

Report of the Head of Planning, Sport and Green Spaces

Address NANAKSAR PRIMARY SCHOOL SPRINGFIELD ROAD HAYES

Development: Variation of conditions 1 and 2 of planning permission ref: 4450/APP/2016/1928 dated 28/07/2016 (Provision of three temporary modular classroom/administration units, substation, car/cycle parking, new access arrangements and ancillary development on existing school site) to extend the use until 30th September 2019

LBH Ref Nos: 4450/APP/2017/1318

Drawing Nos: P01315-P650 Rev. A
Travel Plan Update dated April 2017

Date Plans Received: 11/04/2017 **Date(s) of Amendment(s):**

Date Application Valid: 11/04/2017

1. SUMMARY

Planning permission (ref: 4450/APP/2013/1227) was granted on the 28 June 2013 for the provision of three temporary modular classroom/administration units, a substation, car and cycle parking, new access arrangements and ancillary development, on land at Guru Nanak Sikh Academy. At that time, temporary planning permission was granted for 12 months.

The temporary units were required to accommodate up to 120 primary school pupils whilst proposals for a new permanent primary school, which would be associated with the existing Guru Nanak Sikh Academy, were progressed. The primary school, which opened in the temporary accommodation in September 2013 is known as Nanaksar Primary School.

Following delays in the progression of a scheme for permanent classroom provision planning permission (ref: 4450/APP/2014/1427) was subsequently granted for the retention of the accommodation for a further two years, expiring on the 31st August 2016. That consent was then subsequently varied to allow the further retention of the accommodation for a further year until 31st August 2017 (ref: 4450/APP/2016/1928).

Following further difficulties experienced in progressing plans for more permanent proposals, this current application now seeks the variation of conditions 1 and 2 of the latest 2016 consent to allow the retention of the buildings on site until the 30th September 2020.

The applicant has advised that there are currently 120 pupils in the temporary accommodation and a further 100 children who occupy other buildings on the wider secondary school site. This was originally intended to be a temporary solution to accommodation needs to serve the primary school. However, due to a variety of issues, the permanent school building has not been progressed within the intended time frame and there is therefore a need to retain the temporary accommodation until the existing cohort of children move onto secondary school.

As part of the Hillingdon Primary Capital Schools Programme the Council has already

expanded and/or redeveloped numerous schools across the borough. It has also built three new primary schools. However, notwithstanding this, pressure for school places remains within the Hayes area. Officer's in the Council's Education Team have advised that if the temporary accommodation could not be retained on this site that the Council would need to find places in its existing schools for the current 120 pupils on roll. Accordingly, from an educational perspective, there is a significant need for the accommodation in this location. Officer's in the Council's Education Team have however also confirmed that the school is not taking on additional pupils and, as such, once the existing pupil cohort moves onto secondary school, there will no longer be a need for the buildings.

The proposal complies with the aims of the National Planning Policy Framework (NPPF), London Plan policy 3.18 and UDP policy R10, which seek to encourage the provision of new and/or enhanced educational facilities. Furthermore, it is considered that very special circumstances exist, sufficient to justify an exception to Green Belt policy.

It is not considered that the proposal would result in an unacceptable impact on the visual amenities of the school site or on the openness of the Green Belt in this location. Furthermore, it is not considered that it would lead to such a significant increase in traffic that refusal could be justified on highway grounds. 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 T4 Temporary Building - Removal and Reinstatement

The building hereby permitted shall be removed and the land restored to its former condition on or before 30/09/20.

REASON

To reflect the end of the academic year and because the building, by reason of its temporary design and its location in the Green Belt is not considered suitable for permanent retention in compliance with Policies OL1, OL2, BE13 and OE1 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

2 T6 Temporary Use - Discontinuance

The use hereby permitted shall be discontinued on or before 30/09/20.

REASON

It is not considered appropriate to grant a permanent permission for the use until its effect on the amenities of the locality has been assessed in compliance with Policy 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 P01315-P650 Rev. A, P01315-P651 Rev. C, P01315-P105 Rev. A, P01315-P106 Rev. B, P01315-P107, P01315-P108, P01315-P109 and L4121/02, as approved by planning permission ref: 4450/APP/2016/1928, and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan: Part

Two Saved UDP Policies (November 2012) and the London Plan (2015).

4 COM5 General compliance with supporting documentation

The development hereby permitted shall not be carried out except in accordance with the following specified supporting plans and/or documents:

Tree Survey (revision V02) prepared by Ecus dated May 2013, as approved by planning permission ref: 4450/APP/2016/1928;
Updated Transport Assessment, prepared by Intermodal Transportation dated May 2016, as approved by planning permission ref: 4450/APP/2016/1928;
Travel Plan Update, dated April 2017.

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence.

REASON

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

5 HO4 Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those shown on drawing nos. P01315-P105 Rev. A, P01315-P106 Rev. B, P01315-P107 and P01315-P109, as approved by way of planning permission ref: 4450/APP/2016/1928, 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 building in accordance with Policy BE13 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

6 COM8 Tree Protection

Fencing to protect the entire root areas/crown spread of trees, hedges and other vegetation to be retained shall be erected prior to the commencement of development. The fencing shall be retained in position until development is completed.

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

- 1.a There shall be no changes in ground levels;
- 1.b No materials or plant shall be stored;
- 1.c No buildings or temporary buildings shall be erected or stationed.
- 1.d No materials or waste shall be burnt; and.
- 1.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 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

7 COM9 Landscaping (car parking & refuse/cycle storage)

No development approved by this permission shall be carried out otherwise than in accordance with those cycle storage and car parking layout details agreed via planning

permission ref: 4450/APP/2014/2725 dated 02/10/14.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies BE13, BE38 and AM14 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

8 NONSC Non Standard Condition

No development approved by this permission shall be carried out otherwise than in accordance with those drop-off/pick-up details and measures agreed via planning permission ref: 4450/APP/2014/2725 dated 02/10/14.

REASON

In the interests of highway safety in accordance with policy AM2 and AM7 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012).

9 COM10 Tree to be retained

Trees, hedges and shrubs shown to be retained on the approved plan shall not be damaged, uprooted, felled, lopped or topped without the prior written consent of the Local Planning Authority. If any retained tree, hedge or shrub is removed or severely damaged during construction, or is found to be seriously diseased or dying another tree, hedge or shrub shall be planted at the same place or, if planting in the same place would leave the new tree, hedge or shrub susceptible to disease, then the planting should be in a position to be first agreed in writing with the Local Planning Authority and shall be of a size and species to be agreed in writing by the Local Planning Authority and shall be planted in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier. Where damage is less severe, a schedule of remedial works necessary to ameliorate the effect of damage by tree surgery, feeding or groundwork shall be agreed in writing with the Local Planning Authority. New planting should comply with BS 3936 (1992) 'Nursery Stock, Part 1, Specification for Trees and Shrubs' Remedial work should be carried out to BS BS 3998:2010 'Tree work - Recommendations' and BS 4428 (1989) 'Code of Practice for General Landscape Operations (Excluding Hard Surfaces)'. The agreed work shall be completed in the first planting season following the completion of the development or the occupation of the buildings, whichever is the earlier.

REASON

To ensure that the trees and other vegetation continue to make a valuable contribution to the amenity of the area in accordance with policy BE38 of the Hillingdon Local Plan: Part Two Saved UDP Policies (November 2012) and to comply with Section 197 of the Town and Country Planning Act 1990.

10 N5 Control of noise emission from the site

No development approved by this permission shall be carried out otherwise than in accordance with those noise levels agreed via planning permission ref: 4450/APP/2014/2725 dated 02/10/14.

REASON

To safeguard the amenity of the surrounding area in accordance with Policy OE1 of the Hillingdon Unitary Development Plan Saved Policies (September 2007) and London Plan (2015) Policy 7.15.

11 NONSC Non Standard Condition

The on-site drop-off/pick-up facility shall be made available to parents, for the dropping off and picking up of their children attending the primary school, at peak school start and finish times and throughout the school day and it shall not be used for staff parking during these times. The facility shall be retained, appropriately managed to ensure the safety of its users and children and maintained for the lifetime of the development.

REASON

To reduce congestion and parking demand associated with school drop-off and pick-up along Springfield Road and Beaconsfield Road and in the interests of highway and pedestrian safety in accordance with policies AM2 and AM7 of the Hillingdon Local Plan: Part 2 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.

OL1	Green Belt - acceptable open land uses and restrictions on new development
OL2	Green Belt -landscaping improvements
BE13	New development must harmonise with the existing street scene.
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
R4	Proposals that would involve the loss of recreational open space
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.
AM9	Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
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.
AM15	Provision of reserved parking spaces for disabled persons
LPP 3.18	(2016) Education Facilities
LPP 6.1	(2016) Strategic Approach
LPP 6.3	(2016) Assessing effects of development on transport capacity
LPP 7.16	(2016) Green Belt
LPP 7.2	(2016) An inclusive environment
LPP 7.4	(2016) Local character
NPPF	National Planning Policy Framework

3 115 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 Councils 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.

4

The Council will recover from the applicant the cost of highway and footway repairs, including damage to grass verges. Care should be taken during the building works hereby approved to ensure no damage occurs to the verge or footpaths during construction. Vehicles delivering materials to this development shall not override or cause damage to the public footway. Any damage will require to be made good to the satisfaction of the Council and at the applicant's expense. For further information and advice contact - Highways Maintenance Operations, Central Depot - Block K, Harlington Road Depot, 128 Harlington Road, Hillingdon, Middlesex, UB3 3EU (Tel: 01895 277524).

5

You are advised that the Council's Access Officer has provided the following advice:

a) The Equality Act 2010 seeks to protect people accessing goods, facilities and services from discrimination on the basis of a 'protected characteristic', which includes those with a disability. As part of the Act, service providers are obliged to improve access to and within the structure of their building, particularly in situations where reasonable adjustment

can be incorporated with relative ease. The Act states that service providers should think ahead to take steps to address barriers that impede disabled people.

b) Fixtures, fittings and furnishings, particularly hard materials should be selected to ensure that sound is not adversely reflected. The design of all learning areas should be considerate to the needs of people who are hard of hearing or deaf. Reference should be made to BS 8300:2009, Section 9.1.2, and, BS 223 in selecting an appropriate acoustic absorbency for each surface.

c) Care should be taken to ensure that the internal decoration achieves a Light Reflectance Value (LRV) difference of at least 30 points between floor and walls, ceiling and walls, Including appropriate decor to ensure that doors and door furniture can be easily located by people with reduced vision.

d) Induction loops should be specified to comply with BS 7594 and BS EN 60118-4, and a term contract planned for their maintenance.

e) Care must be taken to ensure that overspill and/or other interference from induction loops in different/adjacent areas does not occur.

f) Flashing beacons/strobe lights linked to the fire alarm should be carefully selected and installed to ensure they remain within the technical thresholds not to adversely affect people with epilepsy.

6

You are advised that the proposed pedestrian access gate to the east of the site and close to the Oak tree falls outside the red line application site and, as such, has not been approved planning permission as part of the determination of this application.

7

You are advised that prior to the submission of an application for permanent development at this site, or at any other site along Beaconsfield Road and/or Springfield Road, that any Transport Assessment submitted in support of that application must include the following:

- Use of speed data to establish the appropriate visibility splay provision at any proposed site access junctions.
- The analysis of speed survey data to determine if traffic calming measures/formal crossings of Springfield Road are necessary for the proposal.
- Consideration of appropriate traffic management measures at the proposal, such as: the appropriate waiting period in the proposed drop off bays, marshalling of pupil drop-off/pick-up areas to assist in achieving a quick turn around of vehicles, and the identification of a park and stride point.
- Reassessment of the A4020/Springfield Road signal junction using revised design flows as those used within the current assessment are inappropriate/inaccurate. These flows should be 2018 design flows that are based upon the March 2011 traffic survey and include all relevant committed developments.

8

It is noted that the updated Travel Plan shows that whilst pupil travel by car has reduced, staff travel by car has increased. The school is encouraged to work with the Council's School Travel Team to consider new initiatives to reduce staff car travel.

9

It is acknowledged that the nearby Minet Country Park Car Park is used by some parents as a pick-up point at the end of the school day. That car park has spare capacity and assists in reducing congestion associated with the school along Beaconsfield and Springfield Roads. You are encouraged to liaise with the Council's Green Spaces Team,

who can be contacted at greenspacesadminteam@hillington.gov.uk, to investigate whether there is scope to open the car park before 9am at all times of the year to assist in reducing congestion during the morning peak school start time as well.

3. CONSIDERATIONS

3.1 Site and Locality

Guru Nanak Sikh Academy occupies an approximately 5 hectare irregularly shaped plot located on the southern side of Beaconsfield Road in Hayes. The main school buildings, which vary in height from single-storey to three-storeys, are located towards the north west of the site. A Multi-Use Games Area and playgrounds are located towards the south of the site and to the east of the main school building. Parking is provided along the western boundary. A drop off/pick up point for parents, accessed via Beaconsfield Road, and the school playing field occupy the eastern part of the site.

The school site is bounded to the north by Beaconsfield Road, beyond which are industrial buildings; to the east by Yeading Football Club; and to the south and west by Minet Country Park.

The application site, which forms a part of the wider school site, comprises an area of approximately 1,642m², which formerly accommodated the drop-off/pick-up area and a small part of the playing field.

The entire application site falls within the Green Belt as designated in the Hillingdon Local Plan. Adjoining land to the east, west and south, including that of the main Guru Nanak Sikh Academy site, also falls within the Green Belt. Beaconsfield Road and the area beyond falls within the Springfield Road Industrial and Business Area. The site and surrounding area also falls within the Hayes and West Drayton Corridor.

3.2 Proposed Scheme

Planning permission (ref: 4450/APP/2013/1227) was granted on the 28 June 2013 for the provision of three temporary modular classroom/administration units, a substation, car and cycle parking, new access arrangements and ancillary development, on land at Guru Nanak Sikh Academy. At that time, temporary planning permission was granted until 31/08/14.

The temporary units were required to accommodate up to 120 primary school pupils whilst proposals for a new permanent primary school on the site were progressed. The primary school, which opened in the temporary accommodation in September 2013, is known as Nanaksar Primary School.

Following delays in the progression of a scheme for permanent classroom provision planning permissions (ref: 4450/APP/2014/1427 and 4450/APP/2016/1928) were subsequently granted for the further retention of the accommodation, the latter consent expiring 31st August 2017.

Condition 1 of the 2016 planning permission states:

"The building hereby permitted shall be removed and the land restored to its former condition on or before 31/08/17."

Condition 2 states:

"The use hereby permitted shall be discontinued on or before 31/08/17."

In light of further ongoing delays in the progression of an application for a permanent scheme, this application seeks to vary conditions 1 and 2 of planning permission ref: 4450/APP/2016/1928 to allow the retention of the buildings for an additional three years and one month, expiring 30/09/2020. The applicant has not advised why a renewal is sought until the end of September rather than the end of August as with previous consents, which would better coincide with the end of the academic school year. However, it is acknowledged that this would allow time post the end of term to decommission the buildings.

3.3 Relevant Planning History

4450/APP/2013/1227 Land Adjoining Guru Nanak Sikh Academy Beaconsfield Road Hayes
Provision of three temporary modular classroom/administration units, substation, car/cycle parking, new access arrangements and ancillary development (Amended Plan).

Decision: 28-06-2013 Approved

4450/APP/2014/1427 Land Adjoining Guru Nanak Sikh Academy Beaconsfield Road Hayes
Provision of three temporary modular classroom/administration units, substation, car/cycle parking, new access arrangements and ancillary development on existing school site.

Decision: 16-06-2014 Approved

4450/APP/2014/2725 Guru Nanak Sikh College Springfield Road Hayes
Details pursuant to conditions 7 (parking and cycle storage), 8 (drop-off/pick-up facility) and 10 (noise levels) of planning permission ref. 4450/APP/2014/1427 (Provision of three temporary modular classroom/administration units, substation, car/cycle parking, new access arrangement and ancillary development on existing school site)

Decision: 02-10-2014 Approved

4450/APP/2016/1928 Nanaksar Primary School Springfield Road Hayes
Variation of conditions 1 and 2 of planning permission ref: 4450/APP/2014/1427 dated 16/06/14 (Provision of three temporary modular classroom/administration units, substation, car/cycle parking, new access arrangements and ancillary development on existing school site) to extend the use until 31st August 2017.

Decision: 20-07-2016 Approved

Comment on Relevant Planning History

The planning history has been discussed in parts 1 and 3.2 of the report and is summarised above.

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

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

Part 1 Policies:

- PT1.BE1 (2012) Built Environment
- PT1.CI1 (2012) Community Infrastructure Provision
- PT1.EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- PT1.EM5 (2012) Sport and Leisure

Part 2 Policies:

- OL1 Green Belt - acceptable open land uses and restrictions on new development
- OL2 Green Belt -landscaping improvements
- BE13 New development must harmonise with the existing street scene.
- 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
- R4 Proposals that would involve the loss of recreational open space
- 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.
- AM9 Provision of cycle routes, consideration of cyclists' needs in design of highway improvement schemes, provision of cycle parking facilities
- 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.
- AM15 Provision of reserved parking spaces for disabled persons
- LPP 3.18 (2016) Education Facilities
- LPP 6.1 (2016) Strategic Approach
- LPP 6.3 (2016) Assessing effects of development on transport capacity
- LPP 7.16 (2016) Green Belt
- LPP 7.2 (2016) An inclusive environment
- LPP 7.4 (2016) Local character
- NPPF National Planning Policy Framework

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date:- **18th May 2017**

5.2 Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

Consultation letters were sent to 16 local owner/occupiers and the Friends of Minet Country Park. One letter of objection has been received from the latter, which comments as follows:

FRIENDS OF MINET COUNTRY PARK

Due to the cycle of our public meetings, this application has not been discussed in an open forum. However, using the framework set by the Friends' discussion in 2016 on the previous planning application (4450/app/2016/1928), I am able to draw your attention to the following points:

- that the Friends' comments made 13 July 2016 were not addressed within the written report to Planning Committee of 28 July 2016, and that the targets in the 'updated travel plan' of 2016 were "unchallenging to virtually meaningless".
- the current version of the 'updated travel plan' reveals better actual performance by pupils in switching to sustainable travel modes which is welcomed. Nevertheless, the target set of a further 2 to 6 pupils (out of 120 pupils) over the next 3 years should change to cycling, walking or scootering is unchallenging. Furthermore, high car dependency by staff continues.
- that the Friends/park's Management Advisory Group do not know anything about the action plan references (which repeat those of 2016) for "resurfacing of an area of Minet Country Park to allow more cars to park there" (p12); and "implementation of a cycle path within the vicinity of the site" (p13).

SPORT ENGLAND

No objection.

METROPOLITAN POLICE

No objection.

Internal Consultees

HIGHWAY ENGINEER

This variation of condition application is for the extension of the use of temporary accommodation at Nanaksar Primary School until September 2020 rather than a similar date in 2017. There are no highways reason for refusing this extension in time as the school numbers will remain the same as existing so traffic generation is unlikely to change significantly. The applicant has provided an updated Travel Plan which shows that pupil travel by car has reduced but this is offset by an increase in travel by car by staff. I would suggest that the school works with the Council's School Travel Team to reduce the staff car travel and consider new initiatives such as staff parking for only 4 days per week during term times. I do not have any significant highways objection to the proposed variation in the conditions and suggest you discharge these conditions.

EDUCATION

At the most recent pupil census (January 2017), 200 pupils were on roll at Nanaksar Primary. Legally, once enrolled, pupils cannot be obliged to leave a school except in very limited circumstances (e.g. permanent exclusion or school closure). Therefore, Nanaksar Primary must continue to make provision for all pupils admitted to the school until they leave school at the end of their primary education (i.e. the end of Year 6). In addition, accommodating this number of pupils in alternative schools would not be feasible, given the limited availability of vacant places in the area.

The two pupil cohorts at Nanaksar Primary are now in years 2 and 3. The former will leave the school in summer 2021 and the latter in summer 2020. Therefore, Nanakar Primary must accommodate two year groups until summer 2020 and will need to retain the temporary classrooms in order to do so. Retaining these units until the end of September 2020 appears reasonable as the school will need time to decommission them.

Therefore, this application is supported as being in the interests of the children's education - their entitlement to remain at the school, educational continuity and the provision of accommodation appropriate for learning. The need for the places is also supported on place planning grounds.

ENVIRONMENTAL PROTECTION UNIT (summary)

The Environmental Protection Unit did not receive a sound insulation scheme or an acoustic report in support of this application. A condition should accordingly be attached.

Conditions should also be attached relating to construction management and lighting.

Officer comment:

Conditions attached to the original consent and relating to noise have been discharged as summarised in part 3.3 of this report. The other requested conditions are not relevant to the current application as no new development or change to the existing is proposed.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The principle of the development was established in assessing the original planning permission ref: 4450/APP/2013/1227. No physical alterations are proposed to the approved scheme. Therefore, the key consideration in assessing this scheme is whether the retention of the buildings for another year is acceptable in principle.

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. This overall objective is reiterated in the London Plan Policy 3.18 which seeks to support development proposals which enhance education and skills provision, including provision of new and enhanced facilities. At national level the DCLG Policy Statement on Planning for Schools Development and the NPPF are particularly supportive of applications which enhance existing schools.

Notwithstanding this, the proposed development falls within the Green Belt. Policy OL1 of the Local Plan: Part 2 defines the types of development considered acceptable within the Green Belt as predominantly open land uses including agriculture, horticulture, forestry, nature conservation, open air recreational activities and cemeteries. It states that planning permission will not be granted for new buildings or changes of use of existing land or buildings which do not fall within these uses.

London Plan (2015) policy 7.16 and the NPPF (2012) confirm that the strongest protection should be given to the Green Belt and that inappropriate development should be refused, except in very special circumstances. Accordingly, the temporary accommodation represents unacceptable development within the Green Belt, and it is necessary to demonstrate that the benefits of retaining the accommodation until August 2017 outweighs the harm to the Green Belt.

The applicant contends that there has been no material change to planning policy since temporary planning permission was granted in June 2014 and therefore, as the proposal was previously considered to be in accordance with planning policy, it should be regarded

as continuing to comply. The applicant further argues that the size, scale and height of the buildings are not obtrusive in their location, they are seen in context with the existing school and surrounding large scale developments and that they would have no long term impact on the openness of the Green Belt.

Whilst officers do not disagree with these statements, it must however be acknowledged that this is the fourth time temporary consent has been sought for the buildings, which were originally due to be removed by 31/08/14. Accordingly, careful consideration must nevertheless be given to yet another renewal of the consent, given the sensitive Green Belt location.

Although the applicant verbally discussed the significant need for the development with officers at pre-application stage, limited information in this regard has been submitted in support of this application. It is however noted that the applicant advised on previous applications that within the local catchment area for the school, there is very limited choice of 'good' schools as defined by Ofsted and that both the London Borough of Hillingdon and the adjoining London Borough of Ealing had reported a shortage in primary school places. The applicant also advised that alternative options for the provision had been investigated but that due to the need to share facilities within the existing Guru Nanak school, this was the only viable option.

The Council's Education Team have advised that despite significant expansion of schools within the locality, and the provision of a new primary school at Lake Farm, that pressures for school places nevertheless remain within this part of the borough with additional places likely to be required in future years. Accordingly, the retention of the accommodation at this site is supported. Notably, there would not be sufficient capacity within existing schools in the borough to accommodate the children currently on roll at Nanaksar Primary School who would need to be relocated if planning permission was refused. It is noted however that Nanaksar has reduced its admission numbers such that once its existing cohort of pupils have left the school at the end of the 2020 academic year, the temporary accommodation would no longer be required.

It is considered that the educational need for the accommodation combined with the limited long-term visual impact of the proposed development amounts to a case of very special circumstances sufficient to justify an exception to Green Belt policy in this instance.

It should be noted that the development results in the loss of a small part of the playing field, albeit on a temporary basis. Local Plan policy R4, paragraph 74 of the National Planning Policy Framework (NPPF) and Sport England policies seek to protect existing playing fields and supporting facilities. Sport England have been consulted on this current application and no objections have been raised on the basis that the buildings are temporary.

The need for the proposed development in this location, the strong policy support for new and enhanced educational facilities and the limited long-term visual impact are considered to amount to a case of very special circumstances sufficient to justify an exception to Green Policy in this instance. Furthermore, Sport England have raised no objection to the small loss of playing field which would occur as a result of the development. Accordingly, there is no objection to the principle of the proposed development, for a further temporary period.

7.02 Density of the proposed development

Not applicable to this type of development.

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

Guru Nanak Sikh Academy currently comprises school buildings, which range in height from one to three-storeys, playgrounds, car parking, playing fields and ancillary development. It is bounded to the north by Beaconsfield Road, beyond which are large scale industrial buildings, and to the east by Yeading Football Club and its associated stands and clubhouse. The proposed temporary accommodation is largely located within an existing developed part of the site, comprising hardstanding, and located close to the eastern elevation of the main school building. Accordingly, it is seen in context with the wider school site and surrounding large scale buildings.

Minet Country Park bounds the wider school site to the south. Large bunds within that park, which bound the school site, limit views of the school from the wider Green Belt. Any limited views of the proposed units from Minet Country Park are long distance views across the school playing field where the proposed development is seen in context with adjoining developments and the built up industrial area beyond. Accordingly, the size, scale and height of the proposed buildings are not considered to be obtrusive in this location and, given the temporary nature of the development, it is not considered that it has any significant adverse impact on the long-term openness of the Green Belt or the visual amenities of the surrounding area.

7.06 Environmental Impact

This was assessed and considered to be acceptable at the time of the previous applications. No changes are proposed which would result in any increased environmental impacts.

7.07 Impact on the character & appearance of the area

The proposed development is clearly visible from Beaconsfield Road. However, Beaconsfield Road is predominantly characterised by industrial development to the north, and the Guru Nanak Sikh Academy and Hayes Football Club to the south. The proposed development is viewed in context with the existing school site and surrounding large scale developments and, as such, it is not visually obtrusive in this location. For these reasons, and those discussed in part 7.05 of the report, it is not considered that the proposal has an unacceptable impact on the visual amenities of the Beaconsfield Road street scene or the surrounding area.

7.08 Impact on neighbours

There are no residential properties within the vicinity of the site. It is not considered that the development has any impact on neighbouring commercial and industrial properties over and above the existing school site.

7.09 Living conditions for future occupiers

Not applicable to this type of development.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

No alterations are proposed to the site layout, access arrangements, parking or cycle storage provision over that approved under previous consents. Furthermore, this application would not result in any increase in pupils or associated vehicular trips to/from

the site over that approved by the original consent in 2013.

It is noted that an updated Transport Assessment, which confirmed that the temporary school does not result in any significant impact on nearby junction capacity or on the local highway network, was submitted with the previous 2016 application. Notwithstanding this, an updated Travel Plan, which will assist in mitigating against the impacts of the development on the highway network, has been submitted in support of this application.

Congestion associated with schools only typically occurs for relatively short periods of time during peak drop-off and pick-up times for the school and traffic disperses relatively quickly. Accordingly, it is not considered that the scheme results in such a significant impact on the surrounding highway network that refusal could be justified.

No alterations are proposed to the car parking layout or access arrangements. Two parking spaces, including one disability standard space, are provided for staff on site. Whilst this parking provision is relatively low, the objective to encourage use of alternative modes of transport to the private car is encouraged. Given the temporary nature of the scheme this is considered to be acceptable in this instance.

In terms of cycle parking storage for up to 14 bicycles is provided. This complies with Transport for London's Cycle Parking standards which require 1 space to be provided per 10 staff or pupils.

It is not considered that the proposed development would have such a detrimental impact on the local highway network that refusal could be justified and, notably, the Council's Highway Engineer has raised no objections. Although the submitted Travel Plan indicates that it has been produced in liaison with Hillingdon Officers, an informative would nevertheless be attached to take on board the Highway Engineer's comments and encourage ongoing dialogue between the school and the Council's Travel Plan team.

7.11 Urban design, access and security

Urban design

The size, scale, height and design of the buildings is considered to be acceptable in this location on a temporary basis and it is not considered that they have any significant detrimental impact on the character and appearance of the surrounding area. However, given the temporary nature of the buildings and the site's Green Belt location, their long term retention in this location is visually undesirable. Suitably worded conditions are recommended to ensure that the buildings are removed at the end of the 2020 academic year.

Security

The Metropolitan Police have confirmed that the school is located in a low crime area and have accordingly raised no objections to the application.

7.12 Disabled access

No changes to the implemented consent are proposed in respect of disabled access.

7.13 Provision of affordable & special needs housing

Not applicable to this type of development.

7.14 Trees, landscaping and Ecology

No changes to the implemented consent are proposed in respect of landscaping.

7.15 Sustainable waste management

No changes are proposed in this respect from the original planning permission.

7.16 Renewable energy / Sustainability

No changes are proposed in this respect from the original planning permission.

7.17 Flooding or Drainage Issues

No changes are proposed in this respect from the original planning permission.

7.18 Noise or Air Quality Issues

No changes are proposed in this respect from the original planning permission.

7.19 Comments on Public Consultations

The comments of the Friends of Minet Country Park are noted.

The assertion that their comments were not addressed in the Council's assessment of the 2016 application is acknowledged. However, records show that their comments were in fact reported to Committee via the Committee addendum.

Concerns regarding the targets set out in the Travel Plan are also noted. However, the Council's Highway Engineer has confirmed that these are reasonable and has raised no objections in this regard.

Comments within the Travel Plan regarding resurfacing of an area of Minet Country Park and implementation of a cycle path are noted. The Travel Plan suggests that such measures have been discussed with the Council's Road Safety Team. Potential long-term aspirations to reduce congestion and encourage alternative modes of transport are encouraged. However, it must be acknowledged that any such works to Minet Country Park are outside the school's control and would be subject to a separate process led by the Council's Green Spaces and/or Road Safety Teams.

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 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

Given its temporary nature, no objections are raised to the principle of the development in this location, which it is considered has limited impact on the openness of the wider Green Belt and complies with current policy objectives to enhance educational facilities.

The development is considered to be visually acceptable in this location, although it would not be suitable for permanent retention, and it is not considered that the proposal would result in any additional impact on the surrounding highway network.

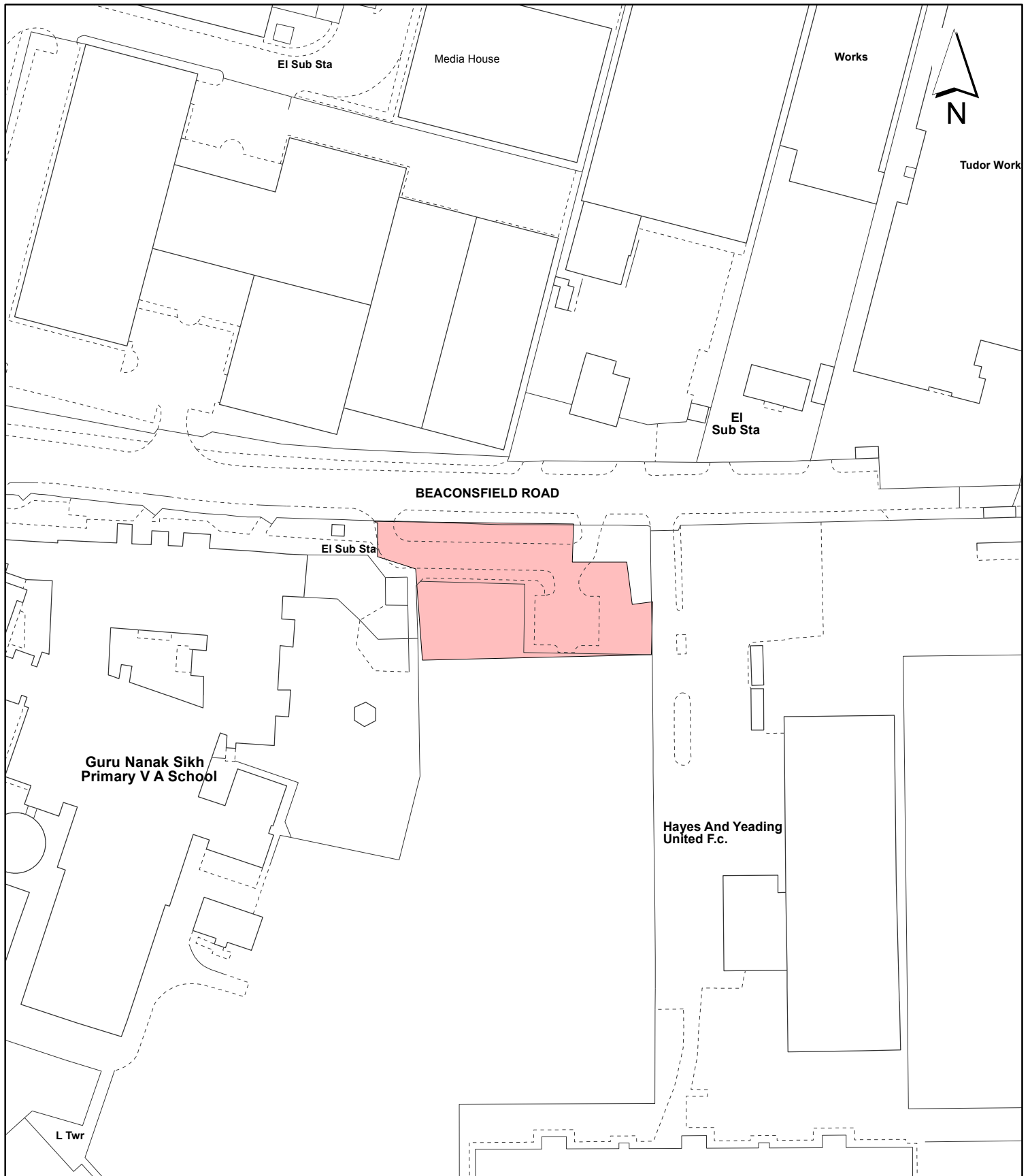
The proposal is considered to comply with relevant planning policy and, accordingly, approval is recommended.

11. Reference Documents

Hillingdon Local Plan: Part 2 - Saved UDP Policies (November 2012)
Policy Statement - Planning for Schools Development (DCLG, 15/08/11)
London Plan (2016)
National Planning Policy Framework
Hillingdon Supplementary Planning Document: Accessible Hillingdon
Hillingdon Supplementary Planning Guidance - Community Safety by Design
Hillingdon Supplementary Planning Guidance - Noise
Hillingdon Supplementary Planning Document - Air Quality
Hillingdon Supplementary Planning Guidance - Land Contamination

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Notes:

 Site boundary

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Planning Application Ref:
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Planning Committee:
Central & South

Date:
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