

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P1816.22

WARD: Rainham & Wennington **Date Received:** 4th November 2022

ADDRESS: Moor Hall
Romford Road
Aveley

PROPOSAL: Change of use from dwelling and wedding venue (Sui Generis) to school for children with special educational needs (Use Class F1) involving conversion of external outbuildings, alterations to existing boundary treatments and widening of existing hardstanding areas to create parking spaces and minibs parking area, the provision of a multi-use gaming area (MUGA) and associated landscaping, and works necessary to facilitate the change of use.

DRAWING NO(S): 001 Existing Site Layout
002C Proposed Site Layout
003D Proposed Site Layout
004 A Existing House Layout
005B Proposed House Layout
006A House Elevations
007B Existing Outbuildings
008C - Proposed Outbuildings
009C - Outbuilding Elevations
OIOB - OS Location Plan
011 Proposed Fencing and Gates
012 OS Plan including Local Authority Boundaries
â?¢210509-03 A â?? Passing Bays and Pedestrian Footway (Sheet 1 of 2)
â?¢210509-03 A â?? Passing Bays and Pedestrian Footway (Sheet 2 of 2)

RECOMMENDATION: It is recommended that **planning permission be GRANTED** subject to the condition(s) given at the end of the report

SITE DESCRIPTION

Preamble;

The scheme follows a recent application for the change of use of the building to Special Educational Need School which also included additional residential blocks for student accommodation. That application was withdrawn following the GLA observation which directed refusal on the grounds that the proposed residential blocks would harm the openness of the green belt and that there are no

special circumstances to outweigh the harm caused by inappropriate development.

The present scheme as submitted only relates to the change of use of the existing buildings with no additional structures.

Site and surroundings;

Moor Hall is located in the south east of the Borough and is accessed from Romford Road. The access road falls within the administration of Thurrock but Moor Hall itself is within Havering.

The application site is an irregular shaped plot, accessed from Romford Road, Aveley. The site as existing comprises an existing main dwellinghouse; attached cottages; a marquee (meant to be temporary structure), helipad and helicopter hangar; garden storage and a gazebo as well as hard and soft landscaping. The site has most recently been used as a residential home and a wedding venue (40 days of the year).

Because, the main site is located within Havering Council, but its access is located within Thurrock Council, a separate application has been made to Thurrock Council.

The site adjoins Kennington Park to the south and east; designated open space to the west, but the adjoining site to the north comprises commercial/industrial uses. Rainham Quarry is located approximately 500 metres to the north west.

The site is accessed via a private road named Moor Hall Lane which is generally 3.5 metre wide. The access road is unlit single track with passing places but no footways. It also provides access to the commercial units to the north of Moor Hall. Some 650 metres to the east, Moor Hall Lane joins to the nearest public highway (Romford Road), which is maintained by Thurrock.

The surrounding area is mainly characterised by agricultural land and scattered development. Moor Hall itself is a large 3-storey detached property set on a spacious plot.

There are a few residential cottages directly north to the site and further north of these are a number of other residential properties. Adjacent to the site is however the former farm holding which has diversified with the farm buildings now in a range of B1/B2/B8 uses.

In terms of designation, the site is located within the Green Belt and is within Flood Zone 1. Moor Hall is a building of local heritage interest on Havering Council's heritage asset register.

DESCRIPTION OF PROPOSAL

The proposals will provide a new primary school for children with special educational needs (SEN) Use Class F1 (a) the provision of education. The proposal seeks to convert the existing dwelling-house into the main school. This measures 624sqm.

The proposal also seeks the conversion of existing outbuildings into additional classrooms and associated uses with the school, such as offices, reception and meeting rooms. This includes existing cottages (104sqm), hangar (126sqm) and timber structure to the rear of the marquee (110sqm). The marquee itself (446sqm) is proposed to be removed.

The total GIA proposed for a change of use is therefore 964sqm.

The proposals also include the erection of a 20m x 10m Multi-Use Gaming Area (MUGA) due east of the site, with 2.4m perimeter paladin type fencing, rising to 3m behind each goal, and associated works. The surface will be tarmac/sports surface. The proposals include the installation of floodlights at each corner, rising to a height of 4.5m.

The application as originally submitted incorporated 64 no. car parking spaces (reduced from 76 car parking spaces in the withdrawn scheme). These are within the main parking area to the northwest of the site. Additionally, 3 no. minibus spaces are provided at the site's eastern boundary, just north of the proposed MUGA. A cycle store is also proposed close to the minibus parking.

However, following negotiation with the applicant this has been reduced to 49 car parking spaces including 4 no. disabled spaces and 5 visitor spaces. Further the access and circulation of the layout for drop on and drop off has been revised (for details see Highways section below).

56 pupils would attend the proposed school, with 42 full-time staff supporting its operation.

There would be minor physical changes to existing cottages, hangar or timber structure are proposed.

There would be no additions or extensions to the main building, but there would be some internal and external alterations as follows;

On west elevation a window would be changed to a door.

On north elevation, a new door is proposed adjoining an existing door, doubling the point of access, in a similar fashion to the existing door.

The scheme as originally submitted included the removal of an Internal chimney, however, following comments by heritage officer, the revised scheme retains this original feature.

Vehicular access arrangements to the site will be via the existing surfaced private access track which connects to the local highway network via Romford Road, within Thurrock Council's demise. Widening within the Applicant's demise is proposed for safety reasons, extending the drive to a width of 5.5m. This also allows for a new pedestrian footpath within the site leading from the proposed gated entrance. Other pedestrian links are proposed within the site, connecting the main building with outbuildings and parking areas.

Existing electrically operated gates and adjacent fence are proposed for removal, to be replaced by new automatic gates near the site's vehicular entrance.

RELEVANT HISTORY

PI730.02 - Single storey sun lounge and swimming pool enclosure, - Approved with conditions
25/11/2002

P0510.11 - Conversion of existing double garage and garden store to 2 no. one bedroom

bungalows- Approved with conditions 19/05/2011.

P 1004.12 Change of Use of part rear garden area for temporary marquee for wedding receptions - Approved with conditions 24/10/2012.

P0432.14 - Partial Change of Use of existing dwelling to provide a wedding ceremony and reception area -? Approved with conditions 21/05/2014.

P 1029.17 Variation of condition 4 attached to planning permission reference: P1004.12 (change of use of part rear garden area for temporary marquee for wedding receptions) to allow an increase in the number of wedding receptions from 20 to 40 per year - Approved with conditions 15/06/2017.

E0027.22 - Lawful Development Certificate seeking the retention of the existing timber structure to the rear of the marquee -?? positive certificate issued 20/10/2022.

P1378.22 - Variation of Condition No. 2 of Planning Permission Ref: P 1029.17 dated 15/06/2017 to remove the need to dismantle the marquee outside its operational hours. (Variation of condition 4 attached to planning permission reference: P 1004.12 (change of use of part rear garden area for temporary marquee for wedding receptions) to allow an increase in the number of wedding receptions from 20 to 40 per year) - Application refused 20/10/2022.

The current application is submitted following the withdrawal of previous application P0390.22 on 22 September 2022.

P0390.22, planning application for the change of use from dwelling and wedding venue to an Integrated Therapeutic Learning Centre, including demolition of existing buildings, conversion of the main building and the erection of three additional buildings to be used for Children's Homes for children with special educational needs including access and the provision of 76 car parking spaces, the provision of multi-use game area (MUGA), associated 3m high secure fencing. The application was withdrawn following advice from GLA.

The planning history indicates that Moor Hall has historically been used as a dwelling with associated outbuildings (Use Class C3) but has the benefit of recent approvals which have partially changed its use to a wedding venue.

P1029.17	Variation of condition 4 attached to planning permission reference: P1004.12 (change of use of part rear garden area for temporary marquee for wedding receptions) to allow an increase in the number of wedding receptions from 20 to 40 per year
	Apprv with cons 04-08-2017
P1004.12	Change of Use of part rear garden area for temporary marquee for wedding receptions
	Apprv with cons 24-10-2012
P0510.11	Conversion of existing double garage and garden store to 2 no. one bedroom bungalows.
	Apprv with cons 19-05-2011
P1730.02	Single storey sun lounge and swimming pool enclosure
	Apprv with cons 25-11-2002

P0517.02

Single storey side and rear (swimming pool) extensions

Apprv with cons

23-08-2002

CONSULTATIONS/REPRESENTATIONS

London Borough of Havering Environmental Health/Public Protection - No comments received.

London Borough of Havering Highways - No comments

Thurrock Council - with respect to access have concluded that given the historical use of the site as a wedding venue the proposal would not have an impact upon the safe and free flow of traffic and highways condition .

Education service; has confirmed the proposed use, due to shortage of place, is required and needed in the borough.

Policy team; The proposed use is acceptable and the loss of residential is justified, so long as there is a need identified by the education service.

Place services; have explained that the best use for the site would be for a family house. Given it is a non-designated heritage asset the LPA can take a balance judgement after taking consideration of the harm. In any case, the place services would not think the conversion of the site into a school would not be not consistent with its conservation.

Public Consultation:

32 properties were directly notified of this application. The application was also advertised by way of site notice and press advert. Two letters of representation, including one from Havering Registrars, have been received both in support of the application.

RELEVANT POLICIES

Paragraph 11 of the National Planning Policy Framework requires (in accordance with Section 38(6) of the Planning and Compulsory Purchase Act (2004) and Section 70(2) of the Town and Country Planning Act 1990), that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

The Local Plan - Havering Borough Council Local Plan 2021

- Policy 7 Residential design and amenity.
- Policy 16 Social Infrastructure.
- Policy 17 - Education.
- Policy 24 Parking provision and design.
- Policy 26 Urban design.
- Policy 27 Landscaping.
- Policy 28 Heritage assets.

Policy 30 Biodiversity and geodiversity.

Policy 33 Air quality.

The London Plan 2021

Policy D5 Inclusive Design;

Policy SI Developing London's social infrastructure;

Policy S3 Education and Childcare Facilities;

Policy I-ICI Heritage conservation and growth;

Policy G2 London's Green Belt;

Policy G6 Biodiversity and access to nature;

Policy G7 Trees and Woodlands;

Policy SI1 Improving Air Quality;

Policy T6 Car Parking.

National Planning Policy Framework (July 2021)

Paragraph 20 of the NPPF states:

"Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:

. c) community facilities (such as health, education and cultural infrastructure);...

Chapter 13 concerns the Green Belt and

Chapter 16 relates to the historic environment.

MAYORAL CIL IMPLICATIONS

There would be no increase in floor space, Hence the scheme would not be liable for CIL.

STAFF COMMENTS

The site benefits from planning permission to use part of the rear garden area for wedding receptions within a temporary marquee structure for 40 days a year, albeit, it would appear that the Marquee is not taken down every weekend.

The main issues with respect the proposed development are;

Impact upon the openness of the green belt

Impact upon the Heritage Asset

Impact upon the amenities of the adjoining occupiers

Impact upon highways condition

Impact upon environment with respect to sustainability issues, trees landscaping ecology and biodiversity

GREEN BELT IMPLICATIONS

The council policies follow the NPPF policies with respect to the Green Belt issues;

Chapter 13 of NPPF explains the Government attached great importance to the protection of. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. Inappropriate development is considered, by definition, harmful to the Green Belt and should only be approved where there are very special circumstances.

Paragraph 149 of NPPF expects a local planning authority to regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

- "a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- e) limited infilling in villages;
- f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
 - . not have a greater impact on the openness of the Green Belt than the existing development;
 - . not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Paragraph 150 also sets out forms of development which are not considered inappropriate in the Green Belt, inter alia:

- "d) the re-use of buildings provided that the buildings are of permanent and substantial construction;
- e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds)'

With respect to the application scheme, the site currently incorporates the main Moor Hall dwelling, as well as a number of outbuildings scattered across the site. This includes a large marquee with a rear timber building, a helicopter hangar, 2 no. 1-bedroomed cottages and storage areas. The proposed development seeks the conversion of Moor Hall, the helicopter hangar, the cottages and the rear timber building to the marquee. As such, the reuse of the existing buildings is appropriate. In addition, the material change of use of the site to education is acceptable, the outside spaces will be used to allow for outdoor play, recreation and sports as well as providing formal parking areas to facilitate the use.

The proposal would entail the removal of sizable marquee and timber structure, thereby making significant contribution to the openness of the green belt. In particular with respect to the permanent timber structure to the rear of the marquee.

The proposals also include the provision of a Multi-Use Gaming Area (MUGA). The provision would

be in line with Paragraph 149 of NPPF which sets out that the provision of appropriate facilities for outdoor sport and recreation associated with an existing or proposed use are acceptable providing the facilities preserve openness. The proposed MUGA would be located alongside the eastern boundary of the site in an area that is currently enclosed by high hedging on three sides. Therefore the proposed MUGA would have no significant impact upon the openness of the site. Given the enclosed nature of the site, it is considered that the introduction of the MUGA with sports mesh fencing surround will preserve the openness of the Green Belt in this location.

The proposal would result in loss of some trees and landscaping to give way for the provision of car parking spaces and improved access to the site. Originally the proposal incorporated 76 car parking spaces plus accommodation for three mini buses. However, this element has now been revised with significant reduction in the number of the proposed parking spaces.

It is considered that in terms of physical alteration the proposal would benefit the openness of the green belt.

Other land use issues;

Policy 17 of the plan explains, The Council seeks to safeguard existing education provision within Havering. Proposals which result in the net loss of education facilities will be resisted unless it can be robustly demonstrated that there is no current or future need.

The policy continues to explain, "Development proposals for childcare facilities, primary and secondary schools and further or higher education facilities will be supported where it can be demonstrated that the proposal:

- i. Contributes to the delivery of the Council's agreed Commissioning Plan for Education Provision and the Schools Expansion Programme;
- ii. Is located within the community it is intended to serve and is accessible by public transport, walking and cycling;
- iii. Is of a high quality design and provides a safe environment; and
- iv. Provides, private, secure and safe outdoor amenity and playing space in line with Government building guidelines, which is located away from busy roads.

Proposals for educational uses in the Green Belt, including the expansion of existing schools may be considered as very special circumstances where it can be robustly demonstrated that there are no suitable alternative sites within the appropriate education planning area and there is a demonstrable need or demand for additional school places.

Where a new school is proposed, the Council will require facilities for early years provision to be included on site where there is an identified local need."

The council education service has confirmed that there is an identified need for the proposed Special Need School. The proposal would not require any additional built structure. This is a significant benefit.

With respect to London Plan Policy S3 seeks to ensure access to high quality education in appropriate places. Paragraph 5.3.6 of the London Plan specifies that there is a need for an increase in Special Education Needs and Disability (SEND) provision in London and that some of this need will be provided within specialist schools.

Paragraph 5.3.6 further specifies that it is important that all schools are designed to be accessible and inclusive, meeting the highest standards of accessible and inclusive design in accordance with London Plan Policy D5 and the Department for Education 'Area guidelines for SEND and alternative provision: BB104'.

The proposed development is for a Therapeutic Learning Centre and accommodation for children with special educational needs. The proposals would provide a SEND school, which could contribute towards meeting London's need for SEND provision as identified by the London Plan.

It is noted that the scheme would not strictly accord with the requirements of London Plan Policy S3(B) in relation to multiple use/shared facilities and easy access by public transport, walking and cycling. However, given the nature of the school, which provides a therapeutic environment for students, it would not be suitable for sharing facilities with the public.

To ensure compliance with London Plan Policies D5 and S3, a condition is recommended detail with respect to inclusive design, prior to commencement of the development to demonstrate the development achieves the highest standards of accessible and inclusive design (to be achieved across the whole development including the MUGA).

The proposal would result in the loss of a family accommodation thereby resulting in reduction in overall supply of housing. However, the loss would be minor with respect to Havering's housing supply. But there would be other benefits that the scheme would bring, in particular the creation of a high-quality learning environment for 56 pupils with special educational needs which appear to be a particular identified need locally. The proposal would also result in introduction of additional employment (at least 42 jobs to support the proposed use) wide ranging from employment in specialist teaching as well as pastoral care, therapeutic care, maintenance, catering, cleaning and administrative roles.

It is considered that overall the proposed change of use outweighs the loss of the residential unit at the site. And in principle the proposed development is welcomed. (the issue with access would be explored below)

The application site is a locally listed building (a non-designated heritage asset) Policy 28 of the local plan and chapter 16 relates to the historic environment. Planning applications potentially affecting heritage assets are required (paragraphs 194 and 195 require) to describe the significance of the heritage asset in question in a level of detail sufficient to accurately predict the potential impacts of the development. Paragraph 203 states,

"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Place services originally object to the internal alteration to the scheme and the applicant have responded by amending the scheme (i.e. retaining the chimney breast). Place services have explained that the best use for the site if it were to be used as a family house (historic use), the place services would not think the conversion of the site into a school would not be consistent with its conservation.

Policy 26 requires that new development maintains or improves the character and appearance of the local area in its scale and design. It should provide a high standard of inclusive design so that it is accessible to people of all ages. The proposal would not result in any significant alteration to the main building. The outbuildings will also retain the same appearance as existing, with the temporary marquee removed to facilitate some new parking spaces as well as allowing for part of the site's garden area to be reclaimed. Therefore, the character of the site will be protected and enhanced.

There would be fencing around the proposed MUGA and will have a height of 2.4m along the sides to improve visibility and across the site and for spectators. The fencing will then increase to a maximum height of 3m behind the goals, with small floodlights in each corner raising to a height of 4.5m. A condition would be imposed that the fencing around the MUGA to be weld-mesh painted green to minimise impact upon the openness of the green belt. The proposed fence or the MUGA would have little impact upon the historical importance of the site.

The proposal result in removal of the marquee and cease the use as a wedding venue, which would contribute to the significant of the heritage asset. The proposal is considered to have an acceptable impact on historical significant of the heritage asset.

IMPACT ON AMENITY

The site located in a quite a rural location and there are a few residential properties in the locality which share the same access road as Moor Hall.

However it should be noted that that the site has been used for as a wedding venue, (up to 40 times a year) for considerable period of time. The Environment Health have been consulted and have raised not objection to the scheme. It would not be likely that the proposal would result in significant harm to the amenities of the adjoining occupiers.

The application is accompanied by an Environmental Noise Impact Report. The report sets out the findings of the noise survey which was carried out to assess the impact of commercial/industrial noise, as well as other general noise within the local environment, on the proposed educational development. The survey identified that the dominant noise sources at the site were from general road traffic and light aircraft. The noise from the adjoining commercial use was less significant.

The report explains that existing glazing at the proposed educational development will provide acceptable sound insulation with respect to external noise. Apart from the access road, which passes by a couple of dwelling, the immediate surrounding is bound on three sides by open land and a commercial use which would not be likely to suffer from any noise from the proposed residential use. The two cottages to the north of the site are sufficiently separated from the site to ensure residents won't be affected by way of noise, light or loss of privacy. In any even comparing to the current use as a wedding venue, which generally occurs in unsociable hours, the proposal on amenity issues is considered to be an improvement. It is therefore considered that the proposal would not be likely to result in significant harm to the amenities of the local resident. This is one of the main advantages of the location of the site which could not generally achieved in town centre or suburban location.

Other issues;

Environmental issues (Trees, Landscaping, Ecology, Air quality)

Policy 27 of the Local Plan explains, "The Council will support development proposals that incorporate a detailed and high quality landscape scheme which:

- i. Takes full account of the landscape character of the site and its wider setting;
- ii. Retains and enhances existing landscape features that contribute positively to the setting and character of the local area;
- iii. Demonstrates how existing landscape features will be protected during the construction phase;
- iv. Maximises opportunities for greening, through the planting of trees and other soft landscaping;
- v. Provides strong boundary treatment that integrates with and is sympathetic to the local landscape character and street scene; and
- vi. Supports natural habitats and opportunities for enhancing biodiversity.

The overall survey recorded 58no. individual trees and 5no. groups. These include 3no. category A trees, 23no. category B trees, 31no. category C trees, 1no. category U tree and 5no. category C groups.

The information provided indicates that the proposal would result in loss of 10 no. category B trees and 15 no. category C trees and 1 no. category U tree. No category A trees are proposed for removal. The present scheme is significant improvement over the previous scheme which would have resulted in the removal of 37 individual trees (including a category A tree) and 4 tree groups.

The removal of the tree are required to provide for required car parking and access arrangement with particular reference for car parking, improvements to the site's access and for internal access arrangements. The tree report sets out an overview of best-practice methods that will ensure protection to the retained trees. The protection of trees and landscaping would be subject to appropriate condition.

This application is also accompanied by an Extended Phase 1 Habitat Survey and Daytime Bat Survey providing an overview of the habitats present on site and considers the impacts of the development. The Phase 1 survey identified that some of the buildings on sites have the potential for bat activity. Therefore, a Daytime Bat Survey was conducted further to the initial findings, identifying no evidence of bat occupation or activity across the site. The existing buildings are well sealed and maintained, offering only negligible suitability. No further bat surveys are considered necessary.

The trees, scrub and hedgerows on site offer suitable bird nesting habitat. Therefore, the report recommends any works to potential nesting habitats be undertaken outside the bird nesting season (which is generally March to August).

The report indicates that Rhododendron has been identified within the shrub beds on site. Rhododendron will out-compete many native trees and shrubs and can harbour plant diseases. This leads to reduced biodiversity and can have additional negative implications for some rural livelihoods, for example if rhododendron, poisonous to mammals, invades grazing land.

The report suggests that this species should either be managed to ensure it does spread off-site, or it is removed from the site using a recognised methodology prior to or during site clearance work. This can be secured by condition.

There are no statutory or non-statutory protected sites within the proposed development site or immediately adjacent to the site. The ecology report highlights and recommends measures to improve the biodiversity of the site including;

- . Soft landscaping should include the provision of native and non-native flowering perennial species, to provide a pollen and nectar source for invertebrates.
- . Bird and bat boxes should be erected on the newly constructed buildings or retained trees where possible.
- . Trees planting of native species where practically possible.

This would be secured through conditions.

Air Quality Assessment (AQA) has also been submitted which indicates that the proposed development is not expected to have a significant impact on local air quality when factoring in the proposed vehicular movements and the pattern of these to and from site. Mitigation to local air quality will be provided in terms of Electric Vehicle Charging Points, the provision of minibus parking and cycle storage (to be further discussed below).

HIGHWAY/PARKING

The PTAL for the site appears to be 0. Given the poor accessibility and the location of the proposed use it would not be in compliance with policy 17 which requires such facilities to be located within the community it is intended to serve and is accessible by public transport, walking and cycling.

The Council's highways officer have not made any comments with respect to the proposal. Neither they raised any concern with respect to the previous scheme. However, Thurrock Council's officers have explained that the proposal would not be likely to result in adverse impact upon highways condition in comparison with existing use of the property. It should be noted the access to the application site is within Thurrock jurisdiction and hence, this an application to both Councils. Thurrock has already confirmed that planning permission would be granted for the scheme.

The proposed layout would allow the cars and service vehicle to arrive and depart site in forward gear manner. In terms of capacity there would be no impact upon highways condition. It is therefore, considered the proposal would have an acceptable impact upon the highways safety and the free flow of traffic.

Whilst the size and particular operation of this facility is unlikely to be associated with causing capacity issues on public highway or public transport the site is not within a sustainable location and the scheme would be heavily dependent upon private car and therefore would be contrary to policy 17 of the Local Plan and fails to support London Plan Policies T1, T2 and T4.

The issue with accessibility has been widely discussed with officers from transport policy team (including smart travel for school team). The team has explained that highway, impact, access and parking is one of the key issues in relation to the proposal to change the use of the application.

The transport policy officer have alluded that given that the proposals are for a specialist school, the transport characteristics are different from that of a traditional school. In particular, there would be wider catchment hence less likely pupil would be walking or cycling to school, further pupil would not be likely to use public transport. Therefore, most pupil would be likely to rely on other modes than, walking, cycling or use public transport. The have made recommendation with respect to reduction in number of parking spaces, improvement to private access road and the use of mini bus.

Hence, the applicant have taken on board the comments; the parking layout has changed with significant reduction in the number of parking spaces. Instead allocation has been made for the provision of mini bus service. It has been acknowledged that it is highly likely that the pupil from Havering would be using the mini bus services.

Since the application has been submitted there have been revised car parking layout (reduction of 34) improvement to access arrangement within the site (in particular with reference to drop on and pick ups) as well as improvement to the private access way which connects the site to Romford Way.

It is acknowledged that with regard to pupils, two large private mini-bus taxis would be used to collect up to 12 children during dropoff/pick-up times in addition to the use of private taxi. Private light taxi's, on average, collect two children per vehicle. On this basis, one could expect the development could generate 22 no. private taxi journeys and two private mini-bus journeys. Taxi's will collect pupils within a 45-minute drive catchment of the application site.

The information provided indicates the several layby would be introduced to the private access road to improve safety of the cyclist and pedestrians.

Further, despite the low PTAL rating, as outlined within the accompanying TS report, outlined within the TS, the Usk Road bus stop is served by 6 no. bus services with high frequency services which also benefit from a connection to/from Ockendon Railway Station -albeit- the bus stop is 900 metre away . Also, the nearest stations are Purfleet and South Ockendon NR, both over 3km linear distant. The application site is also close to the nearby settlement Aveley, with shops and services as well as a school in the vicinity. Therefore, there would be likely that the school would draw some staff from nearby settlement thereby reducing the travel demand by car.

Given, the nature of the proposed scheme, it is considered the location such especial need school in urban areas due to reliance could potentially adversely affect the free flow of traffic and raise highways safety concern.

In addition the school would have to provide a travel plan in order to maximise the use of non private car mode of travel. In particular the use of min bus service would be encouraged.

Vehicle tracking has been undertaken of the Private Access Road and internal arrangements for a large private estate car, mini-bus and Refuse Collection Vehicle (RCV), which indicates all types of the vehicle would be able to easily manoeuvre inside the site.

The internal layout of the site have now been revised and would offer a one-way system whereby vehicles entering the site will route via the entrance to Moor Hall before looping round and exiting

via the existing vehicle access. The internal layout would incorporate signage and demarcated on the approach to Moor Hall.

The proposed development will provide a minimum total of 10 no. staff cycle spaces in a secure location near to the proposed MUGA, 2 no. short-term visitor cycle spaces and 1 no. oversized cycle space, in accordance with London Plan standards.

Given the above, it is considered that there would be the proposed location of the site for the proposed use is considered acceptable with additional benefit.

Subject to condition including travel plan, it is considered that the proposal would have an acceptable impact upon the free flow of traffic and the safety of highways condition.

KEY ISSUES/CONCLUSIONS

The proposed changes of use and the reuse of buildings in the Green Belt do not constitute inappropriate development. The provision of outdoor sport and recreation are also appropriate providing openness is preserved. Therefore, the proposed change of use is acceptable and is considered to comply with the NPPF, London Plan and the local policies.

The education department has confirmed that there is an identified need for this Special Need School.

The site, in terms of its location, surroundings and the facilities which would offer is quite suitable to support those with Special Need.

Moor Hall is locally listed(a non-designated heritage asset).

The place services have explained that the most suitable use for the site is a family house, however, there is no objection to the use of the site for education. The scheme has been amended to protect the original features of the building in accordance to places services recommendation. The proposed change of use will protect the significance of The provision of a long-term viable use will enable the upkeep of the property and allow it to retain its local heritage interest.

The proposal would not lead to highway safety or capacity concerns. The layout of the circulation has been amended in accordance to the officers advice and improvement to the accessway would ensure that the proposal would have an acceptable impact upon the safety of highways users and the free flow of traffic.

However, the application site is not located in a sustainable location which is considered to be a drawback to the otherwise welcome proposal. The Local Policy requires such facilities to be located within sustainable location in order to reduce travel demand in particular less reliance on private motor cars.

For the reasons set out above, the application subject to appropriate conditions is recommended for approval.

RECOMMENDATION:

It is recommended that **planning permission be GRANTED** subject to the following condition(s)

1 SC4 (Time limit) 3yrs

The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason:-

To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2 SC32 (Accordance with plans)

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

Reason:-

For the avoidance of doubt and to ensure that the development is carried out as approved.

3 SC06 (Parking provision)

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

Reason:-

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

4 Laybys

The use hereby approved shall be brought into use, unless the provision for laybys as indicated on the drawings have been completed.

Reason

In order to provide suitable access for the safe and free flow of traffic.

5 Travel Plan

Prior to first occupation of the development, a travel plan which shall include clear objectives and modal split targets, together with a time-bound programme of implementation, monitoring, regular review and update; and be based on the particulars contained within the approved development, shall be submitted to and approved in writing by the local planning authority and thereafter operated in accordance with the agreed details.

Reason

In the interest of sustainable agenda

6 Non Road Mobile Machinery

- a) Prior to the commencement of the development hereby approved, the developer or contractor must be signed up to the Non Road Mobile Machinery (NRMM) register.
- b) The development site must be entered onto the register alongside all the NRMM equipment details.
- c) The register must be kept up-to-date for the duration of the construction of development.
- d) All NRMM used during the course of the development that is within the scope of the Greater London Authority 'Control of Dust and Emissions during Construction and Demolition' Supplementary Planning Guidance (SPG) dated July 2014, or any subsequent amendment or guidance, shall comply with the emission requirements therein.
- e) An inventory of all NRMM to be kept on-site stating the emission limits for all equipment.

Reason: To reduce emissions from construction and demolition activities and comply with current NRMM emission standards, in accordance with the Greater London Authority 'Control of Dust and Emissions during Construction and Demolition' Supplementary Planning Guidance (SPG) and any subsequent amendment or guidance.

7 electric vehicle charging points

Prior to the commencement of the development full details of the electric vehicle charging points for each to be installed in the development shall be submitted to the Local Planning Authority and approved in writing. These details shall include provision for 20% of the approved parking spaces within that phase to be provided with electric vehicle charging facilities and all the remaining spaces to have passive provision for possible future use. The development shall be implemented in full accordance with the approved details prior to first occupation and thereafter be maintained as such.

Reason: To ensure that the development makes adequate provision for electric vehicle charging points to encourage the use of electric vehicles in accordance with policy T6.1 of the London Plan.

8 Air Quality Neutral

- a) Prior to the commencement of the development hereby approved, an Air Quality Neutral Assessment shall be submitted to and agreed by the Local Planning Authority. The assessment shall detail;
 - Calculations of the predicted building emissions and comparison against the Building Emission Benchmarks;
 - Calculations of the predicted transport emissions and comparison against the Transport Emission Benchmarks;
 - Mitigation (if required) or contribution to off-setting the development's emissions, taking into account the most up to date Defra's damage costs and relevant guidance on offsetting payments.
- b) The use hereby permitted shall not commence until all measures identified in the Air Quality Neutral Assessment have been shown to be implemented to the satisfaction of the Local Planning Authority in writing.

Reason: To ensure that the development will not lead to further deterioration of existing poor air quality within the designated Air Quality Management Area and to comply with Policy SI 1 of the London Plan and relevant guidance, as subsequently amended.

9 excess emission

Prior to the commencement of the development, the developer shall submit for the written approval of the Local Planning Authority full details of mitigation measures that will be implemented to offset the excess in transport / building emissions. The use hereby permitted shall not commence until the approved measures have been shown to be implemented to the satisfaction of the Local Planning Authority in writing.

Reason: To comply with Policy SI 1 of the London Plan, in relation to the Air Quality Neutral requirements

10 SC11 (Landscaping)

No works shall take place in relation to any of the development hereby approved until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and shrubs on the site, and details of any to be retained, together with measures for the protection in the course of development. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

Reason:-

Insufficient information has been supplied with the application to judge the appropriateness of the hard and soft landscaping proposed. Submission of a scheme prior to commencement will ensure that the development achieves a satisfactory level of landscape quality.

11 Additional planting

Any trees removed as part of the proposal shall be replaced with an equivalent or greater number of replacement trees which should be native species. In this respect, prior to the commencement of the development, details of additional trees and planting shall be provided in writing to the Local Planning Authority. The detail shall identify areas to be planted, at an appropriate scale on a plan, a schedule should also be provided to cover this information:

- name of plant / trees (English and/or Latin names)
- density or the number of plants / trees in each specific planted area (i.e. how many plants per square meter of planted area)
- size of plants to be planted
- All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

Reason:-

The proposal would involve the removal of some trees and hence there would be need for additional tree planting. The submission of a scheme prior to commencement will ensure that the development achieves a satisfactory level of landscape quality.

12 SC13B (Boundary treatment)

Prior to the occupation of the site, the details of all proposed walls, fences and boundary treatment shall be submitted to, and approved in writing by, the Local Planning Authority. Such detail shall incorporate the fencing around the MUGA to be weld-mesh painted green. The boundary development shall then be carried out in accordance with the approved details prior to the occupation of the site and shall be retained permanently thereafter to the satisfaction of the Local Planning Authority.

Reason:

Insufficient information has been supplied with the application to judge the appropriateness of any boundary treatment. Submission of this detail prior to commencement will protect the visual amenities of the development and prevent undue overlooking of adjoining property.

13 SC78 (Secure by Design)

No works shall take place in relation to any of the development hereby approved until a full and detailed application for the Secured by Design award scheme is submitted to the Local Planning Authority, setting out how the principles and practices of the Secured by Design Scheme are to be incorporated. Once approved in writing by the Local Planning Authority in consultation with the Metropolitan Police Designing Out Crime Officers, the development shall be carried out in accordance with the agreed details.

Reason:-

Insufficient information has been supplied with the application to judge whether the proposals meet Secured by Design standards. Submission of a full and detailed application prior to commencement is in the interest of creating safer, sustainable communities and to reflect policy in the NPPF.

14 Hard Surface Porus/Run-off - application site

All hard surfaces hereby approved as part of the development (including any sub-base) shall be made of porous materials or provision shall be made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the application site.

Reason:-

In order to ensure no water run-off from the hard surface which would contribute to risk of flooding.

15 SC19 (Restricted use)

Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended) the use hereby permitted shall be used for a School for Special Need only and shall be used for no other purpose(s) whatsoever including any other use in Class (F) of the

Order, unless otherwise agreed in writing by the Local Planning Authority.

Reason:-

Any other use within the class, even a general education use, due to unsustainable location of the site would not be acceptable. The council has paid special restrict the use of the premises to one compatible with the surrounding area and to enable the Local Planning Authority to exercise control over any future use not forming part of this application.

16 SC59 (Cycle Storage)

No building shall be occupied or use commenced until cycle storage is provided in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The cycle storage shall be permanently retained thereafter.

Reason:-

Insufficient information has been supplied with the application to demonstrate what facilities will be available for cycle parking. Submission of this detail prior to occupation in the case of new building works or prior to the use commencing in the case of changes of use is in the interests of providing a wide range of facilities for non-motor car residents and sustainability.

INFORMATIVES

1 Approval following revision

Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: In accordance with paragraph 38 of the National Planning Policy Framework, improvements required to make the proposal acceptable were negotiated with the agent of the applicant with respect to retention of chimney breast within the building as well as the improvement to the vehicular circulation, layout and the provision of laybys. The amendments were subsequently received over the course of the process of the scheme.

2 Highways Informatives

Changes to the public highway (including permanent or temporary access)

- Planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted considered and agreed. If new or amended access is required (whether temporary or permanent), there may be a requirement for the diversion or protection of third party utility plant or highway authority assets and it is recommended that early involvement with the relevant statutory undertaker takes place. The applicant must contact Engineering Services on 01708 433751 to discuss the scheme and commence the relevant highway approvals process. Please note that unauthorised work on the highway is an offence.

Highway legislation

- The developer (including their representatives and contractors) is advised that planning consent does not discharge the requirements of the New Roads and Street Works Act 1991

and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works of any nature) required during the construction of the development. Please note that unauthorised work on the highway is an offence.

Temporary use of the public highway

- The developer is advised that if construction materials are proposed to be kept on the highway during construction works then they will need to apply for a licence from the Council. If the developer required scaffolding, hoarding or mobile cranes to be used on the highway, a licence is required and Street Management should be contacted to make the necessary arrangements. Please note that unauthorised use of the highway for construction works is an offence.

Surface water management

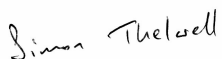
- The developer is advised that surface water from the development in both its temporary and permanent states should not be discharged onto the highway. Failure to prevent such is an offence.

3 Secure by Design Informative

INFORMATIVE

In promoting the delivery of safer, stronger, sustainable places the Local Planning Authority fully supports the adoption of the principles and practices of the Secured by Design Award Scheme and Designing against Crime. Your attention is drawn to the free professional service provided by the Metropolitan Police Designing Out Crime Officers for North East London, whose can be contacted via DOCOMailbox.NE@met.police.uk or 0208 217 3813 . They are able to provide qualified advice on incorporating crime prevention measures into new developments.

Authorising Officer:



Simon Thelwell

12th May 2023