



Havering
LONDON BOROUGH

Strategic Planning Committee

7th February 2022

Application Reference:

P1013.21

Location:

Harris Academy Rainham
Lambs Lane South

Ward:

Rainham & Wennington

Description:

Erection of part two and part three storey building to provide new sixth form building, with associated access and parking, following demolition of the existing swimming pool

Case Officer:

Habib Neshat

Reason for Report to Committee:

The application is of strategic importance and has been subject to previous presentation to the Committee

1 BACKGROUND

1.1 The application, was presented to Strategic Planning Committee on 06 January 2022. To avoid repetition of the issues, the 6th January committee report has been appended to this report.

1.2 The officers' report recommended approval subject to a number of conditions, however, members still had concerns in respect to the potential impact of overspill parking from both students and staff for the sixth form college given that the only additional parking proposed was visitor and disabled parking, and also how this could be controlled through the Travel Plan and section 106 agreement.

1.5 Members then resolved to defer the application, for further details to be provided with regards to 4 key areas as set out below in this report. The purpose of this report is to provide a response to these questions..

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 2.1 The proposal would provide additional education facilities for this part of the borough which has an identified need. The summary and reason for recommendation is contained within the attached report for further consideration.

RECOMMENDATION

- 3.1 That subject to GLA clearance, the Committee resolve to grant planning permission subject to the prior completion of an agreement pursuant to Section 106 of the Town and Country planning Act 1990 (as amended) and all other enabling powers based on the following heads of terms and planning conditions as set out in the attached report; with the additional Heads of Term as follows;

The following Heads of Terms to be included in the legal agreement;

1. To provide training and recruitment scheme for the local workforce during the construction period, in accordance with the provisions of Policy 22 of the Havering Local Plan (2016- 2031)
2. Financial payment to the sum of £86,860 towards the Council's carbon offset fund.
3. Financial payment to the sum of £320,000 with respect to highway improvements within the vicinity of the site
4. Financial contribution to the sum of £20,000 with respect to consultation and implementation of Control Parking within the surrounding area
5. The developer / applicant to pay the Council's reasonable legal cost associated with the draft of the Legal Agreement prior to the competition of the agreement.
6. All contribution sums shall include interest to the due date of expenditure and all contribution sums to be subject to indexation from the date of completion of the Section 106 agreement to the date of receipt by the Council.
7. The drawing up of comprehensive Travel Plan across the entire site.
8. The sum of £500 with respect to the monitoring of the legal agreement

The additional head of terms

- 9 A review mechanism with respect to potential parking problem as follows;

A Staff Travel Survey at the beginning of the school opening which will be repeated by the school six months after the initial survey and implementation of the new measures. Should the second survey result an increase of 75% of staff travel by car and parking on-street there would be a proposal to increase car parking provision on-site in consultation with Havering officers, which would be proposed through a separate application and then be implemented in accordance to the details being submitted and approved and retained as such thereafter.

Conditions

1. Time limit
2. In accordance with plans
3. Materials samples
4. Landscaping to be provided (as per details submitted)
5. Boundary Treatment details
7. External Lighting details
9. Cycle Storage details, then provided and retained
10. Hours of construction, 8am to 6pm Mon-Fri; 8am to 1pm Sat
11. Construction Management plan
12. Wheel Wash Facilities
13. Measures to be implemented in accordance to whole life cycle plan
14. Delivery and Servicing Management Plan
15. Measures to be implemented in accordance to energy statement
16. Measures to be implemented in accordance to ecology report.
17. Materials for hardsurfacing
18. Car parking to be made available and retained
19. Wheelchair Adaptable throughout the building
20. Measures to be implemented in accordance to circular economy
21. Mitigate impact of noise from plant and machinery upon the amenities of the nearest residential accommodation
22. Mitigate impact of noise from road traffic upon the quality of the environment within the building
23. Surface water drainage strategy.
24. Cycle storage and management plan
25. Passive and active provision of electric vehicle charging points
26. Secure by design certificate
27. Details of the access, boundary treatment in relation to visibility splay
28. Levels, gradients across all access routes,
30. Details of the pathways, pedestrian access within and to site, including any ramp (detailing the gradient and turning areas, appropriate marking for the visually impaired and appropriate surfacing material (non-slip)
31. Photovoltaic Panel Details
32. Road Safety Audit (stage 3) required
33. Water efficiency

Informatives

1. NPPF positive and proactive

2. Secure by design
3. Planning obligations
4. Changes to the public highway
5. Highway approval required – s.278 will be required also RSA stag
6. Temporary use of the public highway

- 2.4 That, if by 1st April 2022 the legal agreement has not been completed, the assistant Director of Planning has delegated authority to refuse planning permission or agree an extension to the decision date.

8 Matters raised by Members for further consideration

- 8.1 Below are the four areas upon which Members deferred the application for officers to provide further details / clarification, which this report will now address in turn.
- 1) Further details from the applicant on what would be in the travel plan, including targets, and what particular enforcement aspects of the travel plan that the applicant is agreeable to be bound through the S106;
 - 2) Further details from the applicant of the standard of accommodation for the students including details on what the minimum standards are for this type of provision and the ability to have sufficient spaces to deliver the varied subjects. Further evidence to justify that the proposal is the right provision for the Borough in terms of sixth form offer (from a need perspective) and it is in the right place;
 - 3) Details from the applicant on what efforts have already and will in future be made to improve public transport in the vicinity of the site. Information from Transport Planning on any requirements or plans to improve public transport given the likely increased demand from the proposal (if there are any details from Transport Planning these will be forwarded on).
 - 4) Commitment/details from the applicant on what measures they would consider in the future should there be parking problems in the surrounding area.

9. Consideration and Assessment

1) Details of Travel Plan how these would be enforced

- 9.1 The Sixth Form Travel Plan sets out a range of measures to encourage staff and students to use sustainable modes of transport to travel to and from the Sixth Form college. Travel Plan measures seek to encourage a modal shift in travel away from the private car. The Travel Plan measures seek to address 2

principle issues: students being dropped off/picked up by car and staff travelling to the college by car. No students will be permitted to drive themselves to school as a requirement of entry to the Sixth Form. The measures include:

Travel Plan measures to minimise/reduce car based drop off pick up and associated impacts

- Introduction of 'School Keep Clear' and waiting restrictions along Wennington Road to prevent drop-off/pick ups
- 'No drop off strategy' on Wennington Road communicated through the Travel Plan and enforced by staff
- Convenient and safe access for cyclists and pedestrians from both Lambs Lane South and Wennington Road
- Clubs and activities for Sixth Form students to spread the arrival of students across a wider timeframe
- Staggered start and finish times so the peak arrival and departure times of the proposed Sixth Form do not conflict with Brady Primary School
- The age of students attending the Sixth Form together with the vast majority of students coming from Rainham itself will further minimise the likely number of car based drop off's and pick-ups.

Travel Plan measures to encourage travel mode modal shift for staff and students

- The proposed car free development and lack of convenient parking arrangements will encourage staff members to seek alternative modes of transport or car share
- Bike to work scheme enabling staff to purchase bikes and associated equipment on a tax free basis
- Bikability training to give staff and students cycle skills to increase confidence
- Availability of cycle facilities including conveniently located safe and secure parking, lockers and showers
- Car share scheme for staff will be introduced matching postcode data to maximise the potential number of shared trips
- Interest free loans to enable the purchase of public transport season tickets to make the use of public transport more financially appealing

- Issuing of Travel Pack to all new staff and students with details of travel networks, public transport travel information, promotion of local amenities to encourage trips by foot/cycle, promotion of cycling.
- Promotion of health benefits associated with alternative modes of transport
- Promotion of the London Cycling Campaign

9.3 The measures set out in the Travel Plan have been discussed with Officers in detail and are considered to be robust. In addition to these measures, any student enrolling for the Sixth Form college will have to sign an agreement that they will not drive themselves to school or park in surrounding roads. The applicant has advised that the likely numbers of students driving themselves to school if unregulated would be very low from the surveys carried out, in respect of this proposal for 400 students this would be around 8 cars. The applicant has confirmed that where this agreement is breached by a student that they will be then dealt with through the school's disciplinary procedures, where sanctions would be imposed for persistent breaches of the agreement. Such sanctions would include the student needing to appear before a student disciplinary panel to explain their actions, although exclusions would not be used as a sanction as this would not accord with DfE guidelines.. These procedures are already well in place to successfully deal with existing school disciplinary issues, without the need for exclusions.

9.4 With regards to staff driving to the College, the majority of the staff teaching at the College are already employed at the Academy School and as such if currently drive would still be able to park as before at the existing school site. The College would annually carry out a staff travel survey as part of the travel plan, which would identify the potential number of staff travelling by car and parking in the surrounding area. As with the students, the applicant has confirmed that where any member of staff is found to be parking on local roads they will be dealt with through the Academy disciplinary policy. This would entail discussion of the issue with school leaders, but in instances of persistent offending this could progress to further disciplinary procedures. Given the majority of the teachers would be those already employed at the adjacent school, the number of teachers directly employed by the sixth form college is likely to be around only 10-15 members of staff. In these instances the Harris Federation is willing to explore introducing a contractual obligation around travelling to work.

9.5 Below in response to Members 4th point is set out the applicants suggestion should there be found to be an issue of on-street parking from staff / students.

2) Standard of Accommodation and the need for the college;

- 9.6 The proposals are publicly funded by the Department for Education and as such it is mandatory that it is entirely compliant with the specification created by the Department for Education and the school specific brief and bespoke schedule of accommodation, all documentation created by the DfE to ensure that all of their developments are designed to be compliant with their own standards. The scheme has been developed by the Design Team in close collaboration with the DfE and the developed design has been validated by both the Operator School (Harris Rainham 6th Form) and the DfE's Technical Advisors as meeting all relevant standards.
- 9.7 With respect to the need for the Sixth Form College, the Council's Assistant Director of the Education has further confirmed that the proposal for a new 400 place sixth form college at Harris Academy is much required as the South Area of the Borough is the only area without a sixth form in any of the secondary schools. As such the proposals would ensure that the needs of Havering pupils in this local area can be met, while helping to drive up quality & standards.

3) Highways safety and public transport

- 9.8 Further information has been provided by the applicant with respect to public transport as follows;
- The site is currently served by four bus routes (372, 165, 287 and 652), that provide 14 bus services per hour per direction in the peak periods of 08:00-09:00 and 15:00-16:00.
 - The closest bus stops are located to the west of the site on Wennington Road (B1335), approximately 170-metres from the site, taking two-minutes' walk. These bus stops provide service route 372. Bus stops are also provided to the north of the site, approximately 640m along Upminster Road South, eight-minutes' walk. These stops service bus routes 165, 287 and 652.
 - Trip generation produced within the Transport Assessment showed that 180 students are likely to use public buses. 20% of students are expected to arrive earlier to attend breakfast club, and the remaining 80% are more likely to arrive at the Sixth Form site during the morning peak hour. As such, AM peak demand is predicted to result in 144 bus trips by students. In addition to that eight staff are expected to use buses; however, those trips are likely to be undertaken at an earlier time.

- A double-decker bus has capacity for 87 passengers, which means that the 20 buses [comprising: 6 services by 372 (both directions), 6 services by 165, 4 services by 278 and 1 service by 652] provide capacity for 1,740 passengers. As such, demand generated by the Sixth Form amount to 8% of the total bus capacity during the morning peak hour.
- It also means that on average, there may be 7 additional passengers per bus. This level of impact would be adequately accommodated within the existing bus capacity.

- 9.9 In conclusion it is considered that the proposed Sixth Form is accessed by 4 bus services with good levels of frequency during the peak periods. The predicted demand generated by the Sixth Form is expected to be accommodated within the existing capacity without impact. The overall low impact indicates that bus enhancement measures associated with this proposal are not necessary. This view was also confirmed by TfL who confirmed that the proposed development will not result in an adverse impact on the bus network.
- 9.10 In terms of highways safety, the Council's highways officers have confirmed that, currently, the Council are in the process of undertaking a review of all the parking around all the junction in the Borough. However, this undertaking amounts to significant work and that the funding for the works has yet to be finalised
- 9.11 Further to the above, the Highway officers advised of the junctions that they are working on separately and which are at one of two stages within the vicinity of the site, this work would entail double yellow lines around junctions to ensure safety of pedestrians and other road users at these junctions.

East Close / Ingrebourne Road	Included in a report to authorise us to advertise the proposals
All the junctions of Arterial Avenue	Included in a report to authorise us to advertise the proposals
Brookway /Wennington Road	Included in a report outlining objections to the advertised proposals
Brookway Penerley Road	Included in a report outlining objections to the advertised proposals

4) Applicants commitment should there be parking problems in the future

- 9.12 The evidence with respect to the highways information and analysis in the Transport Assessment indicate that there does not appear to be a significant on street parking problem in the area. Furthermore, through the Travel Plan measures and disciplinary procedure, the proposed academy should not trigger the need to provide additional off street parking spaces. However, in order to provide assurance to the council, the applicant would agree to a mechanism through the s106 that if the identified measures fail to resolve an on-street parking issue from staff / students to increase on-site parking provision.
- 9.13 The information provided suggest the proposed Sixth Form will employ 45FTE staff. It is assumed that a minimum of 20% of staff will work at both sites from the opening year, and this may increase in future years. This will mean 20% of staff already travel to the site and generate trips by car, or other modes. As such, the remaining 80% of staff (i.e. 36 FTE staff members) will generate trips and potential demand for parking on street.
- 9.14 The Sixth Form will carry out a Staff Travel Survey annually as part of the monitoring strategy proposed within the Travel Plan. The survey will seek to identify the proportion of staff (employed at the Sixth Form only) that travel by car and park on-street.
- 9.15 Should this proportion exceed 75%, (which is above the current percentage of staff travelling by car to the Secondary School), it would be a trigger point suggesting that the proposed encouragement and management measures within the Travel Plan do not have an effect on staff travel behaviour and further actions would be required, as set out below:
- The school will review the existing encouragement and management measures and will propose a revised set of measures.
 - Staff Travel Survey will be repeated by the school six months after the initial survey and implementation of the new measures.
 - Should the second survey result remain the same (i.e. 75% of staff travel by car and park on-street), a proposal to increase car parking provision on-site will be proposed in consultation with the councils' officers.
- 9.16 The information provided suggest that the parking survey (by the applicant) has identified that there are circa 500 residual on-street car parking spaces in the vicinity of the school that can accommodate this demand without any adverse impact and would not result in parking stress. In accordance to the transport assessment in the worst-case scenario, when 75% of 36FTE staff travel by car, it would generate 27 car trips and effectively demand for 27 on-street car

parking spaces. However, it is the case that school staff should not rely on on-street parking, and thus the above mechanism is proposed.

- 9.17 The Academy will be working closely with the Travel Plan Co-ordinator, the Local Authority and local stakeholders in implementing and monitoring the Travel Plan on an annual basis to ensure all parties' issues are successfully managed.
- 9.18 The above mitigating measures would need to be secured through the s106 legal agreement.