



# REGULATORY SERVICES COMMITTEE

30 June 2016

# REPORT

**Subject Heading:**

P0692.16 – Parsonage Farm School, Farm Road – Proposed single storey stand alone building consisting of 7 classrooms, a multi-purpose room, toilet block with circulation space, single storey flat roof extension to kitchen, the relocation of existing storage shed and the formation of a new tarmac playground area (received 9/5/16).

**Report Author and contact details:**

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**Ward**

Rainham & Wennington

**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**

Havering will be clean and its environment will be cared for	[x]
People will be safe, in their homes and in the community	[x]
Residents will be proud to live in Havering	[x]

## SUMMARY

This matter is brought before committee as the application site is Council owned. The application seeks planning permission for a proposed single storey stand alone building consisting of 7 classrooms, a multi-purpose room, toilet block with circulation space, single storey flat roof extension to kitchen, the relocation of existing storage shed and the formation of a new tarmac playground area. Staff consider the application to be acceptable and recommend approval subject to conditions.

## 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. Matching materials - All new external finishes shall be carried out in materials to match those of the existing building(s) to the satisfaction of the Local Planning Authority.

**Reason:** To safeguard the appearance of the premises and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

3. 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. Pedestrian entrance - Prior to first occupation of the single storey classroom building hereby permitted, a pedestrian entrance shall be provided to Parsonage Farm School from Allen Road in accordance with details previously submitted to and approved in writing by the Local Planning Authority and thereafter retained. The pedestrian entrance shall be available

for both morning and afternoon travel. The submitted details shall also be accompanied by an Access Management Plan to demonstrate how pedestrian access to the site will be managed.

**Reason:** In the interests of pedestrian and highway safety, in accordance with Policies DC32 and DC34 and to reduce the impact of parent parking in the streets surrounding the site, in accordance with Policy DC33.

5. Review of parking restrictions - Within 18 months of the development being bought into use a review of parking restrictions around the school entrance shall be carried out, 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.

**Reason:** In the interests of pedestrian and highway safety, in accordance with Policies DC32 and DC34 and to reduce the impact of parent parking in the streets surrounding the site, in accordance with Policy DC33.

6. School Travel Plan - Prior to the occupation of the development hereby permitted, a School Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The School Travel Plan shall consider 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 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.

7. Road safety review - Within 18 months of the development being bought into use a road safety review of the junction of A1306 New Road/Upminster Road North/Upminster Road South and the residential streets within 800 metres of Parsonage Farm Primary School shall be carried out, submitted to and approved by the Local Planning Authority. The review shall particularly examine pedestrian safety and accessibility issues. If the review identifies that any remedial measures or works are required, these works shall be carried out in full within 12 months of the approval of the road safety review unless otherwise agreed in writing by the Local Planning Authority.

**Reason:** In the interests of pedestrian and highway safety, in accordance with Policies DC32 and DC34

8. Capacity review - Within 18 months of the development being bought into use a capacity review of the junction of A1306 New Road/Upminster Road North/Upminster Road South junction and the residential streets within 800 metres of Parsonage Farm Primary School shall be carried out, submitted to and approved by the Local Planning Authority. If the review identifies that any remedial measures or works are required, these works shall be carried

out in full within 12 months of the approval of the capacity review unless otherwise agreed in writing by the Local Planning Authority.

**Reason:** To ensure the interests of highway safety, capacity and amenity and to accord with Policy DC32.

9. Vehicle Cleansing - Before the development hereby permitted is first commenced, vehicle cleansing facilities to prevent mud being deposited onto the public highway during construction works shall be provided on site 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. If mud or other debris originating from the site is deposited in the public highway, all on-site operations shall cease until it has been removed. The submission will provide;
- a) A plan showing where vehicles will be parked within the site to be inspected for mud and debris and cleaned if required. The plan should show where construction traffic will access and exit the site from the public highway.
  - b) A description of how the parking area will be surfaced, drained and cleaned to prevent mud, debris and muddy water being tracked onto the public highway;
  - c) A description of how vehicles will be checked before leaving the site – this applies to the vehicle wheels, the underside of vehicles, mud flaps and wheel arches.
  - d) A description of how vehicles will be cleaned.
  - e) A description of how dirty/ muddy water be dealt with after being washing off the vehicles.
  - f) A description of any contingency plan to be used in the event of a breakdown of the wheel washing arrangements.

**Reason:** In order 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. 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.

11. Air quality assessment - a) Prior to the commencement of the development hereby approved, an Air Quality Assessment Report shall be submitted to and agreed by the Local Planning Authority. The report shall detail: how the development may impact upon local air quality, model the future impact, identify mitigation measures, provides full details of measures that will be implemented (or continue to be implemented) after development to protect both the internal air quality of buildings and to ensure that there is no adverse impact on air quality in the vicinity of the development.
- b) The use hereby permitted shall not commence until all measures identified in the Air Quality Assessment Report have been shown to be implemented to the satisfaction of the Local Planning Authority in writing.

**Reason:** To protect the amenity of future occupants and/or neighbours and in the interests of the declared Air Quality Management Area.

#### INFORMATIVE

1. Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: 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.

<b>REPORT DETAIL</b>
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#### 1. Background

- 1.1 The previous planning application, P1559.14, for a single storey stand alone building consisting of seven classrooms, one multi-purpose room, a toilet block and circulation space, new hardstanding to the playground and relocation of the existing garage was considered by Committee on 19<sup>th</sup> February 2015, where it was refused for the following reason:
1. The increase in pupil numbers associated with the proposed extensions would result in significant increases in traffic movements and congestion in the roads surrounding the school resulting in material harm to the safety of children using the school and the amenity of local residents. In this respect the proposal would be contrary to Policies DC32 and DC61 of the Havering Local Development Framework 2008.
- 1.2 The description of the proposal is identical to the previously refused application, with the addition of a single storey flat roofed extension to the kitchen. The main difference between the previously refused scheme and the current proposal is the introduction of a Public Space Protection Order (PSPO), which seeks to reduce pressure in the immediate vicinity of the school to relieve parking and congestion matters.

## 2. **Site Description:**

- 2.1 The application site is Parsonage Farm Primary School which is located on the southern side of Farm Road. There are playing fields to rear of the school building, which separates it from surrounding residential properties. The application site is located within a predominantly residential area and is joined on four sides by residential properties with associated rear gardens.

## 3. **Description of development:**

- 3.1 The application seeks permission for a proposed single storey stand alone building consisting of 7 classrooms, a multi-purpose room, toilet block with circulation space, single storey flat roof extension to kitchen, the relocation of the existing storage shed and the formation of a new tarmac playground area. The building would have a maximum width of 63.3 metres, a minimum and maximum depth of 10 and 14.5 metres and a height of between 2.9 and 5.2 metres. The proposed materials are render, brickwork, grey metal profiled roof and powder coated aluminium windows and doors. Three trees (adjacent to the classroom building) have been designated as memorial trees and therefore, measures will be taken to protect these during the construction works. The existing canopy alongside the existing link building will be extended with a height of approximately 3.1 metres. The design, structure and colour of the canopy roof will match the existing canopy.
- 3.2 The proposal involves utilising part of an existing playing field adjacent to Allen Road to construct a new hardstanding playground with a tarmac surface. The playground will be laid with a slight fall into a drain channel, which will discharge into the existing south west drainage system.
- 3.3 The proposal involves relocating the existing storage shed adjacent to the southern boundary of the site and relocating it approximately 2.5 metres to the east of the site with a new concrete base.
- 3.4 The single storey extension to the kitchen would have a depth of approximately 5.3 metres, a width of 7.4 metres and a height of 3.9 metres to the top of the flat roof.
- 3.5 Parsonage Farm Primary School currently operates as a 3 form entry school, providing educational requirements for approximately 630 children aged from 5 to 11 years old from the surrounding local areas. In recent years, there has been an increase in the birth rate in the south east of the country, resulting in pressure on the current educational premises and an urgent need for additional school places across the borough to fulfil the authorities' legal responsibilities. A desktop analysis revealed that the schools existing accommodation is in excess of the requirements of a three form of entry school and this same analysis identified Parsonage Farm Primary School as a suitable site for expansion to provide the required additional school places within this area of the borough. The proposals seek to provide seven new classrooms and expand the school to 4 form entry and raising the school intake from 630 to 840 places.

#### 4. **Relevant History:**

- 4.1 P1559.14 - Single storey stand alone building consisting of 7No Classrooms, 1 No multi-purpose room, toilet block and circulation space, new hardstanding to playground and relocate existing garage – Refused.

P1312.14 – Pair of 1800mm high palisade fencing gates into existing opening and new crossover to highway – Approved.

Q0085.14 – Discharge of conditions 4, 6 and 7 of P0919.13 - Discharged in part.

P0097.14 – Hard surfacing including pavement lighting and 2 No. open porch entrances – Approved.

P0919.13 – Single storey extension, new car park, relocation of a garage and associated landscaping – Approved.

P0079.13 – Single storey extension – Approved.

P1272.05 – Single storey extension to existing School, incorporating a classroom, staffroom, library and toilets with link under cover/walkway – Approved.

#### 5. **Consultations/Representations:**

- 5.1 The occupiers of 243 neighbouring properties were notified of this proposal. A letter of representation was received from Councillor Tucker with comments that the 'no access zone area maybe a little over compact, with many more cars all stopping, dropping children off and picking them up again, all in the same closest to the school areas, which could become a serious car parking and stopping problem. Whereas, if the zone was bigger and wider, then many cars would not all then be stopping closest to the school area. With more options, it is believed that car parking stopping would not then become dangerously so compact, which would improve safety.'

52 letters of objection were received with detailed comments that have been summarised as follows:

- Traffic (including vehicles from outside areas).
- Highway and pedestrian safety.
- Parking.
- Congestion with extra children, parents, vehicles and roads that are on bus routes.
- Lack of infrastructure for the school.
- Queried the need to expand Parsonage Farm School, as it is alleged that an exhibition for the new development at Dovers Corner stated that it would incorporate new school and health facilities.
- The proposed expansion would take part of the school's playing fields, with more children at the school and less space for them to use.
- Unauthorised parking on kerbs and residents' driveways.
- Access, including for emergency vehicles.

- The new parking scheme would move the traffic, road congestion and parking to surrounding streets.
- The Public Space Protection Order has not been implemented yet.
- No traffic safety precautions have been put in place.
- The kitchen is being expanded, but not the dining halls to accommodate the extra children for seating during the lunch time. All facilities should be expanded to cope with the demand of the extra children.
- Overdevelopment of the site.
- This application should be refused for the same reason as the previous application P1559.14.
- There is no provision for additional play/sporting areas, access or parking.
- Consideration should be given to the best method for dealing with run off/surface water.
- The trees and shrubs at the curtilage of the school property along Allen Road should all be retained for privacy to the residents and children at the school and to help act as a sound/noise filter.
- Seven new classrooms seems excessive.
- Queried the car parking arrangements for the additional staff.
- The increase in pupil/parent numbers will be harmful to residential amenity and the quality of life of residents.
- Additional delivery vehicles and refuse.
- Object to portable classrooms in the playground.
- The size of the existing school is big enough.
- Other schools should be expanded or a new school should be built.
- Object to the expansion of the school.
- The school has been expanded to its fullest.
- Capacity of local roads.
- Inadequate public transport.
- Overcrowding of ancillary accommodation, increase in pupils in classes leading to a drop in the quality of teaching.
- Noise, traffic, congestion and disruption during construction works.
- Pollution.
- Noise.
- It appears that the concerns and objections raised during the original consultation have been ignored, despite 75% of respondents being against the proposal.
- Requested the outcome of the assessments to support the proposal to expand the school.
- Loss of community spirit.
- The extension to the school and additional pupils will be to the detriment of children's safety and wellbeing.
- It is alleged that the additional school places are required for pupils from outside the borough and other areas (not living locally).

5.2 In response to the above, each planning application is determined on its individual planning merits. Comments regarding noise, congestion and disruption during construction works are not material planning considerations. There were no plans to incorporate a new school into the Dovers Corner development. In response to comments regarding portable classrooms, the proposal seeks permission for 7 classrooms of a solid



construction. The playground will be laid with a slight fall into a drain channel, which will discharge into the existing south west drainage system. The remaining issues will be addressed in the following sections of this report.

- 5.3 Environmental Health – Consideration has been given to the following:
- That according to the Transport Assessment ref. 2809/020/R01, the proposed development is likely to significantly increase the traffic on New Road, where air quality is known to be poor due to high levels of Nitrogen Dioxide (NO<sub>2</sub>);
  - All the latest policies and guidance including policies 5.3 and 7.14 of the London Plan 2015, chapter 4.3 on air pollution of the Sustainable design and construction supplementary planning guidance and the EPUK Guidance Development Control: Planning for Air Quality 2015. Recommend a condition regarding an air quality assessment report if minded to grant planning permission.
- 5.4 Fire Brigade – No hydrants will be required for this development as the hydrants surrounding the area are sufficient to cover the new development at Parsonage Farm Primary School. An objection has been raised regarding the proposals in relation to fire fighting access arrangements. Please provide a plan showing that there is a drive up fire appliance access to 15% of the new building. The plan should show the width of any access gates and appliance turning positions. The Council's Building Control Service is satisfied with the access arrangements for the Fire Brigade.
- 5.5 Historic England – The proposal is unlikely to have a significant effect on heritage assets of archaeological interest.
- 5.6 The Highway Authority has no objection to the proposal subject to the provision of some conditions.

## 6. **Relevant policies:**

- 6.1 Policies CP17 (Design), DC29 (Educational Premises), DC32 (The Road Network), DC33 (Car parking), DC34 (Walking), DC35 (Cycling), DC55 (Noise) 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.

## 7. **Staff Comments**

- 7.1 This proposal is put before the Committee owing to the land being Council owned. The issues arising in respect of this application will be addressed under the headings principle of development, impact on the streetscene, amenity issues and parking and highways implications.

## **7.2 Principle of Development**

7.2.1 The proposal is for a proposed single storey stand alone building consisting of 7 classrooms, a multi-purpose room, toilet block with circulation space, a single storey flat roof extension to the kitchen, the relocation of the existing storage shed and the formation of a new tarmac playground area. The proposal is acceptable in principle and complies with LDF Policy DC29.

## **7.3 Design and Visual Impact**

7.3.1 It is considered that the single storey classroom building would not be harmful to the streetscene, as it would be located to the rear of the school and within the school grounds. It is considered that the single storey building has been designed in sympathy with the existing school buildings. The western flank of the building would be set in approximately 50 metres from Allen Road, which would help mitigate its impact in the wider streetscene. Staff consider that relocating the storage shed would not adversely affect the streetscene, as it would be set back approximately 39 metres from Allen Road. It is considered that the new hardstanding to the playground would not be harmful to the streetscene, as it would be partly screened by the trees on the western boundary of the site and a 2m high fence.

7.3.2 The extension to the kitchen would not be directly visible in the streetscene, as its single storey, it would be set back approximately 67 metres from Farm Road and it would be partly screened by the store/boiler room building and other school buildings. Also, the extension has a flat roof which minimises its bulk.

## **7.4 Impact on amenity**

7.4.1 It is considered that the classroom building would not be harmful to residential amenity, as it is single storey and its western flank would be set in approximately 50 metres from Allen Road. The roof of the building slopes away from the southern boundary of the site, which minimises its bulk and the impact on neighbouring properties. Also, there would be a separation distance of between approximately 24 and 29 metres between the rear façade of the building and the rear façade of No.'s 1-8 Morgan Way, which would help to mitigate its impact. It is considered that relocating the existing storage shed would not result in an additional harm to neighbouring amenity over and above existing conditions. There is a 2m high fence as well as trees and shrubs adjacent to the southern boundary of the site and No.'s 1-8 Morgan Way, which would provide some screening. It is recognised that an additional two hundred and ten pupils would increase noise and disturbance, although this would be balanced against pupils utilising the whole of the school site. Given the existing use of the site as a school it is not considered the increase in pupil numbers would result in a material change in the character or use of the site sufficient to justify refusal on grounds of noise and disturbance.

7.4.2 It is considered that the new hardstanding to the playground would not result in a significant loss of amenity to neighbouring properties in terms of noise

and disturbance, as this parcel of land is currently used as an existing playing field. Staff consider that the tarmac playground would not appear visually intrusive, as it would be partly screened by the trees on the western boundary of the site and a 2m high fence.

7.4.3 Staff consider that the extension to the kitchen would not adversely affect residential amenity, as it has a flat roof which minimises its bulk, its single storey and it would be partly screened by the store/boiler room building and other school buildings.

## 7.5 Highway/parking issues

7.5.1 In terms of this proposal, the school presently has 630 full time education pupils and 35 staff (of which a proportion has part-time hours). The proposals seek to provide seven new classrooms and expand the school to 4 form entry. Therefore, there would be 210 additional pupils and 15 additional staff. There are 41 car parking spaces on the site.

7.5.2 Discussions have taken place between the applicant and the Highway Authority in terms of providing mitigation measures that will be secured by condition and are summarised as follows:

- The provision of a pedestrian entrance to the school from Allen Road.
- A review of the parking restrictions around the school entrance.
- The provision of a School Travel Plan with measures to reduce vehicular trips.
- A road safety review of the junction of A1306 New Road/Upminster Road North/Upminster Road South junction and the residential streets surrounding the school.
- A capacity review of the junction of A1306 New Road/Upminster Road North/Upminster Road South junction, and the residential streets around the school.

The above measures are aimed at improving pedestrian access to the school.

7.5.3 The application site has a PTAL Rating of 1b. Annex 5 of the Development Plan Document sets a maximum staff car parking standard of 1 space per member of teaching staff. The proposal maintains the existing 41 car parking spaces and the Highway Authority considers the staff parking element to be acceptable. A Transport Assessment has been submitted, which suggests that the development will attract 65 additional pupils travelling by car and 124 by foot. The Highway Authority agrees that the Allen Road pedestrian entrance would assist in spreading parent parking and alleviating parking stress in Farm Road. A condition is suggested in order to ensure such pedestrian access is secured.

7.5.4 Parking and road safety impacts have been identified and require mitigation. A number of mitigation measures have been suggested by Highways, as set out in paragraph 7.5.2 above. This includes physical measures, such as reinstating pedestrian access on Allen Road to reduce parking stress and

potential for conflict between pedestrians and vehicles at the Farm Road access.

7.5.5 As highlighted above, the key difference between this submission and the earlier refused scheme is the introduction of a Public Space Protection Order (PSPO) to relieve on street parking pressure on the immediate vicinity of the school. The PSPO involves the prohibition of “No Access and/or No Stopping” within various restricted areas. This prohibition should help to disperse people and vehicles in order to mitigate against the impacts of the school drop off and pick up, as the operational period is Monday to Friday from 8am to 9:30am, and 2:30pm to 4pm. The proposed restricted area comprises of a red zone, which is the perimeter of Parsonage Farm Primary School. The blue zone is the proposed Public Space Protection Order Restricted Area, which covers No.’s 351-353 & 387-391 Upminster Road North, 1-59 Allen Road, 1-4 Westview Close, 1-23 Morgan Way, 1-34 Farm Road, 1-76 Briscoe Road, 1-31 Kenway, 1-8 Kenway Walk and 1-8 Kenway Close. The properties within the Blue Zone have been consulted and there is a clear consensus to proceed. All residents within the restricted area will be provided with an access permit for themselves, their friends and family and this permit will be a virtual permit with no charge for the duration of the PSPO.

7.5.6 The PSPO is scheduled to come into effect in September 2016 for a duration of 3 years after which time it would be reviewed. The PSPO would be managed and enforced by an external provider with the use of an automatic number plate recognition system. Breaching the PSPO would be a criminal offence and those persons concerned would incur financial penalties and depending on the number of breaches, legal prosecution. Staff consider that the additional measure of a PSPO would help to disperse pedestrian and vehicular movements in the vicinity of the school and thereby alleviate the associated traffic and congestion in the roads surrounding the school. It is Staff’s view that the implementation of the PSPO would overcome concerns previously levelled at the scheme.

7.5.7 Staff are satisfied that the measures proposed, which can be secured by planning condition, together with the PSPO, would be sufficient to mitigate against any adverse highways issues likely to arise from the development and that the proposal would be acceptable in this respect.

## 8. **Conclusion**

8.1 Staff are of the view that the proposed single storey stand alone building consisting of 7 classrooms, a multi-purpose room, toilet block with circulation space, a single storey flat roof extension to the kitchen, the relocation of existing storage shed and the formation of a new tarmac playground area are acceptable, would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. It is considered that the proposal would not create any highway or parking issues. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be granted subject to conditions.

## IMPLICATIONS AND RISKS

### **Financial implications and risks:**

None.

### **Legal implications and risks:**

This application is considered on its own merits and independently from the Council's interest as owner of the site.

### **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

Application forms and plans received 9/05/2016.