



REGULATORY SERVICES COMMITTEE

REPORT

3rd April 2014

Subject Heading:

P1239.13 ATC Centre

The Paddock, Wood Lane Hornchurch

Demolition of existing cadet buildings and replacement with prefabricated building with pitched roof (Application received 15 October 2013, revised plans received 13 November 2013)

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Policy context:

Local Development Framework
London Plan
National Planning Policy Framework

Financial summary:

None

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

Ensuring a clean, safe and green borough	<input type="checkbox"/>
Championing education and learning for all	<input checked="" type="checkbox"/>
Providing economic, social and cultural activity in thriving towns	

and villages	<input checked="" type="checkbox"/>
Value and enhance the life of our residents	<input checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

This application is for the demolition of two existing single storey buildings used by the Reserved Forces & Cadets Association (Air Training Corps) and the erection of a single storey replacement building. The footprint area of the replacement building at 180 square metres would be very similar to that of the existing buildings. The application is brought to the Committee for consideration because it concerns Council owned land and there has been a third party objection. The overall Paddock site is leased by the Council in three parts, the other tenants being the Scouts and Sea Cadets. Access to the Sea Cadets' leased area is through the ATC site and an objection has been raised regarding access issues which would be affected by the proposed replacement building. The objection relates to site management issues and is not considered to amount to a material planning objection. The proposed replacement building is considered acceptable and approval is recommended.

RECOMMENDATIONS

It is recommended that planning permission be GRANTED subject to the following conditions:

1. SC4 (Time limit) 3yrs

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 (details no samples)

Before any of the development hereby permitted is commenced, written specification of external walls and roof materials to be used in the construction of the building(s) shall be submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

Reason:-

To ensure that the appearance of the proposed development will harmonise with the character of the surrounding area and comply with Policy DC61 of the Development Control Policies Development Plan Document.

3. SC32 (Accordance with plans)

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

Reason:-

The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

4. SC63 (Construction Methodology)

Before development is commenced, including the demolition of existing buildings, a scheme shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction and Demolition Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction & Demolition 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 and demolition 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.

5. SC62 (Hours of construction)

All building operations in connection with the construction of external walls, roof, and foundations; site excavation or other external site works; works involving the use of plant or machinery; the erection of scaffolding; the delivery of materials; the removal of materials and spoil from the site, and the playing of amplified music shall only take place between the hours of 8.00am and 6.00pm Monday to Friday, and between 8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays/Public Holidays.

Reason:-

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

6. SC9 (Restricted use)

Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 the use of the building hereby permitted shall be for training and other purposes associated with the main use of the site by the Reserved Forces & Cadets Association (Air Training Corps) and shall be used for no other purpose(s) whatsoever including any other use in Class D2 of the Order.

Reason:-

To restrict the use of the premises to one compatible with the surrounding area and to enable the Local Planning Authority to exercise control over any future use not forming part of this application, and that the development accords with the Development Control Policies Development Plan Document Policy DC61.

Informatives

1. **Approval following revision**

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 paragraphs 186-187 of the National Planning Policy Framework 2012.

REPORT DETAIL

1. Site Description

- 1.1 The application site lies off Wood Lane and comprises two single storey buildings and open areas enclosed by a steel palisade fence. The site is used by the Air Training Corps (ATC) and forms part of a larger area of Council owned land, known as The Paddock, that is leased out for community uses. In addition to the ATC the wider site is occupied by the Elm Park Scout Group and the Hornchurch Unit of the Sea Cadets Corps. Each has several buildings on the southern part of the site. There is a single car width access road from Wood Lane to all three occupiers' premises, although the Sea Cadets part of the site also has access from Astra Close. To the north of the various buildings on site is a communal car parking area and a communally maintained area of grassed open space.
- 1.2 The application site amounts to about 700 square metres which includes the two buildings. These comprise a garage and an HQ building which is used for training and other facilities. The application site has a steel palisade fence along its northern and western boundaries and a brick and render wall to the east where it adjoins residential properties in Astra Close. To the south is the Sea Cadet compound and buildings. This area is not fenced separately from the ATC part of the compound. Access for the Sea Cadets is taken through the ATC site and there are three gated access points, two on the northern boundary and one on the western boundary adjacent to the building used by the Scouts.
- 1.3 The HQ building is a wooden panelled building with corrugated asbestos sheet roof. The garage has a pebble-dashed finish also with a corrugated asbestos roof. There is a metal storage container to the front of the site.

2. Description of proposal

- 2.1 It is proposed to demolish the two existing buildings and replace them with a new single storey building of 180 square metres. The building would have dimensions of approximately 15 metres by 12 metres and be in a similar location to the existing HQ building. The building would be 4.8 metres high, single storey with a hipped tiled roof and pre-fabricated wall cladding on a brick plinth. The Windows and doors would be powder coated aluminium. The proposed accommodation would include classrooms, storage areas, offices, a hall area and other facilities. There would be external security lighting and solar panels are proposed on the south facing roof elevation. The existing storage container would be removed and the access realigned and a new gate and fencing erected.

3. Relevant History

3.1 None

4. Consultations/Representations

4.1 London Fire Brigade (Water Officer) - no objection.

4.2 London Fire and Emergency Planning Authority (Fire & Community Safety) - would be satisfied with the proposals if turning facilities provided adjacent to car parking area.

4.3 Streetcare (Highway Authority) - no objection.

4.4 Strategic Property Services - no objection to demolition of existing buildings and erection of replacement building. However, the ATC effectively has two sites with an access way to the Sea Cadet Corps site between them. The revised plan submitted does not appear to have addressed all the issues relating to this right of access. There are potential safety issues for sea cadets walking across the new hardstanding/parade ground area.

4.5 Public Protection - no objection, but based upon the information available a land contamination condition is recommended.

4.6 Forty six neighbour consultation letters have been sent out. One letter of representation has been received from the Sea Cadets that occupy land to the south of the application site objecting on the grounds that the new building would restrict an existing access to their storage area. This existing access gate is on the western boundary which is not shown on the submitted plans. This gate provides access for trailers to the Sea Cadets storage area.

5. Relevant Policies

5.1 LDF Core Strategy Development Plan Document

CP8 - Community Facilities

CP17 – Design

5.2 LDF Development Control Policies Development Plan Document

DC26 - Location of Community Facilities

DC33 - Car Parking

DC34 - Walking

DC35 - Cycling

DC53 - Contaminated Land

5.3 The London Plan (2011)

6.5 – (Funding Crossrail and other strategically important transport)

8.3 – (Community infrastructure Levy)

5.4 Government Guidance

National Planning Policy Framework

6. Staff Comments

Principle of the Development

- 6.1 The application site lies within the urban area of Hornchurch and already accommodates community facilities. The site is not allocated for any purpose on the LDF proposals map. Policy CP8 seeks to ensure that a suitable range of community facilities are provided to meet existing and future needs. New facilities should be located in accessible locations. Policy DC26 also seeks to ensure that new community facilities are in accessible locations. This proposal is for a replacement building to provide improved facilities for an existing occupier of the site. The building would be of similar size to those being demolished and would have no greater impact on the area. Therefore, the proposal would be acceptable in principle.

Impact on Streetscene

- 6.2 The proposed building lies within a group of single storey buildings within the area known as the Paddock. The buildings are not visible from the public highway. The replacement of existing buildings with one of similar scale and footprint would be acceptable in terms of its design and impact.

Impact on amenity

- 6.3 The proposed replacement building would have no material impact on adjoining residential occupiers. However, the removal of the existing garage/store building would provide a larger area of hardstanding that could be used for parade purposes. However, this is unlikely to alter the range of activities that take place at the site. Training currently takes place on two evenings a week although there are no restrictions on the hours of use of the site. Forty six neighbour letters were sent out and no objections have been received from any residential occupiers in relation to activities at the site.

Highways/Parking

- 6.4 The requirement for car parking is limited due to the age of the cadets using the site. There is an existing communal car park within The Paddock and the site is large enough to provide for any additional parking that might be required. There is cycle parking on site and the site is readily accessible by foot and by public transport.

Contamination

- 6.5 Public Protection (Environmental Health) has requested a condition regarding contamination based on the information available requiring an assessment of ground conditions prior to development. However, there is no evidence to suggest that the land is contaminated as a result of previous uses. The land was formerly part of the wider Hornchurch Airfield complex that closed in 1962. The proposal is for a pre-fabricated building and given the scale and nature of the development it is considered that such a condition is unnecessary.

Mayoral CIL Implications

- 6.6 No CIL contribution is required as the proposal is for a replacement building of similar floor area to the existing.

Other issues

- 6.7 This application is brought before the committee because of the representation received on behalf of the Sea Cadets that lease the southern part of the site from the Council. The Sea Cadets occupy a number of buildings and their lease area also includes storage and parade areas. There is a vehicular access to the Sea Cadets' site from Astra Close and a right of access through the application (ATC) site. This is set out in the lease for both the ATC and Sea Cadet occupied areas. The right that is stipulated is to "pass and repass with or without vehicles over the service road" identified. The proposed new building would not obstruct that service road so the right to pass and repass would be maintained. Therefore, the proposals would not affect any formal right of access. The objection relates to a different access that is not addressed by any of the clauses in either of the leases. Staff understand that the gate in question was provided under a private agreement between the two occupiers when new fencing was erected on the western boundary. Accordingly any obstruction of the gate by the proposed building would be a matter for the two occupiers to resolve and is not considered to be material to the consideration of this planning application.

- 6.8 Strategic Property Services has not objected to the proposals, but has indicated that if permission is granted then a separate agreement may be required with the Council as landowner. However, this is not material to the consideration of this application.
- 6.9 There is a storage container to the front of the site that was granted a temporary planning permission in 2004 which expired in 2006. The continued placement of the container on the site is, therefore, unauthorised. However, it is proposed as part of the development that the container is removed.

Conclusion

- 6.10 The proposal to construct a single building to replace two existing buildings of similar scale and floor area would not have any significant impact on adjoining occupiers or on residential amenity of nearby residents. The site is in an accessible location within the urban area and the proposal would accord with Policies CP8 and DC26 of the Core Strategy and Development Control Policies DPD. It would improve an existing community facility in accordance with the sustainability principles of the NPPF. The objections raised by the adjoining lessee to the obstruction of an existing gate for which there is no formal right of access does not amount to a material planning objection to the proposal. The proposed development is accordingly recommended for approval.

IMPLICATIONS AND RISKS

Financial implications and risks: The grant of planning permission for a replacement building has no direct financial implications or risks for the Council. Strategic Property Services advise that a revised lease may be required.

Legal implications and risks: The revision of the lease will require a legal input.

Human Resources implications and risks: None

Equalities implications and risks: The Council's planning policies are implemented with regard to Equalities and Diversity.

BACKGROUND PAPERS

1. Application forms and plans received on 15th October 2013. Amended plans received on 13th November 2013.