

Report of the Head of Planning, Sport and Green Spaces

Address NEWNHAM INFANT & NURSERY SCHOOL NEWNHAM AVENUE RUISLIP

Development: ERECTION OF A TEMPORARY DOUBLE MODULAR CLASSROOM UNIT, RELOCATION OF THE EXISTING MODULAR LIBRARY UNIT AND ASSOCIATED EXTERNAL WORKS (AMENDED PLANS RECEIVED TO RETAIN WILLOW TREE)

LBH Ref Nos: 12713/APP/2015/1364

Drawing Nos: 2015/D/147/02 Rev.B (Proposed Site Plan)
2015/D/147/03 Rev.A (Proposed Plans and Elevations Design and Access Statement (Version 3)
2015/D/147/01 (Site Location Plan)
2015/D/147/04 (Existing Site Plan)
2015/D/147/05 (Existing Library Plans and Elevations)

Date Plans Received: 13/04/2015 **Date(s) of Amendment(s):** 13/04/2015

Date Application Valid: 15/04/2015

1. SUMMARY

This application seeks planning permission for the erection of a new temporary classroom unit, the relocation of an existing unit which accommodates the school's library, and associated works at Newnham Infant and Junior Schools in Ruislip.

Latest population figures show that there is continuing and growing demand for primary school places within the north of the borough. As such, applications have been submitted for the provision of temporary accommodation to accommodate bulge classes, at this school and at other schools in the north of the borough, to provide sufficient capacity to accommodate the additional pupil numbers over coming years. The unit would accommodate one additional class of 30 children.

Following numerous objections to the proposed loss of a large willow tree at the site as part of the proposals and following discussions with the Council's Green Spaces Team, the scheme has been amended to allow the retention of the tree, albeit that some crown reduction would be required.

The proposal complies with current local, regional and national planning policies, which seek to encourage new and enhanced educational facilities. Furthermore, due to its location and temporary nature it would have very limited impact on the character or appearance of the school site or on the visual amenities of the surrounding area.

The proposal would not have any detrimental impact on the amenities of the occupiers of neighbouring residential units and it is not considered that it would result in such an increase in traffic to/from the site that refusal could be justified. The proposal is considered to comply with relevant Local Plan and London Plan policies and, accordingly, approval is recommended.

2. RECOMMENDATION

APPROVAL subject to the following:

1 SP01 **Council Application Standard Paragraph**

(This authority is given by the issuing of this notice under Regulation 3 of the Town and Country Planning General Regulations 1992 and shall enure only for the benefit of the land).

2 T4 **Temporary Building - Removal and Reinstatement**

The building hereby permitted shall be removed and the land restored to its former condition within three years of the date of this consent.

REASON

The building, by reason of its design and temporary nature, is not considered suitable for permanent retention in compliance with Policies BE13 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

3 COM4 **Accordance with Approved Plans**

The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 2015/D/147/01, 2015/D/147/02 Rev.B, 2015/D/147/03 Rev.A, 2015/D/147/04 & 2015/D/147/05, and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and the London Plan (2015).

4 HO4 **Materials**

The materials to be used in the construction of the external surfaces of the development hereby permitted shall be in keeping with the character and appearance of the existing school buildings and shall thereafter be retained as such.

REASON

To safeguard the visual amenities of the area and to ensure that the proposed development does not have an adverse effect upon the appearance of the existing school site in accordance with Policy BE13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

5 TW2 **Tree Works - Crown Reduction**

Prior to commencement of development full details of proposed pruning and crown reduction to the willow tree shall be submitted to and approved in writing by the Local Planning Authority. This work shall comprise a reduction in both height and spread over the whole crown by shortening or removing peripheral branches in a uniform and systematic manner. Where branches are shortened, they should be cut back to a suitably positioned secondary branch.

Crown reduction shall not be construed as 'lopping' or 'topping' and shall result in a tree of typical form for the species and of balanced appearance. The works shall be carried out in accordance with the recommendations contained in BS 3998:2010 'Tree work - Recommendations'. Climbing irons or 'spikes' shall not be used during the execution of the work.

REASON

In order to protect the health of the tree and the visual amenity of the area in accordance with Policy BE38 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November

2012).

6 COM8 Tree Protection

No site clearance or construction work shall take place until the details have been submitted to, and approved in writing by, the Local Planning Authority with respect to:

1. A method statement outlining the sequence of development on the site including demolition, building works and tree protection measures.
2. Detailed drawings showing the position and type of fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be submitted to the Local Planning Authority for approval. No site clearance works or development shall be commenced until these drawings have been approved and the fencing has been erected in accordance with the details approved. Unless otherwise agreed in writing by the Local Planning Authority such fencing should be a minimum height of 1.5 metres.

Thereafter, the development shall be implemented in accordance with the approved details. The fencing shall be retained in position until development is completed.

The area within the approved protective fencing shall remain undisturbed during the course of the works and in particular in these areas:

- 2.a There shall be no changes in ground levels;
- 2.b No materials or plant shall be stored;
- 2.c No buildings or temporary buildings shall be erected or stationed.
- 2.d No materials or waste shall be burnt; and
- 2.e No drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

REASON

To ensure that trees and other vegetation can and will be retained on site and not damaged during construction work and to ensure that the development conforms with policy BE38 Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2015) and national guidance.

BE13 New development must harmonise with the existing street scene.

BE19 New development must improve or complement the character of the

	area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R16	Accessibility for elderly people, people with disabilities, women and children
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.

3 I1 Building to Approved Drawing

You are advised this permission is based on the dimensions provided on the approved drawings as numbered above. The development hereby approved must be constructed precisely in accordance with the approved drawings. Any deviation from these drawings requires the written consent of the Local Planning Authority.

4 I11 The Construction (Design and Management) Regulations 1994

The development hereby approved may be subject to the Construction (Design and Management) Regulations 1994, which govern health and safety through all stages of a construction project. The regulations require clients (ie. those, including developers, who commission construction projects) to appoint a planning supervisor and principal contractor who are competent and adequately resourced to carry out their health and safety responsibilities. Further information is available from the Health and Safety Executive, Rose Court, 2 Southwark Bridge Road, London, SE1 9HS (telephone 020 7556 2100).

5 I12 Notification to Building Contractors

The applicant/developer should ensure that the site constructor receives copies of all drawings approved and conditions/informatives attached to this planning permission. During building construction the name, address and telephone number of the contractor (including an emergency telephone number) should be clearly displayed on a hoarding visible from outside the site.

6 I15 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should

ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance 'The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

7 119 Sewerage Connections, Water Pollution etc.

You should contact Thames Water Utilities and the Council's Building Control Service regarding any proposed connection to a public sewer or any other possible impact that the development could have on local foul or surface water sewers, including building over a public sewer. Contact: - The Waste Water Business Manager, Thames Water Utilities plc, Kew Business Centre, Kew Bridge Road, Brentford, Middlesex, TW8 0EE.
Building Control Service - 3N/01, Civic Centre, High Street, Uxbridge, UB8 1UW (tel. 01895 250804 / 805 / 808).

8 134 Building Regulations 'Access to and use of buildings'

Compliance with Building Regulations 'Access to and use of buildings' and Disability Discrimination Act 1995 for commercial and residential development.

You are advised that the scheme is required to comply with either:-

- The Building Regulations 2000 Approved Document Part M 'Access to and use of buildings', or with
- BS 8300:2001 Design of buildings and their approaches to meet the needs of disabled people - Code of practice. AMD 15617 2005, AMD 15982 2005.

These documents (which are for guidance) set minimum standards to allow residents, workers and visitors, regardless of disability, age or gender, to gain access to and within buildings, and to use their facilities and sanitary conveniences.

You may also be required make provisions to comply with the Disability Discrimination Act 1995. The Act gives disabled people various rights. Under the Act it is unlawful for employers and persons who provide services to members of the public to discriminate against disabled people by treating them less favourably for any reason related to their disability, or by failing to comply with a duty to provide reasonable adjustments. This duty can require the removal or modification of physical features of buildings provided it is

reasonable.

The duty to make reasonable adjustments can be effected by the Building Regulation compliance. For compliance with the DDA please refer to the following guidance: -

- The Disability Discrimination Act 1995. Available to download from www.opsi.gov.uk
- Disability Rights Commission (DRC) Access statements. Achieving an inclusive environment by ensuring continuity throughout the planning, design and management of building and spaces, 2004. Available to download from www.drc-gb.org.
- Code of practice. Rights of access. Goods, facilities, services and premises. Disability discrimination act 1995, 2002. ISBN 0 11702 860 6. Available to download from www.drc-gb.org.
- Creating an inclusive environment, 2003 & 2004 - What it means to you. A guide for service providers, 2003. Available to download from www.drc-gb.org.

This is not a comprehensive list of Building Regulations legislation. For further information you should contact Building Control on 01895 250804/5/6.

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The submitted plans indicate that the willow tree's crown will be raised. You are advised that this would be inappropriate for this species of tree and that the crown should be reduced in accordance with details submitted under condition 4.

3. CONSIDERATIONS

3.1 Site and Locality

Newnham Infant and Junior Schools occupy an approximately 1.9 hectare plot located on the north east side of Newnham Avenue in Ruislip. The school buildings, which occupy the north west side of the site have been expanded and altered significantly over the years in a piecemeal fashion such that the buildings now occupy a large footprint. Multi-use games areas/all weather pitches accommodate the southern part of the site and the playing fields are situated in the north east corner of the site. Playgrounds are located in and around the buildings and at the front (south west) of the site. Car parking is provided along the site's north west boundary.

Vehicular and pedestrian access to the site is currently via Newnham Avenue, although a maintenance vehicle access also exists via Windermere Avenue.

The site lies within a predominantly residential area, largely characterised by two-storey terraced and semi-detached properties. It is immediately abutted by residential gardens on all sides, albeit for a part of its north west boundary with directly fronts Newnham Avenue, with residential properties opposite.

The application site itself comprises an area of approximately 1,500m² which is located relatively centrally to the school site and currently predominantly accommodates playground and circulation space, in addition to the school's library (which is located within a mobile unit) and bicycle stores.

The site falls within the development area as designated in the Hillingdon Local Plan.

3.2 Proposed Scheme

This application seeks temporary planning permission for the provision of a new classroom unit at Newnham Infant and Junior Schools.

The proposed building would be located on the site of the existing school library, which would be relocated to an area of hardstanding adjacent to the junior school.

The single-storey flat roofed building, which would comprise two classrooms, WC facilities, store rooms and a lobby, would measure approximately 16m by 9m by 3.5m high.

It is noted that some residents appear to believe that this would allow a full one form of entry expansion to the school (ie, one new class for each year group). For clarity the unit would accommodate one class of up to 30 additional children and two new members of staff.

Two additional staff car parking spaces would be provided adjacent to the existing school car park at the front (southern corner) of the site.

Amended plans show a willow tree, previously shown to be removed, to now be retained, subject to some crown reduction works.

3.3 Relevant Planning History

12713/APP/2013/1141 Newnham Junior And Infant School Newnham Avenue Ruislip
Single storey detached building to be used as a temporary classroom.

Decision: 15-07-2013 Approved

Comment on Relevant Planning History

The site has an extensive planning history. That most relevant to this application is summarised above.

4. Planning Policies and Standards

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
Policy Statement - Planning for Schools Development (DCLG, 15/08/11)
London Plan (2015)
National Planning Policy Framework
Hillingdon Supplementary Planning Document: Accessible Hillingdon

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

BE13 New development must harmonise with the existing street scene.

BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties and the local area
R10	Proposals for new meeting halls and buildings for education, social, community and health services
R16	Accessibility for elderly people, people with disabilities, women and children
AM2	Development proposals - assessment of traffic generation, impact on congestion and public transport availability and capacity
AM7	Consideration of traffic generated by proposed developments.
AM13	AM13 Increasing the ease of movement for frail and elderly people and people with disabilities in development schemes through (where appropriate): - (i) Dial-a-ride and mobility bus services (ii) Shopmobility schemes (iii) Convenient parking spaces (iv) Design of road, footway, parking and pedestrian and street furniture schemes
AM14	New development and car parking standards.

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- Not applicable

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 75 local owner/occupiers and the Eastcote Residents's Association. Letters were also sent to each school Headteacher and Chair of Governors. Site notices were also posted. 60 responses have been received. 37 of these are in objection to the scheme and 23 are in support of the scheme. The comments received are summarised below:

Objections:

- i) Why is an additional classroom being built - does this mean the school is expanding?
- ii) The Design and Access Statement has been copied from another application and erroneously refers to a replacement school and roads and transport in Northwood. Which school does the application relate to?
- iii) Impact on traffic, parking and congestion in the surrounding roads.
- iv) The increased traffic predictions fail to take into account recent expansions at Field End School.
- v) Impact on pedestrian and highway safety from increased traffic and illegal /unsafe parking.
- vi) Newnham Avenue should be made one way, parking restrictions applied to surrounding roads which don't currently have them, surrounding roads should be made 20mph zones and there should be an increased presence of traffic wardens.
- vii) If another bulge class is added in later years this will make the parking situation even worse.

- viii) The school can't cope with another four classes per year.
- ix) Loss of the willow tree would affect the character and scenery of the school and would send a negative message to children about conservation and how to treat the environment. This is a beautiful tree which is a focal point and part of the school's history. It provides shelter, ambience, helps the environment, provides a calming effect and the children benefit massively from having it in their playground.
- x) Additional tree planting is welcomed but will not provide the same shade, natural setting and feel that the willow tree does.
- xi) The willow tree is part of local heritage and should have a Tree Preservation Order on it.
- xii) Loss of the tree goes against the schools 'eco friendly' ethos.
- xiii) Additional pressure on staff and resources. The school's hall, dining room, kitchen, corridors, library, WCs, play space, playgrounds, etc, are all already at capacity. This will exacerbate existing problems associated with a lack of space.
- xiv) There are already waiting lists for after school clubs. The building should be used to accommodate the after school club as children are currently walked off-site.
- xv) The school is already big enough for the size of land it has.
- xvi) The school has character and is unique - expanding it will lead to existing and future pupils losing out.
- xvii) Other schools should be looked at for expansion instead or a new school built elsewhere.
- xviii) Schools in the area already strongly discourage travel by car but widening the school's catchment area will force parents to drive adding to traffic and parking problems.
- xix) The PTA work tirelessly to raise funds to provide learning resources and free transportation for school field trips - this would stretch funds further.
- xx) Insufficient time to get the building in place for the new academic year - children get to meet their teacher and new classmates at the start of July.
- xxi) When appealing for places at the school parents have been told by the appeal panel that the erection of a modular classroom was not needed as there were more than sufficient places available at alternative schools and that Newnham was a small school and a new building would put additional pressure on its outdoor space. It is worrying that these valid arguments and the wellbeing of children at the school are now being overlooked to accommodate those that submit late applications.
- xxii) The process would involve the relocation of the brand new library.
- xxiii) Newnham is an amazing school and this would damage its ethos and well known family atmosphere.
- xxiv) This part of the school is already congested at school drop-off/pick-up times making it difficult for parents/carers to keep track of their children as they arrive/leave.
- xxv) Loss of daylight to surrounding classrooms, the staff room and outdoor space.
- xxvi) If this is built the infant children will have no access to any grass areas - other grassed areas are for use by the juniors only.
- xxvii) The Council should carry out a more in depth review of where in the borough the primary places are required and choose another site with more space to expand.
- xxviii) The Council should conduct a fuller consultation with the school itself, school governors, parents and those living close to the school. This application has been submitted without the necessary consultation.
- xxix) Further funding will be required to provide extra staff.
- xxx) It will be unsafe for this many children to play outside together.
- xxxi) The old Express Dairy site should be used to build a new school as this would be better for the community than an Asda.
- xxxii) The application suggests this is required on a temporary basis whilst a permanent solution is found. What are the implications of a permanent solution, which areas of the school would be affected and how would this affect residents?
- xxxiii) There are rumours that the Council intends to replace the school with a larger two-storey building - this will mean 210 more children and 14 more staff with 109 additional cars at drop-off and

pick-up and 111 additional pupils walking to school, in an area where it is already bedlam during the school run.

xxiv) Younger siblings of those attending the bulge class would get priority over those living close to the school so how is this remaining a 'local' school.

xxv) This seems to be a short term fix which will end up as a long term solution.

xxvi) If there is not enough space then the Council should stop building new flats and houses and build more schools.

Support:

i) Children who weren't accepted into this school will have to travel miles to an alternative and they shouldn't be required to walk this far at four years old, especially if they are already in the Nursery at Newnham.

ii) An extra class would greatly help the area with a clear shortage of places which means some children will have to travel very long distances everyday to an alternative school and will be separated from the peers that they've been with at nursery.

iii) There aren't enough school places for children in this area so smaller schools need to be increased in size or many will miss out of places they deserve.

iv) This will help those looking to move to the area as places are very limited.

v) Newnham is an excellent school and this would benefit the local community.

vi) Alternative schools offered are simply not practical or reasonable for some families and will have a significant impact on their functioning. They are also too far away to walk.

vii) Smaller schools need to be expanded to allow parents to get their first choice school

viii) There is a need for more places for local children.

ix) There are not enough schools in the area so good use needs to be made of existing facilities.

x) Four year old pupils and elderly carers cannot walk to alternative schools further away.

xi) As there are a shortage of school places in the borough schools have to expand. Newnham is no exception to this and it is a good school and will continue to be.

Following concerns raised by residents and by the Council's Trees/Landscape Officer over the removal of the existing willow tree at the site amended plans have been received which show the tree to be retained, albeit that some crown reduction would be required. Residents have been reconsulted for a period of 14 days, which expires on the 1st June. To date one additional letter of objection has been received. This raises no new issues.

Comments have been received from the Chair of Governors of the Infant School, complaining that residents received their consultations (on the revised plans) before the school did. This is because anyone who had already commented on the application and provided an email address would have received their consultation via email, whereas those who had not would have received them via the post.

Internal Consultees

HIGHWAY ENGINEER

The small scale of the proposals would not have a significant traffic or safety impact on the adjacent highways. The proposals include car parking on-site for the additional two staff and there are on-street parking and waiting restrictions to manage the small number of vehicular trip that would be generated from parents dropping off and picking up some of the thirty additional pupils to be accommodated at this school.

There are no highway objections to the proposal.

TREES/LANDSCAPE OFFICER

Site description:

- The site is situated in an irregular-shaped open space surrounded by residential properties on all sides.
- Accessed from Newnham Road to the west, the rear gardens of Sunningdale Avenue form the northern boundary, with those of Windermere Avenue to the east and Woodlands Avenue to the south.
- The site and surrounding area is relatively flat and the existing school buildings occupy the northern part of the site. School buildings along the southern edge of the built up area are generally single-storey / low rise.
- The most significant landscape feature on this part of the the site is a magnificent Weeping Willow situated directly opposite an entrance into the site. Situated between the southern extent of the built development and the open space to the south, the tree canopy stands proud of the surrounding single-storey buildings and is clearly visible from the road - and many neighbouring households which overlook the site.
- The area is characterised by inter-war terraced and semi-detached housing with established suburban gardens enriched by occasional trees.

Landscape Planning designations:

- There are no Tree Preservation Orders and no Conservation Area designations affecting the site.

Proposal:

The proposal is to erect a temporary double modular classroom unit, relocate an existing modular library unit and associated external works.

Landscape Considerations:

Saved policy BE38 seeks the retention and utilisation of topographical and landscape features of merit and the provision of new planting and landscaping wherever it is appropriate.

- A Tree Report, by John Cromar, considers the condition and value of the tree and the impact of the development on the Weeping Willow (T1 on the schedule).
- The survey concludes that this is a 'B' grade tree, a rating which would normally justify retention within a development site. There is no objection to this assessment.
- The survey then concludes, at 05.11, that the 'tree is not of special public amenity value', which is more contentious. This is a highly visible tree to the public of visual interest and character.
- In section 06, titled Tree Protection Proposals, (Method 2), the removal of T1 is recommended.
- The Design & Access Statement confirms that the tree will be removed and replaced elsewhere as part of the proposal.

Recommendations:

This application has been subject to pre-application discussions.

Given that the application is for a 'temporary' structure, the permanent removal and loss of this tree is not acceptable.

Additional comments:

Following receipt of amended plans the Trees/Landscape Officer has provided the following additional comments:

The amended plans show the willow tree to be retained subject to crown reduction works (although it is noted that the plans incorrectly refer to crown raising, which would not be appropriate for a willow tree). On this basis, no objections are raised subject to conditions TW2 and COM8.

ENVIRONMENTAL PROTECTION UNIT

No objection subject to standard informative regarding nuisance from construction works.

EDUCATION SERVICES

The Council is committed to ensuring that all children in Hillingdon have access to a high quality school place as close to home as possible. In response to growing demand for school places, the Council has already put in place a large programme of primary schools expansions and new schools. This includes school expansions in the Eastcote/South Ruislip area.

Based on current pupil forecasts, some further places will be needed and options for meeting the need in future years are being considered. However, in the interim, there is a need to make 'bulge' year group provision in order to be able to manage fluctuations in demand so that children are able to access places within a reasonable distance of their homes.

We have carefully reviewed all options and, in view of the forecast rise in demand for primary school places, the Newnham site has been identified as well placed to serve the community with a bulge year class. A modular classroom unit is needed to give the schools sufficient teaching space to accommodate this. A bulge year group would result in a maximum of thirty additional children and it is felt that, whilst not without its challenges, an increase of this scale would be manageable in relation to the schools' infrastructure.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

Policy R10 of the Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012) seeks to encourage the provision of enhanced educational facilities across the borough, stating:

"The Local Planning Authority will regard proposals for new meeting halls, buildings for education, social, community and health services, including libraries, nursery, primary and secondary school buildings, as acceptable in principle subject to other policies of this plan."

This is reiterated in the London Plan Policy 3.18 which states:

"Development proposals which enhance education and skills provision will be supported, including new build, expansion of existing facilities or change of use to educational purposes. Those which address the current projected shortage of primary school places and the projected shortage of secondary school places will be particularly encouraged."

Furthermore, on 15/08/11 the DCLG published a policy statement on planning for schools development, which is designed to facilitate the delivery and expansion of state-funded schools. It states:

"The Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state-funded school places, increasing choice and opportunity in state-funded education and raising educational standards. State-funded schools - which include Academies and free schools, as well as local authority maintained schools (community, foundation and voluntary aided and controlled schools) - educate the vast majority of children in England. The Government wants to enable new schools to open, good schools to expand and all schools to adapt and improve their facilities. This will allow for more provision and greater diversity in the state-funded school sector to meet both demographic needs and the drive for increased choice and higher standards."

It goes on to say that:

"It is the Government's view that the creation and development of state-funded schools is strongly in the national interest and that planning decision-makers can and should support that objective, in a manner consistent with their statutory obligations. We expect all parties to work together proactively from an early stage to help plan for state-school development and to shape strong planning applications. This collaborative working would help to ensure that the answer to proposals for the development of state-funded schools should be, wherever possible, "yes."

The statement clearly emphasises that there should be a presumption in favour of the development of schools and that "Local Planning Authorities should make full use of their planning powers to support state-funded schools applications."

The site does not fall within the Green Belt and has no other specific designations which would preclude development. Accordingly, no objections are raised to the principle of the development subject to the proposal meeting site specific criteria.

7.02 Density of the proposed development

Not applicable to this type of development. London Plan density guidelines relate to residential development and are not applicable to schools.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

Not applicable. The site does not fall within an Archaeological Priority Area and there are no Conservation Areas, Areas of Special Local Character or Listed Buildings within the vicinity

7.04 Airport safeguarding

Not applicable. There is no requirement to consult the aerodrome safeguarding authorities on this application.

7.05 Impact on the green belt

Not applicable. There is no Green Belt land within the vicinity of this site.

7.07 Impact on the character & appearance of the area

The proposed temporary building and repositioned library would both be largely screened from public view by the presence of existing school buildings. Given the location of these buildings, their relatively small size and scale and their temporary nature, it is not considered that they would have any significant detrimental impact on the character or appearance of the school site or the surrounding area.

It is not considered that the minor extension of the school's existing southern most car park to create two additional spaces would have any significant impact on the visual amenities of the school site or surrounding area.

Notably, amended plans have been received which show the retention of a willow tree, which was previously shown to be removed, and which has a high visual and amenity value

7.08 Impact on neighbours

The nearest residential properties would be located approximately 80m away to the south west of the nearest part of the proposed new classroom unit. Given this distance, combined with the single-storey nature of the proposed building and screening which would be provided by existing buildings, the willow tree and boundary fencing, it is not considered that it would have any detrimental impact on residential amenity.

Very limited views of the proposed library would be available from surrounding residential

properties due to its location between existing school buildings and, although close to a residential garden boundary, the addition of two additional car parking spaces to an existing car park would have very limited impact on residential amenity.

7.09 Living conditions for future occupiers

The numerous concerns raised over the impact of the development on the school's existing resources and facilities are acknowledged. However, there are no planning policies specific to internal or external space for schools as this is covered by other legislation. Notably, the Council's Education Services Department have confirmed that, whilst not without its challenges, an increase of this scale would be manageable in relation to the schools' infrastructure. Accordingly, it is not considered that refusal could be justified on this basis.

Concerns regarding loss of light to nearby existing classrooms, the staff room and surrounding outdoor space are also noted. The proposed new unit and relocated library would be located no more than a few metres (just over 3m at the nearest point) from the existing school building and, as such, it is likely that some loss of light could indeed occur. Whilst this is not ideal, the need for the development combined with the site constraints must however be taken into consideration.

It is understood that the proposed new building must be located within this part of the school site for operational reasons associated with its need to be close to existing infant and junior classrooms. Due to the space constraints within this part of the site this has necessitated the relocation of the library, which also must be located in close proximity to the existing classrooms. The buildings have clearly been located so as to maximise, as much as possible, daylight into proposed and surrounding classrooms. Furthermore, in the case of the new classroom unit, this would notably be located on a part of the site which is already likely to experience overshadowing from the existing willow tree. It must also be noted that there are no specific standards relating to overshadowing distances for non-residential developments and that it is unlikely the surrounding classrooms and other spaces will be used all day everyday by the same pupils. Taking all this into account and given the strong policy support for new educational facilities which meet the need for school places, it is not considered that refusal could be justified on grounds of overshadowing to existing classrooms.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

No alterations are proposed to the existing access arrangements to the site as part of this application. However, two new car parking spaces would be provided.

The existing school has parking provision for staff and visitors only. No parking is provided for parents during pick-up/drop-off and, as is typical of most school sites, parents use surrounding roads for this.

Based on the current mode share for the site it is anticipated that approximately half the pupils would travel by car, resulting in an increase of up to 15 vehicle trips to/from the site during peak times. Given this relatively minor increase, and that congestion associated with schools only typically occurs for relatively short periods of time during peak drop-off and pick-up times, and traffic disperses relatively quickly, it is not considered that the scheme would result in such a significant impact on the surrounding highway network that refusal could be justified. Notably, the Council's Highway Engineer has raised no objections on this basis.

7.11 Urban design, access and security

Urban design

The size, scale, height and design of the proposed new building is considered to be acceptable in this location. Given its temporary nature it is not considered that it would have any significant detrimental impact on the visual amenities of the school site or the surrounding area. No objections are raised in design terms to the relocation of the library, which would have no additional impact on the visual amenities of the school in its proposed location.

Security

Given the temporary nature of the proposed classroom unit and the fact that the existing premises will already be operating its own security measures a secure by design condition is not considered to be necessary in this case.

7.12 Disabled access

Ramped access would be provided to the building and level thresholds would be provided. The applicant's Design and Access Statement confirms that the development would fully comply with Part M of the Building Regulations, the Disability Discrimination Act 1995 and the Equality Act 2010. Notably, the Council's Access Officer has raised no objections.

7.13 Provision of affordable & special needs housing

Not applicable to this type of development.

7.14 Trees, landscaping and Ecology

The only landscaping feature of merit which would be directly impacted by the proposals is a mature willow tree, which although located well within the school grounds, can be clearly seen from outside the site and has a high visual and amenity value.

Originally shown to be removed, following negotiation with the Council's Trees/Landscape Officer amended plans have been received which now show the tree to be retained, albeit that some crown reduction would be required to ensure that the new building could be accommodated without damaging the health of the tree.

The submitted plans incorrectly refer to crown raising, which would not be appropriate for a willow tree, but this is considered to be a matter which could be clarified through relevant conditions. Accordingly, subject to conditions to ensure any works to the tree are carried out to an appropriate standard, the Council's Trees/Landscape Officer has raised no objections to the proposals.

7.15 Sustainable waste management

As this is a relatively small addition to an existing school, the school's existing waste management facilities will be used. Notably, the school ultimately has discretion over which waste management methods are used on site.

7.16 Renewable energy / Sustainability

Given the minor nature of the scheme there is no planning requirement for the development to incorporate the use of renewable energy.

7.17 Flooding or Drainage Issues

The site does not fall within a flood zone and no issues relating to flooding or drainage have been identified.

7.18 Noise or Air Quality Issues

Given the small scale and nature of the scheme it is not considered that it will have any material impact on noise or air quality issues at the site or in the locality.

7.19 Comments on Public Consultations

The comments of support for the scheme are noted.

In terms of the objections, these are addressed below:

Point (i) questions why an additional classroom is needed. This is addressed in the report.

Point (ii) advises of errors within the Design and Access Statement. An amended Design and Access Statement was received which addressed those errors.

Points (iii), (iv), (v), (vi) and (xviii) relate to traffic and parking issues. These are addressed in the report.

Point (vii) suggests that if further expansion is required in future years this would increase traffic and parking problems. Any further expansion proposals would require planning permission and their impact on the highway would be assessed at that time.

Points (viii), (xiii), (xv), (xvi), (xix), (xxi), (xxiv), (xxvi), (xxix), (xxx) relate to concerns that the development will put increased pressure on the school's existing staff, resources and facilities. This is addressed in the report.

Points (ix), (x), (xi) and (xii) object to the loss of the willow tree. This issue is addressed in the report. It is now proposed to retain the tree.

Point (xiv) suggests that the new building should be used to provide additional and enhanced after school clubs. This would be an operational matter for the school to consider.

Points (xvii), (xxvii) and (xxxi) suggest that the Council should more thoroughly assess the need and expand other schools instead, or build new schools elsewhere. The Local Planning Authority has received applications to provide temporary classrooms at other schools within the north of the borough as well (Hillside and Deanesfield). Schools such as Harlyn, Field End and Bourne have already been recently expanded. It is understood that temporary classrooms are required whilst options as to how and where more permanent solutions to meet the need within the north of the borough are considered and investigated.

Point (xx) suggests that there is insufficient time to install the building prior to start of the new academic year, particularly as children have an induction day in July. This is a matter for the applicant and not a material planning consideration.

Point (xxii) objects to the relocation of the library. This is addressed in the report.

Point (xxiii) suggests this would damage the school's ethos and family atmosphere. This is a management issue for the school and not a material planning consideration. Notably, the Council's Education Services Team have raised no objections in this respect.

Point (xxv) raises concerns over loss of daylight to nearby classrooms and the staffroom. This is addressed in the report.

Point (xxviii) suggests that inadequate consultation has taken place. Any pre-application consultation carried out by the applicant is voluntary and not under the control of the Local Planning Authority. As part of the planning process, consultation letters have been sent to 75 local owner/occupiers, the headteacher and chair of governors at both schools, the Eastcote Residents' Association and site notices have been posted. This exceeds statutory requirements.

Points (xxxii) and (xxxiii) raise concerns over any potential permanent expansion of the school. No permanent expansion is proposed as part of this current application. Should an application be received for the permanent expansion of the school in the future then residents would be consulted and their concerns would need to be taken into consideration at that time.

Point (xxxiv) objects to the way places are awarded to pupils. This is not a material planning consideration.

Point (xxxv) suggests this is a short-term fix. As stated above, it is understood that the Council is considering how the need could be more permanently met within the north of the borough in the future.

Point (xxxvi) suggests that the Council should not allow new residential developments in order to reduce demand for school places. The need also results from increased birth rates and in-migration into the borough. New residential developments are required, in accordance with current local, London Plan and national planning policy, to help meet the country's housing shortage. Financial contributions are sought from developers to help offset the additional demand large scale developments place on local infrastructure, including schools.

7.20 Planning obligations

Not applicable to this development. As the development is for educational use it would not necessitate a contribution towards the Mayoral of Hillingdon Community Infrastructure Levy

7.21 Expediency of enforcement action

Not applicable.

7.22 Other Issues

None.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted,

enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

No objections are raised to the principle of the development in this location, which it is not considered would have any significant impact on the character or appearance of the school site or on the visual amenities of the surrounding area. Furthermore, it is not considered that it would have any detrimental impact on the amenity of the occupants of the nearest residential properties.

It is not considered that the proposals would result in such an increase in traffic that they would have an unacceptable impact on the surrounding highway network sufficient to justify refusal and notably the Council's Highway Engineer has raised no objections in this respect. Furthermore, the willow tree, which is of high visual and amenity value would be retained.

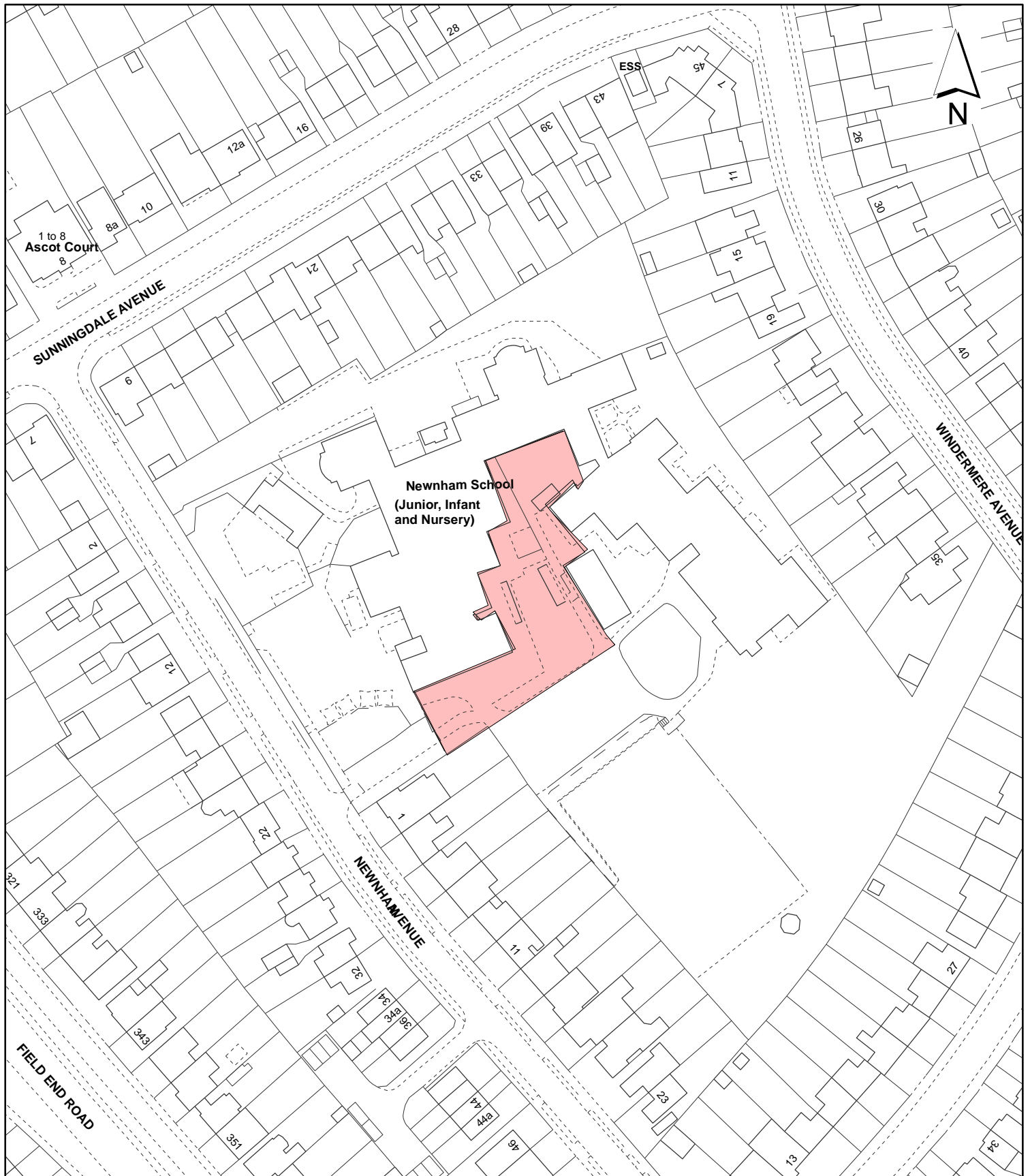
The proposal is considered to comply with relevant planning policy and, accordingly, approval is recommended.

11. Reference Documents

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)
Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
Policy Statement - Planning for Schools Development (DCLG, 15/08/11)
London Plan (2015)
National Planning Policy Framework
Hillingdon Supplementary Planning Document: Accessible Hillingdon

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Notes:

 Site boundary

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Site Address:

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**LONDON BOROUGH
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Planning Application Ref:
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Scale:
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Planning Committee:
Major

Date:
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HILLINGDON
 LONDON