



REGULATORY SERVICES COMMITTEE

REPORT

16 MAY 2013

Subject Heading:	P0222.13 – Harold Wood Primary School, Recreation Avenue, Harold Wood – Extensions and alterations to increase pupil intake from 420 to 630 pupils including additional parking for staff (received 12 March 2013; additional information received 24 April 2013 and revised plans received 29 April 2013)
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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

Clean, safe and green borough	[x]
Excellence in education and learning	[x]
Opportunities for all through economic, social and cultural activity	[x]
Value and enhance the life of every individual	[x]
High customer satisfaction and a stable council tax	[]

SUMMARY

The proposal relates to an application for extensions (with some internal alterations) totalling 597 sq.m to enable an increase in the number of pupils and to

provide additional staff parking at the school. Staff consider that the proposal would accord with community and environmental policies contained in the Local Development Framework Core Strategy and Development Control Policies Development Plan Document and approval is therefore recommended.

RECOMMENDATIONS

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.

2. *external materials* The development shall be built in accordance with the external materials details identified on the planning application form.

Reason: To ensure that the appearance of the proposed development will harmonise with the character of the surrounding area.

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.

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.

4. *Hard and soft landscaping* No development shall take place until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and shrubs on the site, and details of any to be retained, together with measures for the protection in the course of development. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development.

5. *Surface water drainage* - Development shall not begin until a detailed surface water drainage scheme for the site has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall include a restriction in run-off and surface water storage on site as outlined in the FRA and further information documentation regarding Impermeable Areas received 29/4/13.

Reason: To prevent the increased risk of flooding, to improve and protect water quality and to ensure that surface water is disposed of from the site in the most sustainable way possible.

6. *Land contamination watching brief:* The applicant shall enable a watching brief to be implemented for the presence of any land contamination throughout the construction works. In the event that contamination is found at any time when carrying out the development, it should be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must then be undertaken and if remediation is necessary a remediation scheme must be prepared, implemented and verified to the satisfaction of the Local Planning Authority.

Reason: To ensure that risks from any unexpected land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems and the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with LDF Core Strategy and Development Control Policies DPD Policy DC63.

7. *Parking restriction review* - Within 18 months of the development being brought into use a review of parking restrictions around the school entrance shall be carried out and submitted to the Local Planning Authority for approval. The review shall be aimed at reducing the impact of parent parking near the school entrance and to ensure that pedestrian desire lines across junctions are not unduly impeded. Once approved in writing any approved measures shall be implemented and retained to the satisfaction of the Local Planning Authority.

Reason: To ensure the interests of highway safety and amenity and to accord with Policy DC32. To ensure the interests of pedestrians and address desire lines and to accord with Policy DC34.

8. *Travel Plan:* Prior to the occupation of the development hereby permitted, a revision to the existing Travel Plan which reflects the increase in pupil numbers shall be submitted to and approved in writing by the Local Planning Authority. The revised Travel Plan shall include a review of walking routes and conditions in the area around the school

and measures to reduce vehicular trips and proposals for monitoring and reporting progress to the Local Planning Authority and include a timetable for its implementation and review. The approved Travel Plan as revised shall remain in force permanently and implemented in accordance with the agreed details.

Reason: To help bring about a reduction in private car journeys, to minimise the potential for increased on street parking in the area, to mitigate the impact of increased private car journeys at peak times and to accord with Policy DC32.

9. *Wheel Scrubbing/washing:* Before the development hereby permitted is first commenced, wheel scrubbing/wash down facilities to prevent mud being deposited onto the public highway during construction works shall be provided 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 on site.

Reason: 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.

10. *Construction Method Statement:* 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: To protect residential amenity, and in order that the development accords the Development Control Policies Development Plan Document Policy DC61.

11. *External Lighting:* The development hereby approved shall not be occupied until external lighting has been provided in accordance with details which shall previously have been submitted to and approved by the Local Planning Authority in writing.

Reason: In the interests of residential amenity in accordance with Policy DC61 of the LDF Core Strategy and Development Control Policies DPD.

12. *Secured by design* - Prior to the commencement of the development hereby permitted, details of the measures to be incorporated into the development demonstrating compliance with the principles and practices of the 'Secured by Design' scheme shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until written confirmation of compliance with the agreed details has been submitted to and approved in writing by the LPA.

Reason: In the interest of creating safer, sustainable communities, reflecting guidance set out in the National Planning Policy Framework, Policy 7.3 of the London Plan, and Policies CP17 'Design' and DC63 'Delivering Safer Places' of the LBH LDF.

13. *Construction Hours* - No construction works or construction related 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 construction related deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

14. *Protection of trees/hedge during construction:* No building, engineering operations or other development on the site, shall be commenced until a scheme for the protection of retained trees and hedging on the site has been submitted to and agreed in writing by the Local Planning Authority. Such scheme shall contain details of the erection and maintenance of fences or walls around the trees/hedge, details of underground measures to protect roots, the control of areas around the trees and any

other measures necessary for the protection of the trees. Such agreed measures shall be implemented before development commences and kept in place until the approved development is completed to the satisfaction of the Local Planning Authority.

Reason: To protect the trees/hedging on the site.

INFORMATIVES

1. In aiming to satisfy Condition 12 the applicant should seek the advice of the Police Crime Prevention Design Advisor. The services of the local Police CPDA are available free of charge through Havering Development and Building Control. It is the policy of the local planning authority to consult with the Borough CPDA in the discharging of community safety condition(s).
2. The applicant is advised that planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. The Highway Authority requests that these comments are passed to the applicant. Any proposals which involve building over the public highway as managed by the London Borough of Havering, will require a licence and the applicant must contact StreetCare, Traffic & Engineering on 01708 433750 to commence the Submission/ Licence Approval process.
3. Should this application be granted planning permission, the developer, their representatives and contractors are advised that this does not discharge the requirements under the New Roads and Street Works Act 1991 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works) required during the construction of the development.
4. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: Improvements required to make the proposal acceptable were negotiated and submitted, in accordance with para 186-187 of the National Planning Policy Framework 2012.
5. Reason for approval:
The proposal accords with Policies DC26, DC27, DC28, DC29, DC32, DC33, DC45, DC48, DC51, DC57, DC59, DC60, DC61, DC63 and DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document and Policies 3.18, 6.13, 7.3, 7.4, 7.6 and 7.30 of the London Plan and the National Planning Policy Framework (NPPF).

Note: Following a change in government legislation a fee is now required when submitting details pursuant to the discharge of conditions, in order to comply with the Town and Country Planning (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations, which came into force from 06.04.2008. A fee of £97.00 per submission pursuant to discharge of condition.

REPORT DETAIL

1. Site Description

- 1.1 The site currently comprises 2 main single-storey buildings and other smaller outbuildings forming Harold Wood Primary School. The site has an access onto Recreation Avenue at its North-Westernmost point. The buildings are located to the western side of the 2.59 hectare site with playing fields covering more than half of the site to the east and south of the application site. There is a significant slope down across the site from west to east and a gentler slope from north to south. The site is within the Metropolitan Green Belt.
- 1.2 To the east and north of the application site is a public park (Harold Wood Park) which has its access at the same point on Recreation Avenue as the application site.
- 1.3 The surrounding area otherwise mainly consists of 2-storey residential properties to the west and north of the application site to Recreation Avenue, Ravensbourne Crescent and Prospect Road; and beyond Ravensbourne Crescent, Coombe Road.

2. Description of Proposal

- 2.1 The proposal is for extensions and alterations to the school to increase pupil intake from 420 to 630 pupils and includes increasing staff and parking for staff to 43 spaces. The proposed single-storey extensions and alterations involve both buildings increasing the current floorspace by 597 sq.m to 2,614 sq.m and linking the two buildings together with the new car parking provision mainly located on hardstanding to the west of the existing buildings.
- 2.2 The northern building would be extended along its western elevation by between 2.65m and 4.25m in width to increase the size of the existing class rooms and staff room/prep area and provide new circulation space. A new covered play area would be provided to the rear (east of the building) which forms part of a new 520 sq.m hardstanding area .
- 2.3 The southern building would be extended to the west to provide a new class room and to the south to provide 3 new classrooms. The extension to the west would align with existing classrooms with the maximum extension to the south of 17.9m. To the north a 3.6m deep and 5.2m wide extension would provide a 30 sq.m space for the Main Office.
- 2.4 The two buildings would be linked together with a new classroom, internal courtyard and circulation space with maximum dimensions of 20.5m by 7.9m.

- 2.5 With the exception of the new hardstanding area which would be fenced off, no part of the proposal would extend eastwards onto the existing grassed playing areas.
- 2.6 The existing parking areas to the east of the access road and in the existing courtyard area are inadequate for the current staff members. The proposal is to augment the existing spaces with an additional 25 spaces to provide for the proposed 43 teaching staff members with 43 parking spaces, most of which would be provided on a new hardstanding area to the west of the access road. This would result in the loss of some existing trees.
- 2.7 A Flood Risk Assessment was submitted and the applicant has agreed to provide suitable mitigation measures to deal with drainage issues on the application site, including the use of porous hardstanding for the new parking areas.

3. History

- 3.1 P1431.05 Installation of internal platform lift, construction of external access ramp and conversion of two store rooms into a disabled WC facility – Approved 23-08-05

4. Consultation/Representations

- 4.1 46 neighbouring and nearby properties were notified of the application, a press notice was published and a site notice was posted. Two pieces of correspondence were received raising objections in respect of servicing and pupil transport disturbance being increased, on-street parking causing noise, the proposed access and additional parking provision will not overcome the obstruction on adjoining streets, as no parent parking would be provided increased on-street parking would result in emergency vehicles having greater difficulty accessing the school and adjoining properties than currently.
- 4.2 The Metropolitan Police's Secured by Design Officer has written asking for details to be submitted via suitably-worded conditions and an informative in respect of Secured by Design and external lighting provision.
- 4.3 LFEPA have confirmed that the proposal is satisfactory in respect of Fire-fighting Access Arrangements.
- 4.4 Thames Water have responded to consultation advising that it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water the applicant is recommended to ensure that store flows are attenuated or regulated into the public network via on or off site storage. Prior approval will be required from Thames Water for discharge into a public sewer.
- 4.5 Environment Agency has raised an objection that an FRA was not submitted originally with the application. While the site area of the school is over 1

hectare, the site is within Zone 1 and the proposed development is for less than 600 sq.m, therefore Standing Advice applies. This is addressed in detail below.

5. Staff Comments

5.1 The issues in this case are the principle of the development, the impact on the open character of the Green Belt, the impact of the development in the street scene, impact on the amenities of nearby residential occupiers and highways/parking. Policies DC26, DC27, DC28, DC29, DC32, DC33, DC45, DC48, DC51, DC57, DC59, DC60, DC61, DC63 and DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document are relevant. Also relevant are London Plan Policies 3.18, 6.13, 7.3, 7.4, 7.6 and 7.30 of the London Plan and the National Planning Policy Framework (NPPF).

5.2 Principle of development

5.2.1 The proposal is for extensions and alterations to the existing primary school. Policy DC29 indicates that educational premises should be of a suitable quality to meet the needs of residents. It is considered that the extension and internal alterations of/to the existing school would improve the facility whilst also being able to accommodate an additional 210 pupils; i.e., a 50% increase on current numbers. Staff consider that this would accord with this Policy in principle.

5.2.2 The application site lies in the Metropolitan Green Belt and 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. While the proposal would result in a 50% increase in pupils and teaching staff numbers would rise from 29 to 43, the increase in floorspace of 597 sq.m represents only a 29.6% increase over the existing floorspace. As such, Staff consider that the proposal would be acceptable as an exception to national policy and is therefore acceptable in principle.

5.2.3 Policy DC45, in line with the previous National Guidance contained in PPG2, indicates that extension of buildings other than dwellings or sites designated as Major Development Sites, is inappropriate development and that there are no exceptions. Nonetheless the NPPF adopted by Central Government in March 2012 in this respect 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 as an exception to the general policy which does not normally allow inappropriate development in the Green Belt.

5.3 *Impact on the open character of the Metropolitan Green Belt*

5.3.1 The proposal would extend the existing single-storey buildings, in particular to the south and link the two existing buildings together. The proposal would add a further 29.5% in terms of floorspace to the existing school building. Staff consider that this would have an effect on the open character of the Green Belt. However, the proposed extensions are limited and include a link such that the building works, with the exception of that to the south, are mainly contained within the existing building envelope and do not have any significant impact on the open character of the Green Belt.

5.3.2 The two, single-storey extensions to the south of the building are a maximum of 17m long and would extend over the existing hardstanding play area to form a large open-sided courtyard. Whilst it would reduce the gap between the existing elevation and the housing beyond the southern boundary, a clear and significant gap would be retained as well as the whole of the grassed playing areas to the east of the application site, such that Staff consider that the overall impact on the open character of the Green Belt at this school site would be acceptable.

5.4 *Impact in the Street Scene*

5.4.1 The application buildings are located at the end of an access drive behind a row of houses. As such only the small single-storey extension to Office and the vehicles parking on the new parking area would be visible in the streetscene and then, only in views directly along the access drive. Staff therefore consider that there would be no adverse impact on visual amenity in the streetscene.

5.4.2 The extensions to the buildings would be visible at least in part from the adjoining public park, nonetheless they would appear from this distance to be mainly relatively small extensions to the existing single-storey building and, as such, Staff consider that the proposal would not have any significant impact from public viewpoints.

5.5 *Impact on Residential Amenity*

5.5.1 The nearest residential properties are located on the southern side of Ravensbourne Crescent and at the access point at the end of Coombe Road/Recreation Avenue and in the cul-de-sac end of Prospect Road.

5.5.2 The proposed single-storey extensions would be located at least 60m (to the northern building) and 25m (to the southern building) from the rear elevations of the properties in Ravensbourne Crescent and around 25m from the side elevation of nearest property in Prospect Road. At these distances and as the proposal has a maximum height of 3.4m, Staff consider that there would be no adverse impact from the physical form of the building on residential amenity and that there would be no undue loss of privacy or overlooking.

5.5.3 The proposal would result in an increase in numbers of pupils attending the school adding 50% to the current numbers, rising from 420 to 630. The single access and no parent parking is typical of most schools in the Borough and there is a reliance on any parents wishing to deliver and collect by car to park on-street. There is always some conflict between parents and nearby residents before and after school when this occurs and, it is recognised, more children attending the school would be likely to increase this problem. Anyone living close to a primary school would expect some disturbance at school start and closing time and at break times when children are out and playing noisily and existing residential amenity of nearby occupiers would be lower than for occupiers of properties not sited close to schools or their vehicle entrances. In order to encourage and support parents and children to use non-car transport, the existing Travel Plan would need to be augmented and a suitable condition will be attached to any approval requesting further details. Staff consider that while there would be an increase in school numbers and likely cars, traffic and traffic movements, that the relative increase in noise and disturbance to adjoining occupiers from the increase in pupils needs to be balanced against the severe need for additional school places in the Borough. Given that the Travel Plan should ensure that any disturbance is kept to a minimum and that such disturbances are regular and expected and only at drop-off and pick up, i.e., two times during the day, Staff consider that any loss of residential amenity would not be so significant as to refuse planning permission.

5.5.4 The proposed new car park would be mainly located to the opposite side of the access road from the existing parking area with 21 parking spaces on new hardstanding areas. At the site visit it was noted that there is currently insufficient parking with vehicles parked on grassed areas and across the end of the existing spaces. The proposed 43 spaces (which include the existing spaces) would meet the requirement for the proposed size of teaching staff and at the same time increase the current numbers to meet the standard. The larger (17 space) car park would be located close to the rear boundaries of properties fronting Ravensbourne Close. However existing trees and a hedge on the shared boundary would be retained and Staff consider that this would reduce the impact of this area to the degree that it would not have any significant impact on residential amenity.

5.6 *Flooding*

5.6.1 A Flood Risk Assessment has been submitted with the planning application. The Environment Agency objected initially to the absence of a Flood Risk Assessment, nonetheless one has been submitted and the only issue is surface water. Staff consider, in light of the Standing Advice, that a suitable condition can be attached requiring the submission of mitigating measures to overcome the concerns raised. A suitably-worded condition is proposed.

5.7 *Trees*

- 5.7.1 Five trees would be removed, none of which are the subject of a Tree Preservation Order. Given that the site is not open to the public, the loss of trees to the west of the school has no significant public amenity issues and it is therefore considered that the removal of some trees would be acceptable. A condition protecting the retained trees and boundary hedging is appropriate to reduce the impact of the new car park hardstanding area and one is proposed to be attached to any grant of planning permission.

5.8 *Highways*

- 5.8.1 The proposal is for extensions and alterations increasing the building by just under 600 sq.m with an increase in teaching staff to 43. In this respect the standard requires one parking space to be provided for each staff member and, as such, the current provision is well below the standard. The proposal therefore brings up the current under provision and will ensure that there is sufficient parking on site for staff, in accordance with Policy DC33 and Annex 5 of the LDF Core Strategy and Development Control Policies DPD.
- 5.8.3 Notwithstanding that the parking arrangements are satisfactory in relation to staff provision, an updated Travel Plan will be required incorporating and updating walking routes and reducing private vehicle trips together with the need to undertake a review of parking restriction around the school entrance. Suitable conditions will be attached to any planning approval.

6. **Conclusions**

- 6.1 Staff consider that the proposal would accord with Policy DC29 in relation to providing a quality school environment and would, as an exception to the NPPF Green Belt section be acceptable. Staff consider that the proposal would, subject to the attachment of suitable conditions, be acceptable in all other respects and Staff therefore recommend that planning permission is granted.

IMPLICATIONS AND RISKS

7. **Financial Implications and risks:**

- 7.1 None

8. **Legal Implications and risks:**

- 8.1 None

9. **Human Resource Implications:**

9.1 None

10. **Equalities and Social Inclusion Implications:**

10.1 The Council's planning policies are implemented with regard to Equalities and Diversity. In particular, in providing more school spaces at an existing school, this would be to the benefit of local primary school-age children.

BACKGROUND PAPERS

1. The planning application as submitted or subsequently revised including all forms and plans.
2. The case sheet and examination sheet.
3. Ordnance survey extract showing site and surroundings.
4. Standard Planning Conditions and Standard Green Belt reason for refusal.
5. Relevant details of Listed Buildings, Conservation Areas, Article 4 Directions.
6. Copy of all consultations/representations received and correspondence, including other Council Directorates and Statutory Consultees.
7. The relevant planning history.