



REGULATORY SERVICES COMMITTEE

30 January 2014

REPORT

Subject Heading:

P1493.13: Scargill Infants School, Mungo Park Road, RM13 7PL

The construction of a single storey, flat roofed, 2 classroom extension to the Junior Block and a stand-alone single storey, flat roofed single classroom to the Infant side at Scargill Infant and Junior School.

(Application received 5 December 2013).

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Policy context:

Local Development Framework
London Plan, Planning Policy
Statements/Guidance Notes

Financial summary:

None

The subject matter of this report deals with the following Council Objectives

Clean, safe and green borough	<input type="checkbox"/>
Excellence in education and learning	<input checked="" type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

The proposal is for a single storey flat roofed extension to Scargill Junior School including two additional classrooms and a single storey flat roofed outbuilding to contain one classroom, adjacent to Scargill Infant School.

The application site comprises Council owned land and the planning merits of the application are considered separately from the land interest.

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

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 Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Materials: All new external finishes shall be carried out in materials to match those of the existing buildings to the satisfaction of the Local Planning Authority.

Reason: To safeguard the appearance of the premises and the character of the immediate area and to accord with Policy DC61 of the Development Control Policies Development Plan Document.

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. Also, in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

4. 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 and all existing trees which are not directly affected by the buildings and works hereby approved shall be clearly located and described in the required landscaping scheme. Such trees shall be retained and shall not be lopped, topped, felled, pruned, have their roots severed or be uprooted or their soil levels within the tree canopy altered at any time unless otherwise agreed in writing by the Local Planning Authority. Details of root protection measures shall be submitted to the Local Planning Authority in conjunction with the proposed landscaping scheme. 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 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, and that the development accords with the Development Control Policies Development Plan Document Policy DC61

5. Construction Hours: 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. Construction Methodology 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.

7. Parking reviews: 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 and approved by the Local Planning Authority. 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. The recommendations of the review shall be carried out within 6 months of their approval and thereafter be permanently retained.

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. 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 approved 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. To ensure the interests of pedestrians and address lines and to accord with Policy DC34.

INFORMATIVES

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: 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. 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. 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.

REPORT DETAIL

1. Site Description

- 1.1 The application site is Scargill Infants and Junior school which contains 2 storey buildings, playing fields and on-site car parking. The School site is located in Elm Park to the south of Mungo Park Road. It is bordered by residential properties which have frontage on Simpson Road, Elmer Gardens and Hugo Gardens to the north, east and west. Brittons Academy borders the School site to the south.
- 1.2 The site is predominantly surrounded by residential properties Nos. 24-40 Simpson Road to the north, Nos. 1-11 Hugo Gardens to the west, Nos. 59a, 61, 61a, 75 and 114 Elmer Gardens and Nos. 103 Mungo Park Road to the east. To the south and south west contains playing fields.
- 1.3 The main entrance to the schools is via an access from Mungo Park Road, with a secondary access via Simpson Road.

2. Description of Proposal

- 2.1 Scargill Infant and Junior Schools currently operate as 2.5 form-entry Schools, with up to 75 admissions per year group. The proposals seek to provide new classrooms and expand the Schools to 3 form-entry (admitting an additional 15 pupils per year group), and would help to increase capacity to accommodate an anticipated 100 new pupils. It is intended for the new classrooms to be in place for the 2014/ 2015 School Year. New classrooms are proposed, however, no changes to access, parking or servicing arrangements are incorporated into the development

- 2.2 The submitted information explains that expansion is required in response to projected demand for pupil places for the 2014/ 2015 School Year. The expansion would help increase overall pupil numbers from 530 to approximately 630.
- 2.3 It is also anticipated that an additional two members of staff per classroom will be employed increasing staff numbers in the Infant School by two and in the Junior School by four. There would be 60 staff employed at the Infant School and 51 staff at the Junior School.
- 2.4 The extension of the Junior School would measure approximately at 2.9 metres high, 11.4 metres wide and 14.1 metres deep and would adjoin the north-west section of the Junior School. This would contain two new classrooms with WC and internal access to the main school.
- 2.5 The outbuilding adjacent to the Infant School located to the east of the application site would measure approximately 3.3 metres high, 12.2 metres deep and 8.5 metres wide. This would contain one classroom and a WC and would replace an existing outbuilding.

3. Relevant History

- 3.1 There is an extensive planning history for the schools: the most relevant applications are;

P1165.07 – New Indoor Play area – Approved with conditions 28/8/2007

P2123.04 – New entrance lobby – Approved with conditions 19/1/2005

P0393.01 – New single storey classroom extensions a – Approved with conditions 20/7/2001

P0496.99 – Additional classroom and glazed linkway – Approved with conditions 7/6/1999

P0082.95 – Single storey front extension – Approved with conditions 10/3/1995

4. Consultations/Representations

- 4.1 72 notification letters were sent to neighbouring properties, 2 letters of objection and 1 letter of comment were received and have been summarised as follows;

- Their property would be harder to sell once outbuilding is erected
- Abuse from parents in regards to car parking

The above points have been carefully considered however, they are not material considerations which can be taken into account in determining this particular application.

Other comments include;

- Creating additional buildings would increase the number of pupils which would lead to more parking issues
- The building would be an eyesore

The above points are addressed within the report below.

4.2 Highways Authority – No objections subject to the appropriate conditions and informative.

4.3 Essex & Suffolk Water – No objections to the proposal

5 Relevant Policies

5.1 Policies CP17 (Design), DC29 (Educational Premises), DC33 (Car parking), DC34 (Walking), DC35 (Cycling) and DC61 (Urban Design) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Documents are material planning considerations. In addition, Policies 3.18 (Educational facilities), 6.13 (Parking) and 7.4 (Local character) of the London Plan and Chapters 7 (Requiring good design) and 8 (Promoting healthy communities) of the National Planning Policy Framework are relevant.

6. Staff Comments

6.1 This proposal is put before the Committee owing to the land being Council owned. The issues arising in respect of this application and which will be addressed through this report are the principle of development, impact on the streetscene and design, amenity issues and parking and highways implications.

7. Principle of Development

7.1 The application relates to additions and alterations to an existing educational use to provide new classrooms. The proposal is acceptable in principle and complies with LDF Policy DC29.

7.2 Paragraph 72 of the NPPF states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- give great weight to the need to create, expand or alter schools; and
- work with schools promoters to identify and resolve key planning issues before applications are submitted.

Therefore the principle of the development in terms of use is considered acceptable.

8. Design and Appearance

- 8.1 Policy DC61 seeks to ensure that all new developments are satisfactorily located and are of a high standard of design and layout. In this regard it is important that the appearance of any new development is compatible with the character of the local street scene and the surrounding area.
- 8.2 The proposed extension and outbuilding would both be single storey and of a contemporary design consisting of a flat roof which would be set lower than the pitched roof of the host buildings by a minimum of 2 metres. The outbuilding would replace an existing smaller outbuilding which exists in the same location as the proposed.
- 8.3 The extension would be constructed with materials to match the existing host building using yellow stock bricks, the outbuilding would be constructed in render/cedar clad walls. Both would have double glazed aluminium windows and timber fascia boards to match the host building.
- 8.4 The design proposed for both buildings would differ to the design of the existing schools. However Staff consider that the contemporary design is acceptable and that the size, materials, scale and bulk of the proposals are in-keeping and subservient with the proportions of the school.
- 8.4 It is considered that the flat roofed single storey extension and outbuilding would not be harmful to the streetscene. It is considered that the buildings have been designed in sympathy with that existing and are set back from the highway by approximately 50 metres and 40 metres for the extension and outbuilding respectively.
- 8.5 Staff are satisfied that the proposed buildings would sufficiently complement the existing buildings. The development is considered to be acceptable and accords with the principles of Policy DC61.

9. Impact on Amenity

- 9.1 Policy DC61 of the LDF requires new development not to harm the amenities of adjoining occupiers by reason of noise and disturbance, loss of light, overlooking or other impacts.
- 9.2 The most affected neighbouring properties would be Nos. 18-26 Simpson Road to the north, Nos. 5-11 Hugo Gardens, No. 114 Elmer Gardens and Nos. 101 and 103 Mungo Park Road to the east. These houses are characterised by over 10-20 metre long rear gardens.
- 9.3 Staff consider that there would not be any overlooking from the glazed openings of the extension and outbuilding from any of the elevations, as these windows only serve ground floor level rooms and there are

railing/wall/hedge boundaries at a minimum of 2 metres tall separating the aforementioned neighbouring properties and the school site.

- 9.4 The proposed Junior school extension would be sited a minimum of 23 metres away from the rear elevations of the closest neighbouring properties at Nos. 5-11 Hugo Gardens. The Infant school single storey outbuilding would be sited a minimum of 10.1 metres from closest properties of Nos. 101 and 103 Mungo Park Road and No. 114 Elmer Gardens. Due to these distances and the limited height of the building at 3.3 metres, it is considered that there would not be a material impact in terms of loss of light or that the building would appear unduly overbearing.
- 9.5 With the above points taken into consideration, it is judged that the proposed buildings would not create harmful amenity impacts from overlooking, loss of light or any overbearing issues.
- 9.6 It is recognised that an additional pupils would increase noise and disturbance, although this would be balanced against pupils utilising the whole of the school site. Given the nature, extent and position of the proposed buildings and related uses, any level of noise and disturbance would be contained within the existing site and seen against the background of existing school activity. It is considered that the resulting level of noise would not be above and beyond that expected to emit from the existing school site.
- 9.7 It is acknowledged that increasing the parking on site would create additional activity on the access, especially to the properties at Simpson Road and Mungo Park Road. However, it is noted that they will only be used during term time and would not be in constant use. It is also noted that these spaces are currently informally used. As such, it is considered there would not be a material increase in noise and disturbance to these neighbours as a result from the proposals.
- 9.8 Overall, the development is considered to be acceptable and accords with the principles of Policy DC61.

10. Parking and highway issues

- 10.1 Full time teaching staff at the school would increase from 36 to 39, and part-time staff from 18 to 21, and as stated above the pupil increase would be anticipated to be 100. According to the submitted traffic survey from the applicant, based on the above increase in numbers, the school expansion is expected to generate an additional 40 car trips by pupils/parents and staff in the mornings and afternoons.
- 10.2 There would also be increased demand for short-term on-street parking from 17-20 vehicles in the vicinity of the School gates and a further 20-23 vehicles in the wider area. The transport statement suggests that the development will generate a demand for parking by 54 staff. The application form states there are currently 32 parking spaces on site and

that these would be retained. Annex 5 of the LDF suggests a maximum parking standard of 1 space per member of staff. If the maximum standard is applied, there would be shortfall of 22 car parking spaces.

- 10.3 Within 200 metres of the application site, both Osborne Road to the north and Hornchurch Road to the south are well served by buses. Going to and from Romford at regular intervals from Osborne Road, and to and from Romford, Rainham, Lakeside, Havering Park from Hornchurch Road every 12-20 minutes. Elm Park Underground station (District Line) is approximately 15 minutes walk from the school site.
- 10.4 The Highways team acknowledges that the expansion of the schools will undoubtedly have an adverse impact locally in terms of parking (whether legal or not) and localised congestion which will impact not only on residents, but those pupils currently travelling by non-car modes. This potentially erodes the subjective safety for those pupils and creates additional safety risks where pupils cross local roads.
- 10.5 They also mention that the expanded school is likely to attract pupils from a wider catchment who are more likely to be driven and therefore a proportional increase in modal split would actually need to be weighted.
- 10.6 The applicant has mentioned that the school has a scheme of “park and stride”, this term is a proxy for driving most of the way and walking a short distance to a destination which can disperse parking issues, but is very much a behavioural issue and so the development will increase demand on the local road network for car trips.
- 10.7 This proposal has the potential to create localised parking and congestion issues and reduce the subjective safety of those currently using non-car modes (mainly walking).
- 10.8 Staff recognise the need for an increase in school places and recommend that a planning condition be imposed requiring a review of parking restrictions around the school entrance to be carried out and submitted within 18 months of the development being brought into use. The review should 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.
- 10.9 A condition is also sought that prior to the occupation of the development a revision to the existing Travel Plan which reflects the increase in pupil numbers shall be submitted. 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, including a timetable for implementation and review. The Travel Plan as revised would remain in force permanently and implemented in accordance. Staff consider that it would 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.

- 10.9 Members are invited to apply their judgement to this aspect of the proposal and the likely impacts which may arise, balancing this against the need for additional school places. Subject to the imposition of the conditions described, Staff consider that the proposal is, on balance, acceptable and broadly accords with the principles of Policies DC32, 33 and 34.

12. Mayoral CIL implications

- 12.1 The extension is ancillary to the Junior and Infant school. Educational uses are exempt from CIL payments, as such the CIL liability would be zero.

13. Conclusion

- 13.1 The proposals meet the main aims of both local and national policies and seek to ensure that efficient use is made of educational land in order to provide a varied range of opportunities. The proposals would complement and improve on the existing facilities offered by the school and enable an expanded range of educational opportunities, consistent with the aims of planning policies.
- 13.2 The proposed extension and outbuilding would be consistent with Policy DC61, with no detrimental impact on visual or neighbouring amenity.
- 13.3 The proposal is therefore considered to be acceptable and it is therefore recommended that planning permission be granted subject to conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

None directly affecting the Council.

Legal implications and risks:

The application site comprises Council owned land and the planning merits of the application are considered separately from the land interest.

Human Resources implications and risks:

None relating directly to the proposal.

Equalities implications and risks:

The development is a community facility and has been designed to ensure inclusivity of access. It has been designed to meet DDA standards for access.

BACKGROUND PAPERS

Application form, drawings and supporting statement received on 5th December 2013.