



**Application Reference:** P0645.22

**Location:** Hylands Primary School  
Granger Way

**Ward:** St Albans

#### **Proposed development**

Variation of Condition No. 2 (Parking Provision) of planning permission (Ref; P1948.08) dated 23/03/2009 granted for the “erection of a two storey primary school building; formation of accesses from Granger Way (vehicular) and Benjamin Close (pedestrian); formation of multi-use games area with floodlighting; associated hardstanding, playgrounds, car parking, servicing and landscaping”, to permit the wider use of the carpark by local community.

**Case Officer:** Habib Neshat

**Reason for Report to Committee:** The original application was of strategic importance.

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#### **Summary of Key Reasons for Recommendation**

- 1.1 The proposal would have the potential to reduce on-street parking pressure on the roads surrounding the site resulting in improvement to the free flow of traffic.
- 1.2 The proposal would also have the potential to improve road safety by averting the need for visitors to cross roads.
- 1.3 There would be no significant impact upon the amenities of the adjoining occupiers.
- 1.4 There would be overall improvement in air quality.
- 1.5 The proposal would particularly benefit, elderly, or those with impaired mobility, thereby complying with the provision of the Equality Act

## 2 Recommendation

- 2.1 That the Committee resolve to grant planning permission subject to the following conditions;

### Conditions

1. The area set aside for car parking shall be retained permanently for the accommodation of vehicles visiting the school, together with, outside of main school hours, the wider use of the carpark for those visiting nearby community facilities.

Reason:

To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety.

2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, no window or other opening (other than those shown on the submitted plan,) shall be formed in the flank wall(s) of the building(s) unless specific permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.

Reason:

To prevent loss of privacy.

3. The cycle storage shall be permanently retained.

Reason:

In the interests of providing a wide range of facilities for non-motor car residents, in the interests of sustainability.

4. The travel plan shall be updated annually and the mitigating measures shall be implemented in accordingly with the agreed programme of monitoring and review.

Reason:

In the interests of encouraging safe and sustainable modes of travel.

5. Within six months from the date of this application, 20 percent of the existing car parking spaces shall be fitted electric charging point with a minimum of 10 percent to include active electric charging facilities.

Reason;

In the interests of encouraging sustainable modes of travel.

6. The CCTV system which has already been installed for the safety of users and the prevention of crime shall be permanently retained.

Reason

In the interest of creating safer, sustainable communities.

7. The approved, Community Use Scheme, shall be maintained as approved, and any upgrade shall be submitted to and agreed in writing prior to its implementation. All upgrades schemes shall include details of access policy, hours of use, access by non-school users/non-members, management responsibilities and include a mechanism for review.

Reason:

To secure well managed, safe community access to the sports facility, to ensure sufficient benefit to the development of sport.

8. The approved sports facilities in Hylands Park, which has been completed and accords with Sport England Design Guidance Notes shall be permanently retained.

Reason:

To ensure the development is fit for purpose, subject to high quality design standards and sustainable.

9. The scheme for the replacement, improvement and maintenance of the playing field drainage, as implemented in accordance to the previously approved details shall be maintained.

Reason:

To ensure the quality of the pitches is satisfactory and they are available for use.

10. No floodlighting, other than that approved and implemented around the Multi Use Games Area (MUGA), shall be erected on site without the prior consent in writing of the Local Planning Authority. The lighting around the MUGA shall be permanently retained.

Reason:

In the interests of amenity

11. The floodlighting shall not be used outside the hours of 08.00 and 21.00 hours on any day.

Reason:

In the interests of amenity.

### **Informatives**

NPPF positive and proactive

### **Site and Surroundings**

- 3.1 The application site is Hylands Primary School in Granger Way. The school faces west onto Granger Way and Benjamin Close. The part of the school site

involved in this application relates to the existing car park. The site is surrounded by residential development to the north, west and south and by Frances Bardsley School for Girls to the east. Both Granger Way and Benjamin Close are no-through roads but also provide access to residential properties.

- 3.2 Hylands Primary School is a 3 Form Entry Primary School with a nursery and is currently attended by a total of 585 primary age pupils. The school also has a nursery on site that has 46 pupils. The school has a total of 81 members of staff employed at the school between full-time and part-time staff, which equates to 53 full-time equivalent (FTE) staff.
- 3.3 Hylands Primary School benefits from 46 car parking spaces. As well as a coach park. All cars, including the coach can enter and egress the site in forward gear manner.
- 3.4 The streets surrounding the school are predominantly residential; however, there are also a number of commercial properties to the west of the sites. To the south of the school lies Hylands Park and further residential neighbourhoods.
- 3.5 Pedestrian access to the Hylands Primary School is taken from Benjamin Close. The northern side of the street provides a continuous footway. The footway on the south side of the carriageway is not continuous due to the presence of parking bays and a turning area.
- 3.6 The majority of footways in the surrounding area are wide and of good quality, with street lighting columns provided at frequent intervals. A zebra crossing is located on Brentwood Road, approximately 15m to the northeast of Frances Bardsley Academy's vehicle entrance, and provides a safe means for pedestrians to cross the carriageway. A zebra crossing is also located to the southwest of the junction with Globe Road.
- 3.7 Immediately to the north of the junction with Benjamin Close and Globe Road, an uncontrolled pedestrian crossing is provided. The crossing is provided with a raised table with build-outs, bollards and tactile-paving and is marked with double yellow lines to prevent parking.
- 3.8 Most houses in Granger Way benefit from front drive with dropped kerbs.
- 3.9 The nearest bus stop to the Hylands Primary School is located on Brentwood Road, approximately 180m (two-minute walking distance) to the north of the school main entrance.
- 3.10 Benjamin Close is subject to residential controlled parking zone (CPZ), between Monday to Saturday, 8:30 – 18:30. The street is subject to single yellow line

restriction along both sides of the carriageway with 'School Keep Clear' markings in the vicinity of the pedestrian access to the site, at the end of the street. Benjamin Close is subject to a 20mph speed restriction.

- 3.11 Granger Way is subject to double yellow line restrictions along the majority of the road. There are 34 parking spaces along the footway of the road marked with white lines and have a different surface finish to that on the footway. These spaces are subject to CPZ restrictions and are dedicated to resident permit holders only between Monday to Saturday, 08:30 – 18:30. Granger Way connects with Brentwood Road via a priority junction to the north of the site. The junction is marked with double yellow lines that prevent parking at this location. Granger Way is subject to a 30mph speed restriction.

#### **4. Proposal and location details**

- 4.1 The planning application is seeking a Variation of Condition No. 2 (Parking Provision) of the planning permission (Ref; P1948.08) dated 23/03/2009 that permits wider use of the car park by the local community and the Church.

Planning Condition No. 2 states the following:

*“Before the building (s) hereby permitted is first occupied, the area set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority and retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose.*

##### *Reason*

*To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety, and that the development accords with the Development Control Policies Development Plan Document Policy DC33.*

The application has stated that the intended use of the car park will include the following:

1. Staff employed at the school can use the car park during the school day. This includes the time when breakfast club, after-school clubs, parents evening, any other school events etc. are taking place;
2. Parents of pupils with accessibility needs (and parents with accessibility needs) have been issued passes to allow them to pick up and drop off. They are not permitted to park long term.
3. Community use during evenings and weekends on the days and hours when the school is open for visitors using the school facilities;

4. Coach access by both the school and community use;
  5. Church parking during out-of school hours, as per agreed schedule with the school;
  6. Any other occasional lettings of the car park that will be agreed between the school and any other third party.
- 4.2 The applicant has also proposed to introduce electric charging point to the existing car park.
- 4.3 It should be noted that, the existing condition would permit any vehicle visiting the site to use the school facilities – during the school, pre-school or after school hours, could use the car park. That follows that, the items 1 to 4 above could already be carried out (except for coach parking for community use).
- 4.3 The proposal variation of condition would widen the scope of use of the car park for the community use, only when the school would not be in operation.

### **Planning History**

- 5.1 The original planning permission (Ref P1948.08) was granted for the 'Erection of a two storey primary school building; formation of accesses from Granger Way (vehicular) and Benjamin Close (pedestrian); formation of multi-use games area with floodlighting; associated hardstanding, playgrounds, car parking, servicing and landscaping - Approved with Conditions on 23-03-09.
- 5.2 Planning permission (Ref;P0320.16) was granted for the Installation of a single storey flat roof demountable building for use as classroom - Approved with conditions on 19-07-16
- 5.3 Planning permission (Ref P0154.17) was granted for the erection of a 2 Storey block to Rear of school, infill of the existing courtyard area to centre of school. External landscape works to existing car park area to create 30 additional parking spaces, approved on 11-04-17.

### **Consultation;**

- 6.1 611 letters of notifications were sent to the adjoining occupiers. 11 letters of objection have been received, largely concerned with respect to the potential increase in traffic, noise and air pollution.
- There is a concern with respect to noise pollution to those who live on the road.
  - There is no need for this to be approved as similar resources e.g. parking, playground, etc. are available in Hyland Park.
  - This planning application will increase the traffic flow in and around Granger Way which already becomes extremely busy during certain periods.

- The rise in traffic will most likely result in increased greenhouse gas emissions of which cause negative externalities for both the wider public as well children - e.g. Asthma and other associated lung diseases
- Not clear who would be using the car park?
- The council and government should be supporting a green economy and de-carbonising of the United Kingdom. Therefore, the car park would have to house electric car charging points
- No Environmental assessments have been undertaken as per previous applications.
- The condition with respect to the school extension has not been discharged. No action with respect to this should take place until the outstanding conditions are discharged.
- The residents of Granger Way objected all other application with Petitions and there is currently a petition in place before this application was processed that the Planning Department and Havering Council are fully aware of before the application was applied for.
- The car park to school is not needed, because, children can walk to school, or use scooters and bicycles, this would lower the pollution level and there would be no screaming /shouting and beeping by parents
- There are significantly more trip generation as originally envisaged by the council when first the school scheme was granted.
- There should be no action until such time all previous conditions with respect to planning permission for the development of the school extension has been discharged.

6.2 The council has also received 33 letters of support.. The followings comments are example of comments raised in support of the application, the main points are as follows; .

- The church generate 40 cars to the area on Sunday occupy various on-street parking on nearby street, causing congestion and inconvenience with the existing residents and church attendees. A significant number are elderly, and vulnerable, crossing the roads are generally hazardous. There has been a number incidents crossing the roads. The church generate 40 cars to the area on Sunday, they occupy various on-street parking on nearby streets, causing congestion and inconvenience with the existing residents and church attendees.

- There is a direct access from the car park to the church which would keep the people out of Granger way.
- The use of the car park would improve the highway safety and would prevent overloading on street parking and avoiding unnecessary crossing of a very busy road by the elderly and people with push chairs.
- Allowing the church to use the school car park will benefit local residents and church attendees as it will take cars off the road outside local residents' homes, thus not taking away residents spaces.
- The church and the school are important to the local community and the approval of this Application will enable both to better serve the people around them. It is important for the school to be able to generate revenue from letting out its premises and the car park for community groups. The highway safety consideration should be prioritised.
- The existing church (Romford Evangelical Free Church) has no parking on its site at present. The existing school car park is only used to a small amount of its capacity on Sundays for activities held on the school grounds. The use of the same school car park by the neighbouring church for members to park for Sunday services will both allow more efficient use of an existing car park facility for the community but also minimise the need for those attending services to park on nearby streets.

**Internal and External Consultation:**

The following responses were received from statutory and London Borough of Havering consultees:

The following consultees have commented as part of the consultation;

**LBH Highway officers**

No comment received

**Environmental Health –**

There is no objection to the scheme subject, any use of the car park shall be in prior agreement with the school.

**7. Material Planning Considerations;**

**7.1 The main issues to be considered;**

- Whether the proposal would have an acceptable impact upon highways condition.
- Whether the proposal would have an acceptable impact upon the amenities of the adjoining occupiers.



- Whether the proposal would have an acceptable impact upon air quality
- Whether the proposal would have an impact of people of protected characteristic group as defined in the Public Sector Equality Duty.

### **Impact upon highways condition**

- 7.2.1 The issue with respect to highways condition is quite important and needs careful consideration. The NPPF, London Plan as well as the adopted local policies, all seek to combat congestion on the roads, reduce air pollution, reduce traffic hazards, and bring about a healthier lifestyle.
- 7.2.2 Policies T1 - T6 of the London Plan seek to ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. Development should not adversely affect safety on the transport network. The London plan seeks to ensure a balance is struck to prevent excessive car parking provision that can undermine cycling, walking and public transport use and through the use of well-considered travel plans aim to reduce reliance on private means of transport.
- 7.2.3 This is also echoed by policy 23 of the adopted Local Plan which indicates proposals will not be supported where they would have an unacceptable adverse impact on the capacity or environment of the highway network.
- 7.2.5 It is apparent that issues with parking/traffic associated with the school has been a source of concern by some residents, in particular those living in Granger Way, for a number of years. Particular concerns raised relate to congestion on the roads within the vicinity of the site, in particular during drop-off and pick-ups and the over-spill of parked cars associated with the use of the education establishments nearby onto the surrounding roads. Objections to the current application include a number that relate to issues during the school day. However, the current application is in relation to the use of the car park outside of schools hours.
- 7.2.6 The applicant has provided full detailed highways assessment with respect to the current operation of the school in terms of car parking, walking, cycling and deliveries to the school, which makes the following points:
- Hylands Primary School benefits from 46 car parking spaces, as well as a coach park. All cars, including the coach can enter and egress the site in forward gear.
  - There are appropriate pedestrian access point to the school. Vehicular access is provided from Granger Way, which provides direct access to the car park. This access is also used by delivery, servicing, refuse, emergency vehicles and coaches. It is prohibited for pupils to enter the school via

Granger Way due to a lack of footway provision or pedestrian gate at this location.

- There is a pedestrian gate between the school and Romford Evangelical Free Church. Staff that arrive on foot, or by public transport can access the school site from Benjamin Close, or using the connection through the church land.
- The school benefits from cycle and scooter parking facilities.
- A significant number of properties in the area benefit from off road car parking spaces.
- The school has detailed delivery and servicing plan.
- There are parking bays, parking restriction, zebra crossing and other road safety measures in the surrounding roads.
- There is no existing/inherent road safety risk present at school drop-off and collection times.
- The school has a Travel Plan that has achieved Gold Accreditation and has been last updated in 2022. The school continues to update the Travel Plan on an on-going basis.

7.2.7 It should be emphasised the planning application only relates to the use of the car park outside the school hours.

7.2.8 With respect to the proposed scheme, there would be no additional car parking pressure or highway issues during the normal operation hours of the school. The scheme would entail the use of the car park outside school operational hours.

7.2.9 The car park use would be for those who drive to visit community facilities in the local area, such as those attending the local church. It is likely that those attending the church already arrive by car but currently park on the surrounding roads.

7.2.10 The applicant has stated that there are approximately 40 worshipers who arrive by car for a Sunday morning service who currently use on-street parking. This level of parking on surrounding road, adds pressure on the existing capacity and would lead to situations where people would be likely to park inconsiderately and cause frustration for local residents.

7.2.11 The proposal would likely benefit the elderly and those with impaired mobility as well as families with small children, as they will not have to cross the busy Brentwood Road to attend activities at the neighbouring church.

7.2.12 In conclusion, in highways terms, it is not considered that the proposed use of the car park would result in any significant traffic or parking issues in surrounding roads.

**Impact upon the amenities of the adjoining occupiers;**

7.3.1 The existing condition as worded, would permit anyone using the school facilities to be able to use the car park. There is no restriction in terms of the hours or days where the school car park could be used by those visiting the school, including any event which may be organised by school during the weekend. The only impact would result from when the car park is not used by the school.

7.3.2 The car park in Hylands School is approximately 20m away from the buildings in Granger Way and that it is well screened by shrubs and trees. Given the low speed of the traffic in the car park it would be unlikely that the use of the car park would result in any significant noise upon the amenities of those residing in Granger Way who would be closest to the car park.

7.3.3 The entrance to the school car park is within the proximity of Brentwood Road. Therefore, the cars would only traverse a small stretch of the road before entering the car park. Cars would only pass the first pair of the properties which could likely already subject to some noise from the traffic in the main road. Hence, the proposal would not have a significantly detrimental impact upon the amenities of those residing in Granger Way.

7.3.4 However, as it was detailed above, the use of the car park would likely alleviate parking in roads adjacent to the scheme, with particular reference to potential inconsiderate parking and associated disturbance to the residents. Therefore, overall the proposal would have a positive impact upon the amenities of the local residents.

**Air Quality;**

7.4.1 Policy 33, explains The Council is committed to improve air quality in Havering to improve the health and wellbeing of Havering's residents. The Council will support development which:

- I. Is at least air quality neutral;
- II. Optimises the use of green infrastructure to reduce pollution concentrations and exposure
- III. Delivers measures to support active travel to reduce emissions
- IV. Meets the targets for carbon dioxide reduction in the London
- V. Minimises emissions from construction

- 7.4.2 The Council has adopted an Air Quality Action Plan which sets out the actions Havering will take to improve local air quality. The AQAP includes a number of actions around sustainable travel to reduce air pollution including work to encourage people to travel to school by foot, cycle or public transport.
- 7.4.3 The applicant has provided a thorough and comprehensive study with respect to air quality assessment with respect to the proposal.
- 7.4.4 The study suggests that the change in predicted PM and NO<sub>2</sub> concentrations at existing receptors in 2019 as a result of the development is considered negligible.
- 7.4.5 Further, the air quality neutral assessment has concluded that the development would meet the transport emission benchmarks. As such, no mitigation measures are required to reduce these emissions.
- 7.4.6 The proposal itself would not likely result in significant additional trip generation. The proposal would allow those already visiting the local area by car to use the car park. Hence, there would be no additional vehicle emissions.
- 7.4.7 The proposal would incorporate the provision of electric charging points to the school car park, thereby seeking to achieve improve in air quality.

## **EQUALITIES AND DIVERSITY**

- 7.5.1 Section 149 of the Equality Act 2010, which came into force on 5th April 2011, imposes important duties on public authorities in the exercise of their functions, including a duty to have regard to the need to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.5.2 For the purposes of this obligation the term protected Characteristics includes: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 7.5.3 There are a number of church goers with mobility problem who would find it difficult park further afield, and cross busy roads. There would be a benefit from being able to park in Hylands school car park on Sundays or at other times when attending the church.

7.5.4 In recommending the application for approval, officers have had regard to the requirements of the Act and have concluded that a decision to grant planning permission for this proposed development will comply with the Council's statutory duty.

## 7.6. **Other Matters**

7.6.1 It should be noted that the Planning permission (Ref P0154.17) which was granted for the erection of a 2 Storey block to Rear of school, was subject to a number of conditions. It would appear that the conditions imposed with respect to the scheme have not been discharged. However, the applicant is currently in process of discharging the conditions, additional studies have been commissioned and preliminary discussion with the planning officers has been concluded.

7.6.2 It is considered that, the non-compliance with conditions would not affect the consideration of this application which only seeks to allow use of the car park by those not attending the school outside of the school's operation period.

## **Conclusions**

8.1 In light of the above, the proposal is considered to be in accordance with national regional and local policy in particular with respect to providing an environment which is accessible to all.

8.2 The proposal would not have a significant impact upon the amenities of the adjoining occupiers., whilst it would result in improvement to highways safety and the free flow of the traffic. The proposal would particularly benefit vulnerable groups especially the elderly and those with disabilities.

8.3 Given this is a variation of condition with respect to a planning permission, all original conditions still relevant to the original scheme would need to be included in this decision.