



REGULATORY SERVICES COMMITTEE

22 December 2016

REPORT

Subject Heading:

P1820.16 - Avelon Road Centre

Proposed two storey side extension, alterations to the existing vehicular entrance to provide revised in/out and 4 additional parking spaces. Additional landscaping works to front area. (Application received 9th November 2016).

Ward

South Hornchurch

Lead Officer

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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

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 application seeks planning permission for the erection of a two storey side extension to the south western corner of the Avelon Road Centre. The proposed extension would be contained to the existing building envelope and would benefit from a roof design which would appear subordinate and compatible with the form of the existing building.

The Avelon Road Centre is a Council owned and run facility. The planning merits of the application have been considered independently of the Council's interest in the site as owner and occupier.

The development outlined above is considered to be acceptable in all material aspects and it is recommended that planning permission is granted subject to conditions.

RECOMMENDATIONS

It is recommended that approval is given 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. External Materials

No works shall take place in relation to any of the development hereby approved until samples of all materials to be used in the external construction of the building(s) are submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of the materials to be used. Submission of samples prior to commencement will 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. Accordance with Plans

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans, particulars and specifications (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. Non-standard Condition

Prior to the commencement of any ground-works or development of the site, details shall be submitted to and agreed in writing by the Local Planning Authority setting out suitable gas protection measures to be employed on site including but not necessarily limited to, the installation of a suitable gas resistant membrane. The gas protection measures shall be carried out in strict accordance with the agreed detail. Upon completion of installation a 'Verification Report' must be submitted demonstrating that the works have been carried out.

Reason: Insufficient information has been submitted to ensure that the occupants of the development and property are not subject to any risks from soil gas and /or vapour in accordance with LDF Core Strategy and Development Control Policies Development Plan Document Policy DC53.

5. 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

Reason: In order to comply with Policy 5.15 of the London Plan.

6. Number of Parking Spaces

Before the additional facilities hereby permitted are first utilised provision shall be made within the site for four additional car parking spaces as shown on submitted plans and thereafter this provision shall be made permanently available for use, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that adequate car parking provision is made off street in the interests of highway safety and in order that the proposed development accord with Development Control Policies Development Plan Document Policy DC33.

INFORMATIVES

1. Approval - No Negotiation Required

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.

REPORT DETAIL

1. Site Description

- 1.1 The application relates to the Avelon Road Centre, which is a Council run day service for adults with learning disabilities. The centre caters for persons of 18 years and upwards and offers wide variety of activities within its service including - horticulture, drama, life skills, local history, numeracy, literacy and sports.
- 1.2 The application building takes the form of two, attached, "L" shaped buildings sited centrally within a spacious and verdant plot. The application site is within an area that is designated as Green Belt.

2. Description of Proposal

- 2.1 The application is seeking planning permission for the construction of a two storey side extension to the south western elevation of the building.

- 2.2 Alterations to the parking layout on site and landscaping to the frontage are also shown on submitted plans. Four additional parking spaces will be provided.
- 2.3 The proposed addition will comprise of ten classrooms over ground and first floors. The extension would represent an expansion of the existing facilities at the Avelon Road Centre and it is envisaged that in addition to the existing adult day opportunities, that post-16 resources can be incorporated for young adults with Special Educational Needs. It is considered that the sharing of resources would be of mutual benefit to centre users as in addition to the developments for post-16 users, there is scope for potentially developing supporting working opportunities for adults that use the centre.
- 2.4 Demographic trends and changes in the type of complexity of learning difficulties and disabilities are such that it has led the Council to review the size and suitability of its Post-16 provision. Analysis of pupils aged 11 to 15 years of age at the borough's three special schools, and of school college destinations at age 16 has demonstrated that there are clear gaps in the borough's provision.
- 2.5 The Councils strategy is such that by the investment in additional in borough provision for 16-25 year olds with high levels of SEND (Special Education Needs and Disability) young people will be able to remain in their home environment, rather than travelling outside of the borough to meet their needs and requirements.
- 2.6 This will not only maximise the independence of the individual but will also improve their quality of life and long-term outcomes. Furthermore it is also anticipated that they will as a consequence require less support from Adult Social Care in the future.

3. History

- 3.1 P0938.16 - Construction of single storey flat roof extension, formation of additional hard-surfacing to provide vehicle parking and other ancillary development including boundary 2.0m powder coated twin wire boundary fence - Approved
- 3.2 The current proposal will utilise the existing infill extension and operate in conjunction with this element and the additional areas of hard-surfacing.

4. Consultation/Representations

- 4.1 No letters of representation have been received to date however it is acknowledged that the press notice for the site does not expire until 16th December 2016. Members will be updated on the evening

regarding any additional letters of representation that have been received.

4.2 Environmental Health - No objection to the proposals, requested condition.

4.3 Highway Authority - No objection.

5. Relevant Policy

5.1 Policies CP17, DC26, DC27, DC28, DC29, DC32, DC33, DC45, DC48, DC51, DC57, DC59, DC60, DC63 of the LDF Core Strategy and Development Control Policies Development Plan Document are relevant.

5.2 Also relevant are Policies 3.18 and 7.16 of the London Plan and the National Planning Policy Framework (NPPF)

6. Staff Comments

6.1 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 on the street scene, impact on the amenities of nearby residential occupiers and any highways/parking issues resulting.

6.2 The subject application is brought to the Regulatory Services Committee as the Council is both the applicant and the landowner.

7. Principle of Development

7.1 Policy DC45 indicates that the extension of buildings other than dwellings or buildings that are associated with acceptable Green Belt uses is inappropriate development.

7.2 The NPPF adopted by Central Government in March 2012 states that “the extension or alteration of a building” is acceptable “provided that it does not result in disproportionate additions over and above the size of the original building”.

7.3 Whilst Policy DC45 remains extant, it is considered that the guidance contained within the NPPF takes precedent.

7.4 To this end, it is the opinion of staff that the proposals would not represent disproportionate additions “over and above” the size of the host building. When seen within the context of the existing building, whilst representing an addition with much more bulk than the recently permitted single storey infill extension, primarily due to its two storey

form - the additional floor area is marginal given the footprint of the existing building and would represent an increase of only 20%.

8. Green Belt Implications

8.1 Policy DC45 states that development in the Green Belt should be of such a nature so as to prevent the development materially affecting the open nature of the Green Belt. Additionally the guidance contained within the NPPF (adopted March 2012) is resistant to inappropriate development however refers to exceptions such as the “extension or alteration of a building” provided that it would not result in “disproportionate additions over and above that of the original building”.

8.3 To this end, the proposed extension would be positioned to the south western corner of the host building. The Avelon Road Centre is currently made up of two “L” shaped units and the extension would effectively result in the projection of the south western corner being squared off so as to reflect the width of the principal elevation.

8.4 The proposed addition would be subsumed by the form of the principal elevation which has greater overall ridge height/bulk when viewed from the front. Whilst representing an increase in the footprint of the application building, the proposed extension would not extend beyond the established side building line. It is the opinion of staff that the proposed development would therefore not encroach further upon the openness of the Green Belt any more so than the existing complex.

8.5 Consequently the proposed two storey side extension, owing to its subordinate form in relation to the main building, can be viewed as an exception to the guidance of the NPPF as it would not represent a disproportionate addition to the main building.

9. Design/Impact on Street-scene

9.1 The location and scale of the proposed addition is such that it would be screened by the form of the existing building when viewed from the highway.

9.2 The application site is framed by mature vegetation to the northern boundary which would ensure that the development proposed would be screened from the view of nearby residential premises.

9.3 The proposed extension would not appear incongruous visually when seen within the context of the existing building. Its roof form would be visually subordinate when seen against the principal elevation which features a greater overall ridge height and would be read as an extension to the existing building.

9.4 Alterations to the landscaping to the front of the site are not considered to adversely impact upon the contribution of the application site to local character.

10 Impact on Amenity

10.1 Due to the detached nature of the host building and the location of the proposed development, there are no implications related to neighbouring amenity in terms of loss of light/overshadowing and loss of privacy.

10.2 Given the nature, extent and position of the proposed extension and related uses, any level of noise and disturbance would be contained within the existing building and seen against the background of the existing activity of the centre.

10.3 Staff are mindful that the intensification of the use of the site may give rise to greater levels of vehicular movement, to and from the site, however it is considered that a satisfactory arrangement and level of off-street parking has been demonstrated by the applicant so as to accommodate such an increase in vehicular movement.

10.4 Consequently staff are satisfied that the proposed development is sufficiently well enough removed from nearby residential properties and is therefore unlikely to result in any material harm to neighbouring amenity. The development is considered to be acceptable in the context of Policy DC61.

11. Highway/Parking

11.1 The alterations proposed fall within the curtilage of the existing site and therefore have no material impact upon the functioning of the highway in terms of access to/from the site.

11.2 An additional four parking spaces are proposed to the front of the site. Given that an increase in the level of hard-surfacing on site was previously permitted (application P0938.16), it is considered that the 32 total off street parking spaces would be sufficient to cater for the increase in vehicular traffic anticipated.

11.3 No objection has been raised by the Highway Authority and consequently the arrangement demonstrated by the applicant is considered to be acceptable, subject to safeguarding conditions.

12 Conclusion

12.1 Having had regard to the above, and in doing so all relevant planning policy and other material considerations, subject to the conditions above, it is recommended that planning permission be granted.

IMPLICATIONS AND RISKS

Financial Implications and risks:

None.

Legal Implications and risks:

The Avelon Road Centre is a Council owned and run facility. The planning merits of the application have been considered independently of the Council's interest in the site as owner and occupier.

Human Resource Implications:

None.

Equalities and Social Inclusion Implications:

The Council's planning policies are implemented with regard to equality and diversity.

BACKGROUND PAPERS

Application form and drawings received 09-11-2016