



# REGULATORY SERVICES COMMITTEE

23 March 2017

# REPORT

**Subject Heading:**

P0096.17: Towers Infant School, Osborne Road

**Ward**

Single storey extension to the existing Infant School building, to provide space for a new Nursery provision. Additional parking. (Application received 20<sup>th</sup> January 2017).

**Report Author and contact details:**

Hylands

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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 | <input checked="" type="checkbox"/> |
| People will be safe, in their homes and in the community     | <input type="checkbox"/>            |
| Residents will be proud to live in Havering                  | <input checked="" type="checkbox"/> |

## SUMMARY

The Council is in receipt of an application which seeks permission for an extension to the main school building, to be located on the western side of the site to provide nursery provision in line with a growing demand for early years places. The school is Council owned and an objection has been received.

The development raises considerations in relation to the impact on the character and appearance of the surrounding area, the impact on the residential amenity of neighbouring occupiers, the suitability of the proposed parking and pedestrian access arrangements, and the implications for the surrounding highway network.

However, the proposal is considered to be acceptable in all material respects and it is recommended that planning permission is granted subject to safeguarding 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. Materials

All new external finishes shall be carried out in materials to match those of the existing building, namely brickwork, plain roof tiles and aluminium double glazed windows and doors, 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. 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. Hours of Construction**

No construction works or 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 deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the local planning authority.

**Reason:** To minimise the impact of the development on the surrounding area in the interests of amenity.

### **5. Non Standard Condition 1**

Before the development hereby permitted commences details of a scheme shall be submitted to and approved in writing by the local planning authority which specifies the provisions to be made for the control of noise emanating from the proposed Nursery. Such scheme as may be approved shall be implemented prior to first occupation and thereafter retained in accordance with such details.

**Reason:** To prevent noise nuisance to nearby residents.

### **5. Non Standard Condition 2**

Before any works commence a scheme for any new plant or machinery shall be submitted to the local planning authority to achieve the following standard. Noise expressed as the equivalent continuous sound level LAeq (1 hour) when calculated at the boundary with the nearest noise sensitive premises shall not exceed La90 -10dB and shall be maintained thereafter to the satisfaction of the Local Planning Authority.

**Reason:** To prevent noise nuisance to adjoining/adjacent premises.

### **6. Non Standard Condition 3**

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 limited to the installation of a suitable gas resistant membrane. The gas protection measures shall be carried out in strict accordance with the agreed details. 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 DPD Policy DC53.

## **7. Parking Restriction Review**

Within 18 months of the development being brought into use a review of parking restrictions within 500 metres of the school pedestrian entrance shall be carried out and submitted to and approved in writing by the Local Planning Authority. The review shall be aimed at reducing the impact of parent parking near the school and to ensure that pedestrian desire lines across junctions or other locations are not unduly impeded.

**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. To manage the impact of parent parking in the streets surrounding the site and to accord with Policy DC33.

## **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 car journeys at peak times and to accord with the Policy DC32. To ensure the interests of pedestrians and their desire lines considered and to accord with Policy DC34.

## **9. Wheel Washing**

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 break-down of the wheel washing arrangements.

**Reason:** Insufficient information has been supplied with the application in relation to wheel washing facilities. Submission of details prior to commencement will ensure that the facilities provided 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. It will also ensure that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC61.

## **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.

### **2. Changes to the Public Highway**

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. If new or amended access as required (whether temporary or permanent) there may be a requirement for the diversion or protection of third party utility plant and it is recommended that early involvement

with the relevant statutory undertaker takes place. The applicant must contact Engineering Services on 01708 433751 to discuss the scheme and commence the relevant highway approvals process. please note that unauthorised work on the highway is an offence.

### **3. Highway Legislation**

The developer (including their representatives and contractors) is advised that planning consent does not discharge the requirements of 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 of any nature) required during the construction of the development.

Please note that unauthorised works on the highway is an offence.

### **4. Temporary use of the public highway**

The developer is advised that if construction materials are proposed to be kept on the highway during construction works then they will need to apply for a license from the Council. If the developer requires scaffolding, hoarding or mobile cranes to be used on the highway, a license is required and Streetcare should be contacted on 01708434343 to make the necessary arrangements.

Please note that unauthorised works on the highway is an offence.

## **REPORT DETAIL**

### **1. Site Description**

- 1.1 The subject site lies to the south of Osborne Road. The site consists of an Infant School to the north of the site and a Junior School to the south of the site. To the centre of the site and between the two schools is a large playing field. The site is surrounded by residential properties to the north, east, south and west.
- 1.2 The application site is set well away from the highway by means of a gated entrance and driveway.

### **2. Description of Proposal**

- 2.1 Permission is sought for a single storey extension to the main school building, on the western side which would represent an additional 55.14m<sup>2</sup> of gross internal floor area.

- 2.2 The proposal would feature a flat roof of comparable height to the main school building. The extension will operate as a nursery to accommodate early years places and will facilitate a total of 47 early years pupils.
- 2.3 In addition it is proposed to form additional parking spaces (an increase of 3 parking spaces to total 28) to accommodate an increase in staff from 36 to 40 full-time.

### **3. History**

P1117.15 - Single storey flat roof extension and internal alterations - Approved with conditions

P0609.13 - Single storey extension - Approved with conditions

P1501.12 - Single storey extension with 3 classrooms and hard standing play areas and extension to car park - Approved with conditions

P1071.05 - Single storey extension to the staffroom and alterations to form additional car spaces and disabled ramp - Approved with conditions

### **4. Consultation/Representations**

- 4.1 Neighbour notification letters were sent to 44 neighbouring occupiers. One letter of objection was received which raised concerns over parking within the immediate vicinity of the school and the impacts of the development on the amenity of nearby occupiers.
- 4.2 Highway Authority - No objections, subject to conditions.
- 4.3 Environmental Health - No objections, subject to conditions.

### **5. Relevant Policy**

- 5.1 Policies CP17 (Design), DC26 (Location of community facilities), DC29 (Educational Facilities), DC34 (Walking), DC35 (Cycling), DC55 (Noise), DC61 (Urban Design) and DC63 (Delivering Safer Places) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Document are considered to be relevant.
- 5.2 Policies 3.18 (Education Facilities), 5.3 (sustainable design and construction), 6.9 (cycling), 6.10 (walking), 7.3 (designing out crime) and 7.4 (local character) of the London Plan, are material considerations.
- 5.3 The National Planning Policy Framework, specifically Sections 7 (Requiring good design) and 8 (Promoting healthy communities) are relevant to these proposals.

## 6. Staff Comments

- 6.1 The application is being reported to Committee because the applicant is the Council and an objection has been received

## 7. Principle of Development

- 7.1 The issues for Staff to consider relate to the impact that the proposed extension would have on the character of the original building, locality, and amenity of neighbouring occupiers, highways and parking.
- 7.2 The proposal is not located within a Conservation Area, nor the Metropolitan Green Belt and in principle there is no objection to an extension to the existing school building.
- 7.3 The NPPF at its core encourages Local Authorities to take a proactive and positive approach to development that will widen choice in education, with great weight given to the need to create, expand or alter education facilities. Policy DC29 of the LDF states that educational premises should be of a suitable quality to meet the needs of existing and future residents.
- 7.4 Havering, in common with many other London Boroughs and urban areas is currently experiencing an increase in the demand for early years places. The Local Authority is required by legislation to secure early education entitlement places by offering 570 hours a year over no fewer than 38 weeks for every child in the borough until the child reaches compulsory school age (the beginning of term following their fifth birthday). This is equivalent to 3 & 4 year olds accessing 15 hours of early years provision per week across 38 weeks.
- 7.5 From September 2017 this 15 hour offer will increase for working families who will be entitled to up to 30 hours of childcare per week for 3 & 4 year olds.
- 7.6 In order to accommodate this increased allocation, greater provision of early years places would be needed as at a present a deficit in places has been identified. Information provided by the applicant in support of the current application identifies an increase in the birth rate in Hylands ward of 19% between 2010/11 and 2013/14 and sets out that the estimated demand for 30 hours places would be as follows.

|                     | <b>3&amp;4 year old FTE places available by ward</b> | <b>3&amp;4 year olds eligible for 30 hours</b> | <b>Surplus/Deficit of 3&amp;4 year old 30 hours places</b> |
|---------------------|--|--|--|
| <b>Hylands Ward</b> | 92   | 144  | -52  |

- 7.7 In addition to the projected rise in birth rates this figure is compounded by families moving into the borough from other parts of London, the UK and



abroad. At present, with the above information taken into consideration the demand for early years places in the area is high and there is a projected deficit going forwards without the creation of additional places.

- 7.4 The development would therefore represent an addition which is required to improve the quality of Towers Infant School, in order that it can continue to cater for the needs of residents and meet the increased demand for places expected by predicted population changes.
- 7.5 The proposal is therefore acceptable in principle, subject to assessment of the visual impacts of the development on the main building, the amenity of nearby residents and any highways/parking matters.

## **8. Design/Impact on Street/Garden Scene**

- 8.1 Policy DC61 states that development should respect the scale, massing and height of the surrounding physical context and the NPPF reinforces this by placing emphasis on good quality, design and architecture.
- 8.2 The proposed extension would relate well to the main school building and would benefit from a design in keeping with the form of the host premises. It would be sited a considerable distance from the highway and would not be readily visible, due to a combination of mature planting and the form of the main school. Therefore it cannot be judged based upon its impact on the street scene. In terms of the scale, bulk and mass of extension when seen within the context of the school building as extended, it would be negligible.
- 8.3 The proposal would bring built form closer still to the rear gardens of adjacent occupiers than the historic extension with which it would adjoin (P0609.13) however there would still be a satisfactory degree of separation from shared boundaries. Given the scale of the proposal, with similar overall height and roof design to the existing school building, it is not considered that it would give rise to any substantial visual impact on these neighbouring premises.
- 8.3 It is considered that the proposed extension would, by reason of its design, positioning and scale, safeguard and preserve the character and appearance of the school and surrounding area. The proposal is acceptable and in accordance with Policies DC61 and advice contained within the NPPF.

## **9. Impact on Amenity**

- 9.1 The proposed extension whilst sited adjacent to the western boundary of the site and therefore potentially visible from neighbouring rear gardens would be modestly proportioned and would benefit from an adequate separation from the shared boundary so as to reduce its visual impact.

- 9.2 Consequently, the proposal would be unlikely to result in any significant loss of light outside of acceptable parameters, nor give rise to any undue sense of being overbearing. Furthermore, the single storey nature of the development is such that the existing levels of privacy would not be prejudiced.
- 9.3 In addition, it must be noted that provision is made for a covered outdoor space within the recess between the proposed addition and the main building. It is considered that the built form of the addition would act as a buffer between the outdoor activities and the rear gardens of adjacent occupiers.
- 9.2 It is considered that the proposal would not give rise to any unacceptable impact on amenity and that instead the proposal would safeguard the amenities of neighbouring properties in accordance Policy DC61 the principles of the NPPF

## **10. Highway/Parking**

- 10.1 Towers Infant School currently operates as a 3FE school with 266 pupils, with a total of 49 members of staff of which 15 are teaching staff (nine full-time and six part-time) and 34 are supporting staff. This equates to 35 FTE staff members.
- 10.2 The policy requirement for parking equates to one space per member of teaching staff. The school currently benefits from 28 parking spaces, therefore there is an existing deficit in on-site parking provisions in policy terms.
- 10.3 However, information has been provided in the form of a transport statement prepared by Robert West on behalf of the applicant which advises that the percentage of staff that travel to Towers Infant School by motor vehicle is considerably less than the number of spaces that are provided and that therefore demand is being met. Information provided by the applicant suggests that presently 60% of staff employed at Towers Infant School currently drive to the site which would generate a demand for 21 car parking spaces where as above presently 28 exist.
- 10.3 An increase in the total number of spaces is proposed by way of an extension of the existing hard-surfaced area to allow for 3 additional spaces, such that the total would be 31 off-street spaces. An increase of staff is also proposed. Application forms provided with the submission indicate that 4 full time members of staff will be employed within the early years element. Whilst the deficit would be relative to the existing scenario, there would continue to be a deficit in policy terms.
- 10.3 In addition, the introduction of early years provision would certainly increase movement to and from the site. The site has a PTAL (Public Transport Accessibility Level) of 2 (poor) and so it can be concluded that a proportion of new trips will be generated by car which could further impact on the local road network. The lack of any dedicated drop off facility for the

school would be likely to increase pressure on secondary roads surrounding the school.

- 10.4 Consequently the Local Highway Authority have raised some concerns that the introduction of early years provision would create additional demand for parent parking in the surrounding streets, as although there appears to be capacity, behavioural issues with parking in restricted and unsuitable areas at present are a real issue which is reinforced by the comments made by the resident during the statutory consultation period.
- 10.5 Parking and road safety impacts have therefore been identified and require mitigation. The Highway Officer has proposed conditions which seek to mitigate impacts of the proposal. The recommended measures include the review of parking restrictions in the area around the school to alleviate pressure on the existing road network and the submission of a travel plan consider measures to reduce vehicular trips
- 10.6 Staff are of the view that the deficit in staff parking is minor when taking into account the existing number of staff who do not drive to the school and are satisfied that the measures proposed to address vehicle movement to and from the site, which can be secured by planning condition, would be sufficient to mitigate against any adverse highways issues likely to arise from the development and the lack of a drop off facility. The proposal would, as a consequence, be acceptable in this respect.
- 10.7 It is recognised however this is a matter of judgement and Members are invited to balance the need to provide for nursery places against the likely increase in vehicle trips to and from the school and the impact this could have upon the local highway network.

## **11. Conclusion**

- 11.1 Having had regard to the LDF Core Strategy and Development Control Policies Development Plan Document, all other relevant local and national policy, consultation responses and all other material planning considerations, it is considered that the proposal would not harm the form and character of the school and surrounding area, the residential amenity of the occupants of neighbouring properties or result in any highway issues subject to the monitoring of safeguarding conditions.

## **IMPLICATIONS AND RISKS**

### **Financial Implications and risks:**

None.

**Legal Implications and risks:**

Although the application relates to a land which is within the Council's ownership. Land ownership is not a material planning consideration and therefore does not affect the planning considerations relating to this development application.

**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 20-01-2017.