



Application Reference:	P1698.18
Location:	Hall Mead School, Marlborough Gardens
Ward:	Cranham
Description:	Partial demolition and redevelopment of school to provide a new three storey school building, activity studio, extension to existing changing rooms, three court Multi-Use Games Area, landscaping and parking improvements.
Case Officer:	Jacob Lawrence
Reason for Report to Committee:	The application is by or on behalf of the Council and is a significant development.

1 BACKGROUND

- 1.1 This application has been brought forward by the Department for Education (DFE) as part of a borough wide project to address substandard educational facilities. It has been identified that three of the existing school buildings are no longer fit-for-purpose. As such, these buildings are to be demolished and will be replaced by a new purpose built main school building in addition to a new activity studio and extension to an existing sports hall.
- 1.2 As it stands Hall Mead Secondary School is a 6.5 Form Entry (FE) co-educational secondary school for years 7-11, with a Published Admission Number (PAN) capacity of 192 per year and 975 in total. Officers understand that there are current commitments in place for an expansion of the school to a 7FE with a PAN of 210 per year and a total PAN of 1050 pupils. This proposal would facilitate the increase in the PAN by 75.

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 2.1 The application seeks planning permission for the partial demolition and redevelopment of the school to provide a new three storey school building, activity studio, extension to existing changing rooms and three court Multi-Use Games Area (MUGA) in addition to landscaping and parking improvements
- 2.2 The proposal is required to replace existing buildings that are no longer fit for purpose. The proposal would also enable the school to accommodate a committed increase in capacity by 75 pupils. As such, the proposal would facilitate continued education provision to meet an identified need within the Borough.
- 2.4 Due regard has been given to the proximity of the proposed buildings to neighbouring residential occupier's, however, officers are satisfied that the location, massing and detailed design of the proposal strikes an acceptable balance between preserving neighbouring amenity and enabling the delivery of the development. The proposal and associated phasing has also been successfully designed to ensure it does not unduly compromise the operational capacity of the school during the construction phase. The proposal would also ensure existing playing field provision is not compromised.
- 2.5 The height, scale and massing of the proposal is considered appropriate given the existing scale of development onsite. The acceptability of the proposed massing is supported by a simple yet effective design response. The use of brickwork across the southern and western elevations has been secured through negotiation by officers and is considered to provide an enhanced level of robustness and aesthetic quality to the finished elevations.
- 2.6 Officers are satisfied that no unacceptable adverse impacts in terms of highways and parking impacts, over and above current site conditions, would arise. Conditions are recommended to ensure any temporary impacts during the construction phase of the development are appropriately mitigated. Further conditions are recommended to ensure management and mitigation measures are implemented and the positive elements of the proposal advanced by the applicant are carried through to implementation. Subject to these conditions the proposal is considered acceptable and policy compliant.

3 RECOMMENDATION

- 3.1 That the Committee resolve to GRANT planning permission
- 3.3 That the Assistant Director of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. 3 year time limit
2. In accordance with approved drawings
3. Construction management plan
4. Material samples
5. Plant machinery
6. Construction hours
7. Tree Protection
8. Landscaping
9. Sustainability
10. Community use strategy
11. Contaminated land
12. Ecological survey
13. Refuse details
14. Cycle parking details
15. Lighting details
16. Delivery and servicing plan
17. Entrance details
18. Travel Plan
19. Refuse storage
20. MUGA- Hours of use

Informatives

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

4 PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 The subject application seeks planning permission for the demolition of three existing school buildings and redevelopment of the school to provide a new three storey school building, activity studio, extension to existing changing rooms and three court MUGA in addition to landscaping and parking improvements.
- 4.2 The proposed main school building would be located within the south western part of the site. The building would have an L shaped footprint of approximately 1950sq.m square metres (sq.m) and extend to three storeys in height. The building would benefit from a range of fenestration across ground, first and second floor level with a combination of brick and render to the external walls.

4.3 The proposed structure would provide a range of new educational facilities including the following:

- Main hall;
- Drama studio;
- Dining hall;
- Kitchen;
- Technology/art/media rooms;
- Library;
- Post-16 study rooms;
- SEN resource and group rooms;
- Music rooms;
- ICT rooms;
- Classrooms
- Science labs

4.4 The proposed activity studio would be housed within a 2 storey building with a footprint of 303sq.m. This building would be located immediately to the east of the existing sports hall and would be finished in a combination of brick and render. Further works are also proposed to extend the existing changing facilities on site. The proposed single storey extension to the eastern side of the existing sports hall would occupy a footprint of 50sq.m and extend to a height of 3.9m. Proposed materials would consist of buff brick.

4.5 A new three court MUGA is proposed towards the centre of the Site following the demolition of the existing school buildings. The MUGA would occupy an area of approximately 1900 sq.m.

4.6 Once complete the overall proposal would facilitate a comprehensive and integrated redevelopment of the existing school. The overall scheme is supported by additional landscaping treatments and the existing playing fields on the north of the Site are to be retained in full.

4.7 A new substation is also proposed to the front of the proposed school building along Marlborough gardens.

4.8 Vehicular access is to be retained on the south of the site. A new service yard is also proposed in the south-western corner of the site. Pedestrian access will be relocated west of its existing position on Marlborough gardens. The proposal would incorporate 11 additional parking spaces through an extended area of hardstanding to the northeast of the sites existing developed area.

This extended parking provision would bring the total number of spaces across the site up to 116.

Site and Surroundings

- 4.9 Hall Mead Secondary School is a 6.5FE co-educational secondary school for years 7-11, with a PAN capacity of 192 per year and 975 in total. There are current commitments in place for an expansion of the school to a 7FE with a PAN of 210 per year and a total PAN of 1050 pupils.
- 4.10 The Site is located on the northern side of Marlborough Gardens and is a rectangular portion of land that extends to approximately 5 hectares in area.
- 4.11 The site is currently occupied by 8 buildings ranging between one and three storeys in height. The buildings are located on the southern third of the Site with the northern two thirds of the Site being predominantly open, comprising playing fields. Hard court areas are located in the south-western corner of the site, adjacent to the existing buildings.
- 4.12 Several trees are located across the site with these principally positioned along the western, northern and eastern boundaries, between the existing buildings, and in the south-eastern corner of the site. Five Lime Trees (Group G1) on the south of the Site are covered by a Tree Preservation Order (Ref 10/05).
- 4.13 As it stands there are two vehicular access points to the Site along Marlborough Gardens to the south and one from the east via Marlborough Gardens. The Site has two pedestrian access points on the southern boundary of the Site. The Site has a PTAL rating of 1b and is located in Flood Zone 1 (low risk).

Planning History

- 4.4 The following planning applications are relevant to the application:

N0003.12-Minor amendment of planning P0781.10 reduction of the width and increase in length for structural reasons and internal amendments to staircase (Approved)

P0781.10- First Floor Extension (Approved)

P1721.09- Equipment store to sports hall (Approved)

P1597.09-Canopy outside assembly hall (Approved)

P0614.09- First floor classroom extension over boiler house (Approved)

P1893.08- Three storey lift extension to main entrance, remodelling of surrounding area and provision of a canopy (Approved)

P1570.05- Single storey extension to weights gymnasium and ancillary rooms (Approved)

P2322.04-Two store ICT facility & two no single storey classroom with associated parking and landscaping (Approved)

P0969.01-Infill class room extension to existing second floor open terrace (Approved)

P0795.01-Single storey flat roof science lab and link lobby extension to east wing (Approved)

P1166.97-Single storey technology suite extensions/alterations (Approved)

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.

LBH Environmental Health

No objection subject to recommended conditions

LBH Highways

No objection subject to recommended conditions and informatives.

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.

Sport England

Sport England are of the view that the proposal broadly meets exception E3 of our playing fields policy, in that:

The proposed development affects only land incapable of forming part of a playing pitch and does not:

- reduce the size of any playing pitch;
- result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas);
- reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain their quality;
- result in the loss of other sporting provision or ancillary facilities on the site; or
- prejudice the use of any remaining areas of playing field on the site.

Transport for London

No objection subject to recommended conditions and informatives

LBH Education

Fully support the proposal as it is required in order for LBH to meet its statutory duties in relation to education provision.

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. The scope of the public consultation has been summarised below.

-The applicant held a public consultation event at Hall Mead School on 17th October 2018.

-The public consultation event was advertised through a leaflet drop (approximately 350) and the Cranham and Upminster Residents Association were notified of the public consultation event.

- Local Councillors for Cranham were contacted via email regarding the proposals as some Councillors were unable to meet the planned public consultation event.
- The Applicant has outlined that the event was attended by 128 people and 20 members of the public completed feedback forms of which 17 indicated support for the proposal and 3 indicated an objection.

6.3 The main issues raised and the developer's responses are set out below.

Headline comments in support for the proposals

- Improved appearance of the school
- Better use of space compared to current layout
- Will improve facilities for the pupils.

Headline comments related to concerns over the proposal

- Road safety
- Amenity impacts associated with delivery and servicing Service vehicles will cause congestion on main road
- Increase in pupils will result in increased vehicle trips
- Request to include a pupil pick-up/drop-off point in the design
- On-street parking by contractors
- Noise impacts
- Bin stores located close to neighbouring properties
- Dust
- Disruption to school timetable

7 LOCAL REPRESENTATION

7.1 A total of 106 neighbouring properties were notified about the application and invited to comment. Two separate rounds of neighbour consultation letters were sent with the first round of 21 day letters sent on the 4th December 2018. A second round of consultation letters were sent on 10.01.2019 following receipt of additional supporting information in relation to the relationship between the proposal and Holden way properties. In addition to consultation letters the application has been publicised by way of a site notice displayed in the vicinity of the application site and has also been publicised in the local press.

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

No of individual responses: 12 objections.

Representations

7.5 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

- Loss of privacy
- Increased noise
- Existing fields better suited to development
- Excessive overlooking
- Would like to know what alternative plans were considered.
- Consideration should be given to a two storey building
- Lower level lighting, lights on timer systems and smaller windows should be considered.
- Request that tall evergreen trees be planted along boundary
- Lack of parking
- Concerns over lack of prior consultation
- Size and scale out of keeping with existing buildings
- Temporary classrooms could have enable a more appropriate design.
- Building too close to the boundary with Holden Way properties
- Trees not within school grounds and are deciduous so will not fully screen development.
- Light pollution
- Loss of daylight and sunlight.
- Concerned over noise and disturbance arising from the use of the service road
- Concerned over lack of clarity on construction timetable
- Overbearing design and scale
- Potential impact on existing trees
- Inadequate consultation prior to meeting
- Nuisance cause by service road
- Waste stores may attract vermin and cause smells

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

- 8.1 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.
- 8.2 The NPPF attaches great importance to ensuring that a sufficient choice of educational 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.
- 8.3 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.
- 8.4 This application seeks to deliver new school buildings to replace existing structures that are no longer fit for purpose. The proposal would facilitate a modest increase in pupil numbers to meet current commitments in addition to enabling the school to continue to accommodate the existing number of students. Once the development is complete the school would accommodate a PAN of 1050 (currently accommodates 975). The proposal has also been designed to enable the school to remain operational during the construction phase of this proposal, thereby ensuring continuity of education provision within the locality.
- 8.5 In addition to the need for the proposed education floorspace the location of a majority of the buildings footprint on land previously occupied by hardstanding would accord with National Planning Policy Framework (NPPF) 2018 which encourages the redevelopment of previously developed land. The siting of the proposed buildings and inclusion of a 3 court MUGA ensures that the loss of the existing sports courts is suitably offset and no harm to sports infrastructure would arise. This position is supported by the response received from Sports England which confirmed that the proposal would meet exception E3 of their playing fields policy.
- 8.7 For the reasons outlined above officers are satisfied that the proposal would accord with key education based policy objectives and as such is considered acceptable in principle.

Design

- 8.8 The proposed buildings to be demolished do not possess any significant architectural merit. Furthermore, the existing structures to be demolished are not subject to any form of protection and therefore their loss would not conflict with design based policy objectives of the development plan.
- 8.9 The proposed site layout provides a successful design response to the various constraints of the site and need to ensure the school remains operational throughout the construction phase. Such an approach is welcomed by officers and is supported by a maximum building height of 3 storeys which reflects the existing site context. When considered in relation to this existing context officers are satisfied that the overall bulk and mass of the proposed buildings would appear appropriate in their setting.
- 8.10 In terms of the proposed main L shaped building, this structure would benefit from a range of fenestration which has been dictated by the proposed usage and need to provide a new main entrance area which acts as a defined point of arrival for the school. To ensure the finer details of this element of the proposal is successfully delivered on site a condition requiring the submission of large scale details for approval is recommended.
- 8.11 The acceptable height, bulk, massing and architectural detailing is supported by the use of a material palette that consists of a combination of brick and render. Where the building faces towards neighbouring residential properties and the public realm it would be finished with a predominantly brick façade that would ensure the finished elevations maintain a sense of visual interest through the varied tone and texture offered by the proposed brickwork. The use of brickwork (as opposed to the predominantly rendered building as originally proposed) represents a significant positive element of the proposal when considered in design terms and is a result of negotiation by officers during the course of the application. In order to ensure a high quality finish is achieved when the building is constructed onsite a condition is recommended requiring the submission of material samples for approval prior to the commencement of above ground works.
- 8.12 Turning to the proposed activity room building this structure would occupy a rectangular footprint with the elevational treatment reflecting a simple yet functional response to the proposed usage of this structure. The proposed sports hall extension would appear as a modest addition when considered in the context of the existing building

- 8.13 For the reasons detailed above officers are of the view that the proposal would accord with the design based policy objectives of with Policy DC61 of the LDF.

Amenity

- 8.14 As previously stated the proposed site layout is a result of the need to respond to the various constraints of the site and ensure the school remains operational throughout the construction phase. This approach to site layout has ensured that significant separation distances are provided between the proposed buildings and nearest neighbouring boundary. These separation distances further increase when considered in relation to the location of existing residential windows that face directly towards the proposed buildings.
- 8.15 When considering the potential amenity impacts of each individual element of the scheme officers acknowledge the fact that the proposed 3 storey L shaped building requires careful consideration given the location of this structure on an area that is not currently occupied by built form, in addition to its proximity to residential properties along both Holden Way and Marlborough Gardens. It is also acknowledged that a significant level of public objection has been received in response to this element of the proposal with a range of concerns raised including loss of privacy, altered outlook, impact on daylight/sunlight and light pollution.
- 8.16 For simplicity and ease of reference the following paragraphs consider the amenity impacts of the 2 proposed new buildings and proposed extension to the existing sports hall in more detail.

Main 3 storey L shaped building

- 8.17 In response to the concerns raised through various representations, officers note that the proposed L shaped structure would be set a minimum of 20m from the boundary with the Holden Way properties and 14m from the boundary with the Marlborough Gardens properties where the structure extends above 2 storeys. When considered in relation to the Holden Way properties this separation distances would exceed 70m when measured from existing east facing residential windows and doors. In terms of the Marlborough Gardens properties it is acknowledged that the distance between the structure and the west facing windows of these properties would be approximately 14m, however, the windows in question do not face directly towards the proposed building. Furthermore the positioning of the building to the North of Marlborough Gardens provides a further safeguard in relation to retrained levels of daylight and sunlight.

- 8.18 When the aforementioned separation distances, proposed building heights and orientation are taken into account officers are satisfied that the proposal would not give rise to any unacceptable loss of daylight or sunlight. This conclusion is supported by a Daylight and Sunlight Study which was submitted in support of the application. The numerical analysis contained within this assessment confirms that no breach of Building Research Establishment (BRE) guidance would occur as a result of the proposal.
- 8.19 With respect to potential privacy impacts officers note that the proposal would incorporate clear glazed windows in all elevations which would enable views towards the adjoining residential properties to the south and west. Whilst the potential for additional overlooking to the west is noted, the windows would remain in excess of 70m from the nearest residential windows that face directly towards the site. This distance would reduce to 20m when considering the distance to the eastern end of the Holden Way rear gardens, however, officers remain satisfied that any resultant overlooking across this section of garden area would not represent unacceptable harm.
- 8.20 In terms of the proposed southern elevation a minimum separation distance of 10m where the building extends to 2 storeys and 14m where the building extends to 3 storeys would be provided between the proposal and the boundary with no. 11 Marlborough Gardens. This separation distance is supported by the orientation of no. 11 Marlborough Gardens whereby the rear facing windows of this property face to the west and therefore are not impacted by the south facing overlooking that would be introduced. The potential for additional overlooking across the rear gardens during the time the buildings are in use is noted, however, mutual overlooking already exists across the rear of properties along Marlborough Gardens. As such, any additional impacts in terms of actual or perceived overlooking are considered to remain well within acceptable parameters.
- 8.21 In addition to daylight/sunlight and privacy considerations due regard has been given to whether the presence of the proposed building within long views towards the east represents material harm to neighbouring residential outlook. With respect to this point officers can confirm that although the planning system does not afford protection for any particular 'view' existing levels of outlook should not be eroded to an unacceptable degree by new development. In this case the separation distance of 70m is considered to significant and demonstrably ensure that any changes to the existing outlook afforded to occupiers of the Holden Way properties would not have a materially harmful impact on residential amenity. A visual impact assessment of the proposal as viewed from Holden Way has been provided in support of the application. This document provides a useful visual representation of the

change to existing outlook and in officers' view supports the conclusion that the retained separation distances would ensure no harm would arise.

- 8.22 Further to the above officers have also considered the proposal in relation to any potential harm to existing levels of outlook experienced from the Marlborough Gardens properties. In this case the orientation of windows approximately 90 degrees away from the proposed structure ensures that the principal outlook to the west currently afforded to these properties would be unharmed.

Activity Room

- 8.23 The proposed activity room would be located to the east of the existing sports hall and to the north of the proposed L shaped building where it would extend to a maximum height of 2 storeys. This location would ensure that any impacts arising from the structure are contained within the school site as there are other larger buildings between the structure and nearest neighbouring residential properties. As such, no harm to neighbouring amenity would arise from this element of the proposal.

Extension to Sports Hall

- 8.24 The proposed extension would extend to a maximum height of a single storey where it would be positioned to the east of the existing sports hall. The combination of this location and modest massing ensures no impacts on neighbouring amenity would arise as a result of this element of the proposal.

Nuisance

- 8.25 Further to the assessment above, due regard has been given to the potential for the siting of the proposal and associated use to generate additional noise and disturbance over and above the existing situation. With respect to this consideration officers note that the location of the main L shaped building is currently sports courts and therefore a range of noise generating activities could occur in this area. In contrast the provision of education floorspace contained within the fabric of the proposed building, which generally provides a lower noise environment when compared to activity occurring outside, would not result in any materially harmful increase in potential noise generation.
- 8.26 With respect to the proposed MUGA, this would be located within the centre of the school site and further away from neighbouring residential properties than the existing sports court area. This increased separation is further

supported by the acoustic buffer provided by the existing and proposed buildings, thereby ensuring no unacceptable impacts noise impacts over and above those which currently exist.

- 8.27 In addition to the normal school usage of the proposed buildings and MUGA officers note that these facilities have the potential to make a positive contribution to the local community through use outside of school hours. Whilst any such use represents a wider benefit arising from the proposal it is integral to ensure that and associated impacts are appropriately managed. In order to adequately mitigate any potential impacts a condition requiring the submission of a community use strategy is recommended to ensure such additional usage can be appropriately controlled. A further safeguard would also be provided by an hours of use condition which would restrict use of the MUGA to between 7am and 9pm Monday to Saturday and 9am to 6pm on Sundays. An additional condition is also recommended in relation to the submission of a detailed lighting strategy prior to the first use of any of the buildings or MUGA areas that are the subject of this application.
- 8.28 Further consideration has been given to the potential for additional impacts to arise from the use of the servicing and refuse storage area. As part of this submission the applicant has outlined that delivery and servicing activity at the site will continue in line with existing practices which is typified by a minimal number of deliveries over the course of a typical school day / week. Officers note that such vehicle movements are limited to waste collection, deliveries and general supplies to the canteen. The frequency of such deliveries is therefore relatively low and it is considered that this provides a natural safeguard to ensure any additional noise disturbance arising from the use of the servicing area would remain within acceptable parameters as required by policy. In order to ensure that the site operates in line with best practice and any residual impacts are adequately mitigated a condition requiring the submission of a delivery and servicing plan prior to the first use of the new buildings is recommended.
- 8.29 In reaching the conclusions outlined above officers have taken into account the comments from LBH Environmental Health whom raise no objection to the proposal subject to recommended conditions. As such, officers are satisfied no long term noise or nuisance impacts would arise as a result of the proposals with construction management conditions recommended to mitigate any short term noise impacts. Accordingly the proposal would remain in compliance with policy DC55 and policy DC61 of the LDF.

Transport, Highways and Servicing

- 8.30 The subject application would result in a moderate increase in the capacity of the existing school in terms of the PAN which would increase from 975 students to 1050. In response to this increase in capacity the applicant has submitted a suite of supporting information including a Transport Statement and Travel Plan prepared by Milestone Transport Planning.
- 8.31 Further to the above the applicant has acknowledged that the proposal provides an opportunity to maximise on site car parking supply for staff and visitors with the existing capacity of 105 spaces increasing to 116 spaces as a result of this proposal.
- 8.32 As part of the assessment of this application LBH highways officers have scrutinised the proposal and supporting information and have confirmed that they raise no objections to the proposal subject to recommended conditions. These conditions would ensure the positive elements of the proposal are carried through to implementation.
- 8.33 It must be acknowledged that the construction phase of the development would give rise to additional construction vehicle movements. The temporary nature of these impacts ensures that no significant adverse impacts on the highway network would arise as a result of the proposals. Conditions are recommended to ensure the construction phase of the development accords to best practice and any impacts are appropriately mitigated.
- 8.34 With specific regard to the refuse storage area officers are satisfied that the location of this store enables ease of servicing whilst its size would provide sufficient capacity for the school. In order to ensure the finer details of this storage arrangement is acceptable a condition is recommended requiring the submission of further details for approval.

Other Planning Issues

- 8.35 The application has been submitted with an extensive suite of supporting information in relation to flood risk, land contamination, ecology, arboriculture and sustainability. Officers have considered these elements of the proposals in detail and are satisfied that they demonstrate that the proposal would achieve compliance with key policy objectives. A range of conditions are recommended to ensure the positive elements of the proposal advanced by the applicant and identified mitigation measures with respect to these matters are secured and carried through to implementation.

Conclusions

- 8.36 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.