appear to primarily relate to the concurrent proposals being considered under application ref. P1156.18

- 7.3 The following Councillor made representations:

- Councillor Christine Smith reiterated the concerns of an objector residing at 12 Steed Close.

### **Representations**

- 7.4 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

#### **Objections**

- Lack of community engagement
- Impacts on privacy
- Noise
- Excessive height

- Poorly considered location
- Concerned that temporary structure won't be removed.

### **Non-material representations**

7.5 The following issues were raised in representations, but they are not material to the determination of the application:

- Impact on property value
- Excessive cost to taxpayers

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the committee must consider are:

- The principle of development and the need for school places
- The design and visual impact of the building
- Impact on amenity
- Parking and Highway issues

### **Principle of Development**

8.2 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.

8.3 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.

8.4 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. Policy DC29 states that the Council will ensure that the provision of primary and secondary 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.

8.5 This application forms part of a wider proposal to deliver a new purpose built 2 storey teaching block to replace an existing structure that is no longer fit for purpose. This application is being considered concurrently under application ref. P1156.18. Should P1156.18 be granted planning permission then the

school will require temporary accommodation to ensure continuity of education during the anticipated 12-14 month demolition and construction period associated with P1156.18.

- 8.6 The policy objectives outlined above place great importance on the delivery of new and improved educational facilities where they meet an identified need. The proposed development is a necessary precursor to the provision of high quality enhanced education facilities on the site and therefore remains in accordance with the relevant development plan objectives. Without the provision of temporary buildings the school would not be in a position to improve the existing facilities without significantly reducing their role size and/or quality of education offered during the construction phase of P1156.18. Given the established nature of the school and identified need for school places in Havering officers acknowledge that this is not a practical or indeed policy compliant option. As such, the provision of enhanced education facilities on this site in the medium term requires the use of temporary buildings in the short term.
- 8.7 Notwithstanding the above, officers have had due regard to the fact that the provision of temporary buildings to serve education needs has in some historic cases extended beyond the initial temporary period anticipated and such form of development does not deliver high quality education provision that accords with the Development Plan. In order to avoid such an outcome it is considered both reasonable and necessary to impose a condition requiring the temporary buildings to be removed by 20 September 2020. This timeframe provides a reasonable buffer for the applicant in the event construction works are delayed, yet retains a sufficient safeguard to ensure the proposal remains temporary in nature. Subject to this condition officers remain satisfied that the proposal can be supported. This in principle support is subject to compliance with design, amenity and transportation based policy objectives. Such matters are considered below.

### **Design**

- 8.8 As outlined above the proposal is temporary in nature and therefore the structures would only be on the site until 20<sup>th</sup> September 2020 at the latest with this to be secured by way of a recommended condition. Given its temporary nature, officers are of the view that it would be unreasonable to subject the proposal to the same level of design scrutiny that must be given to a permanent proposal.
- 8.9 Within this context, officers are satisfied that the bulk and mass of the proposed temporary structure would not give rise to any harm to the public realm or spatial character of the locality. The detailed design of the structure lacks any architectural merit, however, as a short term temporary feature within the built environment the lack of quality architecture and materiality is not considered harmful.



- 8.10 With respect to the proposed temporary car park this element of the proposal would be located to the south of the existing entrance to the school via Broadstone Road. The proposed car park would occupy an area of 910 sq.m and would be formed by using Grasscrete. Grasscrete is a paving system made from plastic that can be easily removed once it is no longer required. This system is considered to represent a simple yet visually acceptable solution for the proposed temporary car park.
- 8.11 Further to the above it is considered that any isolated and temporary harm that may arise from the design of the proposal would be significantly outweighed by the positive benefits the application offers in terms of continuity of education should the scheme being considered under ref. P1156.18 be approved and delivered.
- 8.12 For the reasons detailed above officers are of the view that the proposal would not conflict with the design based policy objectives of Policy DC61 of the LDF.

### **Amenity**

- 8.13 The location of the temporary structure has been selected as a result of the need to ensure the siting of the structure preserves neighbouring amenity. This approach has ensured separation distances between the structure and nearest neighbouring residential windows of the Broadstone Road properties to the south remains in excess of 30m when considering ground floor openings and in excess of 35m when considering first floor openings. This retained separation distance, combined with the siting of the structure to the north of these properties, maximum height of 6.6m and use of obscure glazed film to the first floor south facing windows, would ensure any impacts on the Broadstone Road properties remain well within acceptable parameters.
- 8.14 Officers acknowledge that the presence of external metal staircases has the potential to give rise to additional overlooking of rear gardens, however, these stairs are for use in emergencies only and a condition is recommended to this effect. Subject to this condition no harm to neighbouring privacy would arise.
- 8.15 The proposed structure would be located 25m to the south east of the northern row of terraced housing accessed off Adelphi Crescent, however, given the orientation of this terrace the structure would not sit directly in front of any openings of these properties. The presence of the structure in angled views from these properties towards the south east is acknowledged, however, this does not represent material harm to the residential amenity afforded to these dwellings.

- 8.16 Officers are cognisant of the fact that the proposed structure would be positioned within 11.2m of the sites western boundary shared with No. 89 Adelphi Crescent. Whilst this separation distance is significantly reduced the orientation of No. 89 Adelphi Crescent, whereby the properties blank gable end directly faces the site, results in a situation in which no harmful loss of daylight/ sunlight, reduced outlook, overbearing impact or loss of privacy would arise as a result of the proposal.
- 8.17 Further to the adjoining properties considered above it is noted that properties fronting Apollo Close adjoin the site to the north. However, a separation distance in excess of 40m would be retained and therefore no harm to the residential amenity afforded to these properties would arise.
- 8.18 Further to the assessment above, due regard has been given the potential for the siting of the temporary structure and associated use to generate additional noise and disturbance over and above existing. With respect to this consideration officers note that the site location is currently a school playing field and therefore a range of noise generating activities could occur in this area. In contrast the use of the building as a classroom, which generally provides a low noise environment, contained within the fabric of the temporary building would not result in any material increase in potential noise generation. Further to this, the teaching times of the school ensure that the structures will not be in use during the early part of the morning, evening or weekend.
- 8.19 The proposal also includes the provision of a temporary car park within the site. The existing car park area will be utilised as a site office/ compound during the construction phase of P1156.18 (should permission be granted). The proposed temporary car park is located 6.4m from the nearest residential boundary and in excess of 25m from the nearest habitable room opening of the Broadstone Road properties to the west. It is noted that some outbuildings to the rear of the Broadstone Road properties are located within closer proximity to the temporary car park, however, given the nature of these structures this proximity is not considered harmful.
- 8.20 As detailed above, officers acknowledge that the car park would be located closer to these adjoining residential properties than the existing car park, however, given the temporary nature of this car park any resultant harm in terms of actual or perceived nuisance would be within acceptable parameters. This position is supported by the fact that Environmental Health Officers have no objection to the proposal. To ensure any residual impacts remain temporary a condition is recommended requiring the cessation of the car park use and removal of the grasscrete on or before 20<sup>th</sup> September 2020.

- 8.21 Further to the above it is considered that any isolated and temporary harm to neighbouring amenity that may arise from the proposal would be significantly outweighed by the positive benefits the application offers in terms of continuity of education should the scheme being considered under ref. P1156.18 be approved and delivered

### **Transport and Highways**

- 8.23 The subject application would not result in an increase in the capacity of the existing school in terms of student numbers and therefore would not result in any increased trip generation as a result of pick-ups and drop offs. As such, the key transport consideration relates to the acceptability of the short term car park in terms of quantum of parking spaces and safe manoeuvring within this space.
- 8.24 With respect to the proposed quantum of car parking spaces officers are satisfied that the temporary provision broadly reflects the existing quantum of parking available on site and therefore does not encourage the use of a car as opposed to walking or cycling to any further extent than the status quo.
- 8.25 In response to potential manoeuvring concerns LBH Transport Officers have reviewed the application and have confirmed that they have no objection to the proposal.

### **Conclusions**

- 8.7 All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.