

## Report of the Head of Planning, Transportation and Regeneration

**Address** MINET JUNIOR SCHOOL AVONDALE DRIVE HAYES

**Development:** Construction of a single-storey block of modular classrooms for a temporary period of 36 months.

**LBH Ref Nos:** 2297/APP/2021/3875

**Drawing Nos:** MIN-UBU-XX-GF-DR-L-000  
MIN-JMA-00 GF-DP-A-00 02 (Rev. P01  
HD/12136/02  
HD/12136/01 (Rev. K)  
Cover Letter (18/10/21)  
MIN-UBU-04-GF-DR-L-1024 (Rev. P06  
Arboricultural Impact Assessment (May 2021)  
Flood Risk Assessment  
Project Execution Plan (PEP) - Part 1 (07/04/21)  
Construction Phase Health and Safety Plan (CPHSP) (PEP) - Part 2  
(07/04/21)  
Environmental and Sustainability Management Plan (EMP) - PEP Part 3  
(07/04/21)

**Date Plans Received:** 18/10/2021

**Date(s) of Amendment(s):**

**Date Application Valid:** 18/10/2021

### 1. SUMMARY

The proposal seeks permission for temporary classrooms to be erected on one of two existing playing fields within the grounds of Minet School, for a period of 36 months, to allow the school to remain operational as refurbishment of the main school buildings takes place.

The proposal is considered to support the overall objectives of the London Plan and Hillingdon Local Plan, by facilitating long-term improvements to the existing educational facilities, and, by reason of the temporary permission sought, would not result in the permanent loss of playing field provision in the borough. Moreover, by reason of its very modest scale and proposed siting within the school grounds, the proposal would not give rise to any significant levels of harm to residential amenity or lead to an increase in student or staff numbers, and is therefore unlikely to impact the local highway network.

Overall, the proposal is considered to be acceptable and necessary, and is recommended for approval on this basis.

### 2. RECOMMENDATION

#### 1 NONSC Temporary Time Limit

The temporary classrooms and associated structures hereby approved shall be removed no later than 3 years (36 months) from the date of this planning permission.

REASON: To ensure the temporary classrooms are removed after the refurbishment of

the main buildings has been completed, because the proposed building, by reason of its siting on the school playing fields and its overall design, is not considered suitable for permanent retention in accordance with Section 72 of the Town and Country Planning Act (1990), Policies S3 and S5 of the London Plan (2021), Policies CI1, BE1 and EM5 of the Hillingdon Local Plan: Strategic Policies (2012), Policy DMHB14 of the Hillingdon Local Plan: Development Management Policies, and Sport England's Playing Fields Policy and Guidance document (2018).

## **2 COM4 Accordance with Approved Plans**

The development shall be carried out strictly in accordance with the application plans, drawings and documents hereby approved and as detailed below:

MIN-UBU-XX-GF-DR-L-0001, MIN-JMA-00 GF-DP-A-00 02 (Rev. P01), MIN-UBU-04-GF-DR-L-1024 (Rev. P06), HD/12136/01 (Rev. K), HD/12136/02, Cover Letter (18/10/21), Arboricultural Impact Assessment (May 2021), Flood Risk Assessment, Project Execution Plan (PEP) - Part 1 (07/04/21), Construction Phase Health and Safety Plan (CPHSP) (PEP) - Part 2 (07/04/21), Environmental and Sustainability Management Plan (EMP) - PEP Part 3 (07/04/21).

REASON: For the avoidance of doubt and in the interests of proper planning.

## **3 COM8 Tree Protection**

Prior to the commencement of the development hereby approved, including any demolition or site preparation works, an Arboricultural Method Statement (AMS) shall be submitted to, and approved in writing by, the Local Planning Authority. The AMS shall include, as a minimum:

(A) Full details of all tree protection measures for trees to be retained, showing the position and type of fencing (which should have a minimum height of 1.5 metres) to protect the entire root areas and crown spread of trees, together with hedges and other vegetation that may be affected.

(B) The sequence of development, including the timings and duration of the demolition and construction phases.

(C) Details of the areas within the protective fencing, which shall remain undisturbed during the course of the works and in particular these areas shall not experience changes in ground levels; no materials, plant equipment or temporary buildings stored or erected; no materials or waste shall be burnt; and no drain runs or other trenches shall be dug or otherwise created, without the prior written consent of the Local Planning Authority.

(D) Where the arboricultural method statement recommends that the tree protection measures for a site will be monitored and supervised by an arboricultural consultant at key stages of the development, records of the site inspections / meetings shall be submitted to the Local Planning Authority at [trees@hillington.gov.uk](mailto:trees@hillington.gov.uk).

Any trees, hedges and shrubs shown to be retained on the approved plans 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 size, species and location of the replacement shall be agreed in writing with the Local Planning Authority and it shall be planted in the first planting season following the removal of the existing tree. 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.

The development hereby approved shall be carried out in full accordance with the approved AMS submitted pursuant to this condition, and all tree protection measures and other forms of mitigation outlined in the AMS shall be put in place prior to works commencing on-site and retained as necessary for the duration of the build programme.

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 DMHB 14 of the Hillingdon Local Plan Part 2 (2020).

#### **4 NONSC Playing Field Monitoring and Maintenance Scheme**

Prior to the first occupation of the development hereby approved, a Playing Field Monitoring and Maintenance Scheme, developed by a suitably qualified sports agronomist, shall be submitted to, and approved in writing by, the Local Planning Authority, in consultation with Sport England. The Playing Field Monitoring and Maintenance Scheme shall ensure that the eastern playing field is maintained to its current condition, taking into consideration the increased playing field usage due to the temporary loss of the western playing field for a period of 36 months.

Reason: To ensure that there is no impact on playing field quality and to ensure that the playing field can accommodate the anticipated level of sport and physical activity in compliance with Policy CI1 of the Local Plan: Part One (2012) , Policies DMCI1A, DMHB 11 and DMHB 14 of the Local Plan: Part Two - Development Management Policies (2020) and Policy S5 of the London Plan (2021).

#### **5 NONSC Accessibility**

Prior to the first occupation of the development hereby approved, excluding demolition and site preparation works, an Accessibility Statement (with accompanying plans, elevations and sections) shall be submitted to, and approved in writing by, the Local Planning Authority.

The Accessibility Statement shall demonstrate, as a minimum, that:

- (A) Level access can be achieved into the new building from all points of entry and exit;
- (B) Circulation and teaching areas accord with the specifications set out in Building Bulletin 103 and 104;
- (C) The proposal includes a "Changing Places" facility, instead of the 'Hygiene Room';
- (D) Level access is sufficiently signposted; and
- (E) Door widths, lobby openings and circulation corridors are wide enough to accommodate wheelchair users and those with mobility issues, in a safe and convenient way.
- (E) The 'Hygiene Room' as shown on the approved plans includes a capped floor drain, freshwater and foul water supply pipes, and all other services required to allow the room to be converted into a 'Changing Places' facility, together with the process for converting the 'Hygiene Room' into a 'Changing Places' facility with a mobile hoist. If a student enrolls who uses a wheelchair, the 'Hygiene Room' shall be converted into a 'Changing Places' facility prior to the start of the relevant term and retained for the life of the building.

The details shall be implemented as approved on-site prior to the first use of the temporary classrooms and retained for the lifetime of the development.

REASON: To ensure an accessible and inclusive development for everyone in

accordance with Policy D5 of the London Plan (2021).

## **6 NONSC Fire Evacuation Strategy**

Prior to the first occupation of the temporary classrooms hereby approved, a Fire Evacuation Strategy, including details of how those in wheelchairs or with mobility issues could be evacuated in a safe, convenient and dignified manner in the event of a fire, shall be submitted to, and approved in writing by, the Local Planning Authority.

REASON: To ensure the proposal provides a safe means of access and egress in the event of a fire, in accordance with Policies D5 and D12 of the London Plan (2021).

## **7 T4 Temporary Building - Removal and Reinstatement**

(A) Prior to the removal of the temporary classrooms hereby approved, a scheme of landscaping, prepared in consultation with a qualified sports agronomist, shall be submitted to, and approved in writing by, the local Planning Authority. The scheme of landscaping shall include, as a minimum:

- (a) Planting plans (at not less than a scale of 1:100);
- (b) A written specification of planting and cultivation works to be undertaken, to include at least 1:1 tree replacement for all trees lost on site;
- (c) A Schedule of plants (including species and sizes), replacement pollution absorbing trees and the proposed numbers/densities where appropriate;
- (d) A Landscape Maintenance Schedule for a minimum period of 5 years;
- (e) Proposals for the replacement of any tree, shrub, or area of surfacing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased;
- (f) A schedule for implementation; and
- (g) Details of the pre-existing and proposed playing field conditions, prepared by a sports agronomist, which demonstrate that the scheme relating to the western playing field restoration shall result in the western playing field to be restored to at least the same quality as its current condition (as it was prior to the installation of the temporary classrooms).

(B) Within 3 months of the removal of the temporary classrooms, the playing field shall be reinstated in accordance with the details approved under part (A) of this condition, and any measures required to bring the playing field to the required standard shall be implemented within the first growing season after the temporary classrooms are removed from the site.

REASON: To ensure the site is restored to a condition fit for purpose in accordance with Policies S3 and S5 of the London Plan (2021), Policies CI1, BE1 and EM5 of the Hillingdon Local Plan: Strategic Policies (2012), Policy DMHB14 of the Hillingdon Local Plan: Development Management Policies, and Sport England's Playing Fields Policy and Guidance document (2018).

## **8 NONSC Imported Materials**

No contaminated soils or other materials shall be imported to the site. All imported soils for landscaping and/or ground engineering purposes shall be clean and free of contamination. All imported soils shall be tested for chemical contamination, and the results of this testing shall be submitted to the Local Planning Authority for approval.

REASON: To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with Policies DMEI 11 and DMEI 12 of the Hillingdon Local Plan: Part 2 (2020).

## 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 Local Plan (2012 and 2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including the London Plan (2021) and national guidance.

DMCI 1	Retention of Existing Community Sport and Education Facilities
DMCI 1A	Development of New Education Floorspace
DMEI 11	Protection of Ground Water Resources
DMEI 12	Development of Land Affected by Contamination
DMEI 14	Air Quality
DMEI 2	Reducing Carbon Emissions
DMEI 7	Biodiversity Protection and Enhancement
DMEI 9	Management of Flood Risk
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 4	Public Transport
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP S3	(2021) Education and childcare facilities
LPP S4	(2021) Play and informal recreation
LPP S5	(2021) Sports and recreation facilities
LPP SI13	(2021) Sustainable drainage
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI8	(2021) Waste capacity and net waste self-sufficiency
LPP T2	(2021) Healthy Streets
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 4	NPPF-4 2018 - Decision-making
NPPF- 8	NPPF-8 2018 - Promoting healthy and safe communities

### 3

It is recommended that a restoration scheme for playing field land is undertaken by a specialist turf consultant. The applicant should be aiming to ensure that any new or replacement playing field is fit for its intended purpose and should have regard to Sport

England's technical Design Guidance Note entitled "Natural Turf for Sport" (2011) and relevant design guidance of the National Governing Bodies for Sport e.g. performance quality standards produced by the relevant pitch sport National Governing Bodies, for example the Football Association.

#### **4**

You are advised that any further applications for the retention of the buildings, following the expiry of this consent, are unlikely to be viewed favourably due to the siting of the temporary building on a playing field.

#### **5            I63            Equality Act**

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.

#### **6**

The Council is aware of the presence of land, situated approximately 270 metres from the boundary of the subject site. The materials in the landfill had limited potential to emit gas. However, the current risk of gas migration is considered minimal due to the age of the landfill. It is recommended that the temporary structure/s are suitably placed to minimise the possible entry of any migrating landfill gas/ground gas.

#### **7**

Considerations in relation to gas pipeline/s identified on site: Cadent have identified operational gas apparatus within the application site boundary. This may include a legal interest (easements or wayleaves) in the land which restricts activity in proximity to Cadent assets in private land. The Applicant must ensure that proposed works do not infringe on Cadent's legal rights and any details of such restrictions should be obtained from the landowner in the first instance. If buildings or structures are proposed directly above the gas apparatus then development should only take place following a diversion of this apparatus. The Applicant should contact Cadent's Plant Protection Team at the earliest opportunity to discuss proposed diversions of apparatus to avoid any unnecessary delays. If any construction traffic is likely to cross a Cadent pipeline then the Applicant must contact Cadent's Plant Protection Team to see if any protection measures are required. All developers are required to contact Cadent's Plant Protection Team for approval before carrying out any works on site and ensuring requirements are adhered to. Email: [plantprotection@cadentgas.com](mailto:plantprotection@cadentgas.com) Tel: 0800 688 588

#### **8**

Notwithstanding the details contained within the Tree Report at 7.13 of the report, the replacement trees to be provided on site shall NOT include the following: *Carpinus betulus* and *Quercus rubra*.

In addition, 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 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

### **3. CONSIDERATIONS**

#### **3.1 Site and Locality**

Minet School is located on the north side of Avondale Drive and comprises one and two storey buildings situated within large grounds largely comprised of open playing fields. The school is surrounded by residential properties in Hughes Road to the north, Avondale Drive to the south, Hitherbroom Road to the west and Abbotswood Way to the east, which gives the area an overall residential character and appearance.

#### **3.2 Proposed Scheme**

This application seeks planning permission for the erection of temporary classrooms for a 36-month period, comprising of a single-storey L-shaped block with a floor area of 2285 sqm.

The classrooms are required to enable the existing school, both infants and juniors, to be comprehensively remodelled and refurbished, to modernise the existing educational facilities and improve overall education quality. The school currently has 2 playing fields and the temporary classrooms would be located on the western playing field. The remaining eastern playing field would remain in-situ for the delivery of sports lessons.

The proposed development would take place prior to the commencement of the main refurbishment works to allow students to decant into the temporary classrooms and ensure that the school remains fully operational. A temporary permission of 36 months is sought as these additional classrooms are sought only to facilitate refurbishment of the existing buildings, and, following completion of the refurbishment, the classrooms would be removed, and the playing field returned to its original condition and purpose.

It should be noted that this application follows an application for a similar proposal (Ref: 2297/APP/2021/1949), approved on 17 August 2021, which also sought a temporary permission for a single-storey block of modular classrooms for a period of 36 months. This previous application had a similar layout, siting and scale to the current proposal, however had a slightly smaller footprint of 2160 sqm (125 sqm smaller) which necessitates a new application. The reason for the change in size of the proposed classrooms, as set out in the supporting cover letter, is due to a change in supplier, as the original supplier of the classrooms was unable to deliver the approved scheme. In turn, this led to a delay in installing the temporary classrooms and delayed the overall project timeframe

#### **3.3 Relevant Planning History**

2297/APP/2021/1949      Minet Junior School Avondale Drive Hayes

Erection of a single storey block of modular classrooms for a temporary period of 36 months.

**Decision:** 30-07-2021    Approved

#### **Comment on Relevant Planning History**

The school has extensive planning history but only planning ref 2297/APP/2021/1949, approved on 17 August 2021, which also sought a temporary permission for a single-storey

block of modular classrooms for a period of 36 months is of relevance.

#### **4. Planning Policies and Standards**

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)  
The Local Plan: Part 2 - Development Management Policies (2020)  
The Local Plan: Part 2 - Site Allocations and Designations (2020)  
The West London Waste Plan (2015)  
The London Plan (2021)

In addition, the National Planning Policy Framework (NPPF) (2021) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance

#### **UDP / LDF Designation and London Plan**

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment  
PT1.CI1 (2012) Community Infrastructure Provision  
PT1.EM5 (2012) Sport and Leisure  
PT1.EM6 (2012) Flood Risk Management  
PT1.EM7 (2012) Biodiversity and Geological Conservation  
PT1.EM8 (2012) Land, Water, Air and Noise

Part 2 Policies:

DMCI 1 Retention of Existing Community Sport and Education Facilities  
DMCI 1A Development of New Education Floorspace  
DMEI 11 Protection of Ground Water Resources  
DMEI 12 Development of Land Affected by Contamination  
DMEI 14 Air Quality  
DMEI 2 Reducing Carbon Emissions  
DMEI 7 Biodiversity Protection and Enhancement  
DMEI 9 Management of Flood Risk  
DMHB 11 Design of New Development  
DMHB 12 Streets and Public Realm  
DMHB 14 Trees and Landscaping  
DMT 1 Managing Transport Impacts



DMT 2	Highways Impacts
DMT 4	Public Transport
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP S3	(2021) Education and childcare facilities
LPP S4	(2021) Play and informal recreation
LPP S5	(2021) Sports and recreation facilities
LPP SI13	(2021) Sustainable drainage
LPP SI2	(2021) Minimising greenhouse gas emissions
LPP SI8	(2021) Waste capacity and net waste self-sufficiency
LPP T2	(2021) Healthy Streets
LPP T4	(2021) Assessing and mitigating transport impacts
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
NPPF- 2	NPPF-2 2018 - Achieving sustainable development
NPPF- 4	NPPF-4 2018 - Decision-making
NPPF- 8	NPPF-8 2018 - Promoting healthy and safe communities

## **5. Advertisement and Site Notice**

**5.1** Advertisement Expiry Date:- **24th November 2021**

**5.2** Site Notice Expiry Date:- **9th December 2021**

## **6. Consultations**

### **External Consultees**

The application was consulted on by way of neighbour letters being sent to surrounding residents, a site notice was displayed on site and the proposals advertised in the local newspaper. The site notice consultation expires on the 14th December, and any additional consultations will be reported via the addendum. No representations from local residents have been received to date.

### **SPORT ENGLAND**

Sport England has now been forwarded the attached two emails that indicate the proposed position relating to mitigation/management of the playing field during the interim period, which is the same as proposed in the previous application. As a result, Sport England is now content to remove its objection as its previous comments relating to previous scheme, and quoted in Sport England's most recent comments to the current application, now applies to this application.

In relation to the conditions proposed, Sport England has no objection to the wording but would request, for the interests of clarity that that part (g) of the Temporary Building - Removal and Reinstatement condition is amended.

## **Internal Consultees**

### **TRANSPORT AND HIGHWAYS OFFICER**

The application is a minor revision to the previously approved development at the above Site (ref: 2297/APP/2021/1949). Although the alternative scheme results in a slightly different footprint it has no other material impacts in terms of the key planning considerations in this case. In view of the above, the changes have no impact on the highway aspects of the proposals.

### **AIR QUALITY OFFICER**

The site is in a predominantly residential area comprising a variety of residential types. In the wider area to the east of the site beyond the A312 is Minet Country Park located adjacent to which is the Bridge Retail Park. Hayes town centre is located approximately 0.5 miles to the southwest of the application site.

LBH requires new developments to incorporate air quality positive design measures from the outset and suitable mitigation measures to reduce pollution, especially in areas where the air quality is already poor (LBH Air Quality Local Action Plan 2019-2024), namely Focus Areas. Furthermore, policy DMEI 14 of the London Borough of Hillingdon Local Plan (part 2), requires active contribution towards the continued improvement of air quality, especially within the Air Quality Management Area.

Finally, the London Plan (March 2021) requires development to be air quality positive specially within focus areas, actively contributing to reduce pollutant emissions to the atmosphere.

The application site is not located within a Focus Area, and proposals will not result in a change of traffic in the local network. In addition, the proposed development is Air Quality Neutral.

### **CONTAMINATED LAND OFFICER**

No comments received. Noting the comments received for application reference 2297/APP/2021/1949, the same condition has been imposed, controlling the import of soil to the application site.

### **TREES AND LANDSCAPE OFFICER**

This site is occupied by Minet Junior School and its playing fields, located to the north of Avondale Drive. The surrounding area is primarily residential. There are trees around the site perimeter, including some which are on adjacent third-party land. Although not protected by TPO or Conservation Area designation they are an environmental asset in the area as well as providing valuable visual amenity.

This submission follows the approval of application (Ref: 2297/APP/2021/1949). The current layout plan is similar to the approved plan and is supported by a re-submitted tree report 'Arboricultural Impact Assessment', dated May 2021, by TEP.

The report has identified and assessed 34 individual trees, 24 groups and 5 hedges which are on, or close to, the site. Attached plans include a Tree Constraints Plan, a Tree Works Plan and an Arboricultural Method Statement (Heads of Terms).

There are 7 category A trees; T5 beech, T13 Red oak, T15 Red oak, T16 Red oak, T17 tree of heaven, T29 English oak, G17 red oak / Norway maple. According to BS5837:2012, Category A trees should be protected and retained on development sites with the design and layout informed by the need to retain the tree. 26 trees are Category B which should also be protected and retained on, with 1 Category U tree (which should be removed due to its very poor condition and short life expectancy).

The proposed impact of development on these trees is summarised in Table 2, p.14 of the report

which outlines that no Category A trees will be affected by the proposal, 2 Category B trees (T1 and part of G16) will be removed to facilitate the proposed development with a further 3 Category B trees affected on third party land (T19, G7 and G11). In addition, 6 Category C trees would be removed, together with the Category U tree, (T20) and one hedge (H3).

There are some discrepancies on between the plans and the submitted information, however, the arboricultural report confirms (at 7.7 and 7.8) that an Arboricultural Method Statement would be submitted prior to the commencement of work on-site which would outline in full detail the proposed works to the affected trees.

In addition, a three-part contract management plan has been submitted by the contractor, Morgan Sindall. At no point does it refer to tree protection or an arboricultural method statement, without which additional trees are likely to be adversely affected by the work.

An arboricultural method statement is required which takes into account the operational space required for all construction-related activity including site compounds, materials handling and storage, access and construction.

A landscape condition should also be imposed to ensure that suitable site restoration and landscape re-instatement takes place upon completion of the 36 month permission.

On this basis, no objection is raised subject to pre-commencement conditions COM8, and conditions COM9 (parts 1,2 and 5) and COM10 being included in the decision notice.

#### PLANNING POLICY OFFICER

No objection.

#### CONSERVATION OFFICER

No comments received, however the comments for application reference 2297/APP/2021/3875 are noted and no objection is raised on the basis that the classrooms to be installed are temporary.

#### FLOODING OFFICER

No comments received, however the comments received for application reference 2297/APP/2021/3875 raised no objection to the proposal.

#### ACCESS OFFICER

Based on the submitted drawings, it is conceivable that a building of this size and scale could become a permanent resource for the school and it is therefore paramount for inclusive access to be fully considered at this stage. Level access should be achieved into the new building from all points of entry and exit, circulation and teaching areas should accord with the specifications set out in Building Bulletin 103 and 104, an emergency evacuation plan/fire strategy that is specific to the evacuation of disabled pupils and staff should be provided to meet London Plan policy D5 and D12, and, notwithstanding the above, it is noted that a hygiene room and not a 'Changing Places' cubicle is shown. The principle of inclusion is about young people with special educational needs being placed in mainstream provision, where there is a commitment to removing all barriers to allow full participation. To support those with complex personal care requirements, the hygiene room should be designed and fitted as a Changing Places facility.

## **7. MAIN PLANNING ISSUES**

### **7.01 The principle of the development**

Policy S3 of the London Plan (Education and childcare facilities) seeks to ensure there is a sufficient supply of good quality education facilities to meet demand and offer educational

choice. This is supported by Policy CI1 of the Hillingdon local Plan: Strategic Policies (Community Infrastructure Provision), which sets out that community and social infrastructure which caters for the needs of the existing community and future populations should be encouraged, which includes supporting the retention and enhancement of existing community facilities whilst resisting their loss. Where the loss of community facilities is justified, the council will seek to ensure that the resulting development compensates these uses to ensure there is no net loss.

As such, the council will generally support extensions to existing schools and the development of new schools and youth facilities and encourage the development of multi-purpose facilities that can provide a range of services and facilities to the community at one accessible location. In some instances, developments may need to contribute towards the provision of community facilities.

However, Policy S5 of the London Plan (Sports and recreational activities) sets out that existing sports and recreational land (including playing fields) and facilities for sports and recreation, should be retained unless an assessment has been undertaken which clearly shows the sports and recreational land or facilities to be surplus to requirements, the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location, or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use. The supporting text to Policy S5 outlines that up-to-date playing pitch strategies can be used to protect and enhance the use of existing playing fields and Sport England provides guidance on the preparation of these strategies as well as being a statutory consultee for all proposals involving the loss of playing fields.

The Playing Fields Policy and Guidance document (2018) sets out that Sport England's Playing Fields Policy is to oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of all or any part of a playing field, land which has been used as a playing field and remains undeveloped or land allocated for use as a playing field unless, in the judgement of Sport England, the development as a whole meets with one or more of five specific 'exceptions'. These 'exceptions' are:

1. A robust and up-to-date assessment has demonstrated, to the satisfaction of Sport England, that there is an excess of playing field provision in the catchment, which will remain the case should the development be permitted, and the site has no special significance to the interests of sport.
2. The proposed development is for ancillary facilities supporting the principal use of the site as a playing field, and does not affect the quantity or quality of playing pitches or otherwise adversely affect their use.
3. The proposed development affects only land incapable of forming part of a playing pitch and does not reduce the size of any playing pitch, result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas), reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain their quality, result in the loss of other sporting provision or ancillary facilities on the site, or prejudice the use of any remaining areas of playing field on the site.
4. The area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field of equivalent or better quality, and of equivalent or greater quantity, and in a suitable location, and subject to equivalent or better accessibility and management arrangements.

5. The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.

At a local level, Policy EM5 of the Hillingdon Local Plan: Strategic Policies (Sport and Leisure) states that the council will safeguard the network of sport and leisure spaces that meet local community need, and there will be a presumption against any net loss of active sport and leisure facilities in the borough.

The current application will support the upgrade and refurbishment of the existing school to bring it up to modern standards and improve the quality of teaching facilities in the long-term, and the proposal therefore accords with the aims of Policies SI3 and C11 of the London Plan and Hillingdon Local Plan respectively. In addition, as set out above, this application follows a very similar application approved earlier in the year (Ref: 2297/APP/2021/1949), and on the basis that an extant permission exists for very similar works, it is considered that the principle of development has already been established.

However, having regard to Sport England guidance, Policy S5 of the London Plan and Policy EM5 of the Hillingdon Local Plan, there is a presumption against the loss of any playing field, and it is necessary to ensure that the proposal does not lead to the permanent loss in either the quantity or quality of playing field provision, and can be supported by Sport England as a statutory consultee and by the local planning authority.

Similarly to application reference 2297/APP/2021/1949, the initial consultation response from Sport England set out their holding objection to the proposal in accordance with their Playing Fields Policy and requested that additional information be provided by the applicant. Subsequently, the applicant provided the local planning authority and Sport England with correspondence confirming that there is no community use of the field, that the use of the western field (the proposed site of the temporary classrooms) will not impact on either the curriculum or extracurricular activities at the school, and that only a temporary consent is sought.

In light of this additional information, Sport England has taken a pragmatic view and raised no objection to the proposal, citing that the proposal would meet Exception 3 of the Playing Fields Policy and Guidance document, subject to conditions to ensure the reinstatement of the sports facilities following the removal of the temporary buildings and also a requirement to have a monitoring and maintenance plan for the western field to ensure its condition does not deteriorate from over-use during the 36 month period.

Given the strong policy support for improved educational facilities, the principle of development is considered to be acceptable on balance, recognising the strong policy presumption against the loss of playing fields but the overriding need to improve the long-term educational offer of the school through the temporary loss of one of two on-site playing fields for a period of 36 months to facilitate this improvement.

#### **7.02 Density of the proposed development**

N/A.

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

The application site is undesignated, does not lie within a conservation area, and there are no listed buildings within the vicinity of the application site. Moreover, due to the temporary nature of the proposed buildings, and any harm would be minor and short-term. On this basis, the proposal is considered acceptable in terms of its impact on heritage assets.

#### **7.04 Airport safeguarding**

N/A.

#### **7.05 Impact on the green belt**

N/A.

#### **7.07 Impact on the character & appearance of the area**

Policy D3 of the London Plan states that all development must make the best use of land by following a design-led approach that optimises the capacity of sites. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site whilst the design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site's context

In addition, Policy BE1 of the Hillingdon Local Plan: Strategic Policies (Built Environment) sets out that, in order to create successful and sustainable neighbourhoods, new development (including new buildings, alterations and extensions) should be of a high quality design which enhances the local distinctiveness of the area and contributes to a sense of place. As such. Proposals should be designed to be appropriate to the context of Hillingdon's buildings, townscapes, landscapes and views, and make a positive contribution to the local area in terms of layout, form, scale and materials.

The design and layout of the proposed temporary classrooms are functional in their overall appearance and they do not make a positive contribution to the character of the area or appearance of the school complex, detracting from the verdant streetscape. The impact of the classrooms would, however, be limited due to their single-storey design, as they would only be visible in short-range views from Avondale Road and the footpath to the north of the school. Notwithstanding the limited harm identified, due to their temporary nature and the overriding need for the temporary classrooms to be installed to facilitate refurbishment of the main school, the overall design of the proposed classrooms is considered to be acceptable.

#### **7.08 Impact on neighbours**

Policy DMHB 11 of the Hillingdon Local Plan: Development Management Policies (2020) and Policy BE1 of the Hillingdon Local Plan: Strategic Policies (2012) both seek to ensure that new development does not adversely impact on the residential amenity of neighbouring properties.

The nearest residential properties are Nos 47 to 77 Hitherbroom Road to the west, Nos 38 to 45 Hughes Road to the north and the flatted developments along Avondale Drive and Bourton Close to the south. The proposal is for a single storey building which is set into the site and will be positioned at least 35m away from any of the closest residential properties. The perimeter boundary is planted with mature trees and hedging.

Due to the modest scale and size of the proposed building, its siting well away from the boundary of the school (14-19 metres from the western boundary at its closest point), and the extensive coverage provided by existing trees along the school boundary, it is considered that the proposed temporary classrooms would not have a significant impact on the amenity of nearby residential properties by way of a loss of light, privacy or outlook.

#### **7.09 Living conditions for future occupiers**

N/A.

#### **7.10 Traffic impact, Car/cycle parking, pedestrian safety**

Policy DMT 2 of the Local Plan: Part Two (2020) notes development proposals must ensure that safe and efficient vehicular access to the highways network is provided to the Council's standards.

Policy DMT 6 of the Local Plan: Part Two (2020) states that development proposals must comply with the relevant parking standards. For a development of this type it is required that the quantum of car parking provided is determined on an individual basis.

It is not anticipated that the proposed development would result in an increase to traffic movements or increased demand for parking, either on or off-site, as the proposal does not seek to change student or staff numbers, but only to facilitate refurbishment of the existing permanent buildings. In addition, the applicant has submitted a comprehensive Construction Management Plan (CMP) which has been reviewed by the council's highways officer, and compliance with this CMP has been secured by condition.

As such, the proposal is considered to comply with Policies DMT 2 and DMT 6 of the Hillingdon Local Plan.

#### **7.11 Urban design, access and security**

N/A

#### **7.12 Disabled access**

Policy D5 of the London Plan (Inclusive design) sets out that proposals should achieve the highest standards of accessible and inclusive design by providing high quality people focused spaces that are designed to facilitate social interaction and inclusion, be convenient and welcoming with no disabling barriers, providing independent access without additional undue effort, separation or special treatment, and be able to be entered, used and exited safely, easily and with dignity for all. In addition, Policy BE1 of the Hillingdon Local Plan: Strategic Policies (Built Environment) encourages places of work and leisure, streets, neighbourhoods, parks and open spaces to be designed to meet the needs of the community at all stages of people's lives.

As set out above, this application follows a previously approved application with a very similar design, layout and scale, however the current proposal would provide better levels of access. The previous scheme incorporated a ramped solution to facilitate wheelchair access to the various classrooms and circulation spaces, whereas the revised scheme would sit flush with the floor and therefore facilitates much easier access to the building for wheelchair users without the need to negotiate ramps. This also has the added benefit of reducing the overall height of the building when compared with the previously approved scheme.

In addition, the scheme has been reviewed by the council's Access Officer, who confirmed that subject to the inclusion of a condition ensuring the above measures are met, the proposal incorporates inclusive design principles and can be supported.

#### **7.13 Provision of affordable & special needs housing**

N/A.

#### **7.14 Trees, landscaping and Ecology**

Policy EM4 of the Hillingdon Local Plan: Strategic Policies (Open Space and Informal Recreation) states that the network of open spaces will be safeguarded, enhanced and extended and the council will seek to protect existing tree and landscape features, and enhance open spaces with new areas of vegetation cover. In addition, Policy EM7 of the Hillingdon Local Plan: Strategic Policies (Biodiversity and Geological Conservation) seeks to protect biodiversity features from inappropriate development, and encourages the provision of biodiversity improvements from all developments, including green roofs and walls where feasible.

Policy DMHB 14 of the Hillingdon Local Plan: Development Management Policies sets out

that all developments will be expected to retain or enhance the existing landscape, trees, biodiversity and natural features of merit, and planning applications that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees.

It is clear that the development of a greenfield site, even for a temporary period, would lead to a loss of nature, and in this instance, the proposal also has the potential for some long-term adverse impacts through the removal of some trees. Whilst it is acknowledged by the council's Tree Officer that there is an overriding need for the proposal, and the loss of some trees is inevitable, the loss of any healthy tree is still regrettable and should be mitigated if possible. In this instance, the supporting information outlines that no Category A trees would be affected by the proposal, 2 Category B trees would be removed to facilitate the proposed development with a further 3 Category B trees affected on third party land, 6 Category C trees would be removed, and one Category U tree and one hedge would be removed.

The effects on the nearby trees is considered to be acceptable in this instance, and would be unlikely to lead to the long-term degradation of the local landscape and ecological features, including trees, however the submission of an Arboricultural Method Statement prior to the commencement of works on-site is required to fully outline how all remaining trees will be thoroughly protected during and after construction. A landscape reinstatement condition has also been recommended to ensure that the existing playing field is returned in the same or better quality than at present once the temporary permission of 35 months has expired and the proposed buildings have been removed.

#### **7.15 Sustainable waste management**

Policy EM11 of the Hillingdon Local Plan: Strategic Policies (Sustainable Waste Management) states that the council will aim to reduce the amount of waste produced in the borough. To achieve this, the council will require all new developments to address waste management at all stages of a development's life from design and construction through to the end use and activity on site.

The proposed waste generated by the construction process will be managed in line with the measures set out in the CMP, and the ongoing waste storage and collection processes would remain as existing.

#### **7.16 Renewable energy / Sustainability**

N/A.

#### **7.17 Flooding or Drainage Issues**

Policy SI 12 of the London Plan (Flood risk management) sets out that flood risk across London should be managed in a sustainable and cost-effective way in collaboration with the Environment Agency, the Lead Local Flood Authorities and developers where relevant. Proposals should further ensure that flood risk is minimised and mitigated, and that residual risk is addressed. This should include, where possible, making space for water and aiming for development to be set back from the banks of watercourses. Development proposals adjacent to flood defences will be required to protect the integrity of flood defences and allow access for future maintenance and upgrading.

In addition, Policy SI 13 of the London Plan (Sustainable drainage) sets out that proposal should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Moreover, Policy EM6 of the Hillingdon Local Plan: Strategic Policies (Flood Risk



Management) encourages development to be sited away from the areas of highest flood risk (Flood Zones 2 and 3), and all development will be required to use sustainable urban drainage systems (SUDS).

The site falls within flood zone 1 (lowest probability of a flood event) and no issues relating to flooding have been identified. No alterations are proposed to the building which would increase its impact on flood risk, and due to the construction techniques of the proposed temporary classrooms, no surface water drainage issues are anticipated.

On this basis, it is considered that the proposal accords with the intentions of Policies SI12 and SI 13 of the London Plan and Policy EM6 of the Hillingdon Local Plan.

#### **7.18 Noise or Air Quality Issues**

Policy D13 of the London Plan (Noise) states that new noise and other nuisance-generating development proposed close to residential and other noise-sensitive uses should put in place measures to mitigate and manage any noise impacts for neighbouring residents and businesses. In addition, Policy D14 of the London Plan (Agent of Change) sets out that proposals should mitigate and minimise the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on existing noise-generating uses, improving and enhancing the acoustic environment and promoting appropriate soundscapes.

Whilst it is recognised that the siting of the temporary classrooms would be closer to the properties on Hitherbroom Road, it is considered that this would not lead to a significant increase in noise or disturbance to nearby residential properties, over and above existing conditions, recognising that schools can be noisy, but that this is generally limited to external activities infrequently throughout the day. It is also recognised that the acoustic environment within the temporary classrooms may be different to existing conditions, for the students, however sufficient noise insulation can be provided which would ensure the classrooms provide a good standard of education.

#### **7.19 Comments on Public Consultations**

No representations were received.

#### **7.20 Planning obligations**

N/A.

#### **7.21 Expediency of enforcement action**

N/A.

#### **7.22 Other Issues**

None identified.

### **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**

The erection of temporary classrooms on one of two existing playing fields for a period of 36 months is considered to be acceptable in principle, as necessary to support the

refurbishment of the main school buildings to improve the educational offer of the school to the local community, notwithstanding that some conflict with policies seeking to protect playing fields has been identified.

In addition, by reason of the modest scale, and siting away from residential properties, the proposed classroom would not have a significant impact on residential amenity, the character and appearance of the area or the local highway network.

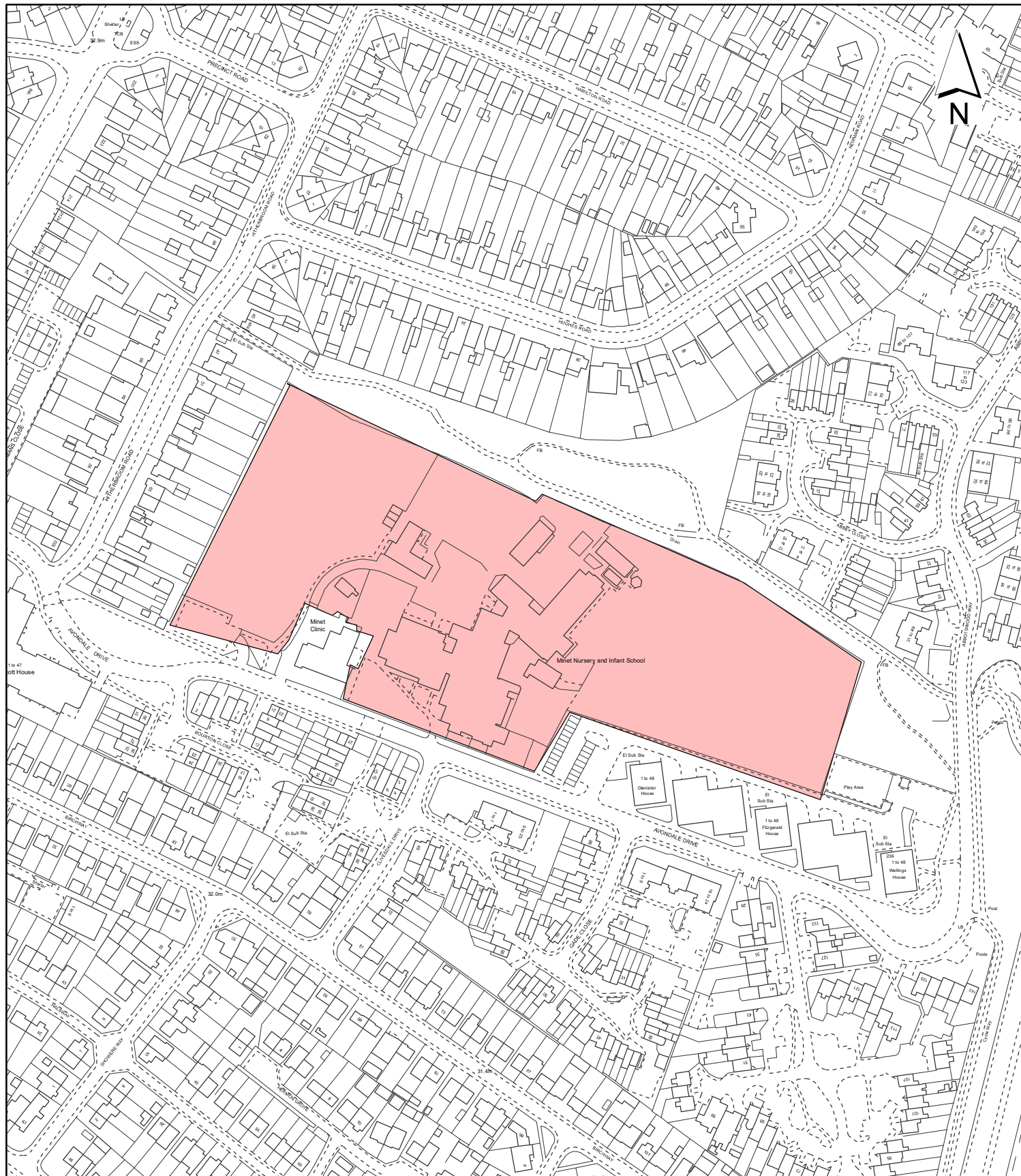
On this basis, the proposal is recommended for approval.

#### **11. Reference Documents**

Hillingdon Local Plan: Part 1 - Strategic Policies (November 2012)  
Hillingdon Local Plan: Part 2 Site Allocations and Designations (2020)  
Hillingdon Local Plan: Part 2 Development Management Policies (2020)  
Hillingdon Local Plan: Policies Map (2020)  
London Plan (2021)  
National Planning Policy Framework (2019)

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### Notes:

 Site boundary

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Site Address:

**Minet Junior School**

Planning Application Ref:

**2297/APP/2021/3875**

Planning Committee:

**Major**

Scale:

**1:2,500**

Date:

**December 2021**

**LONDON BOROUGH  
OF HILLINGDON**  
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