

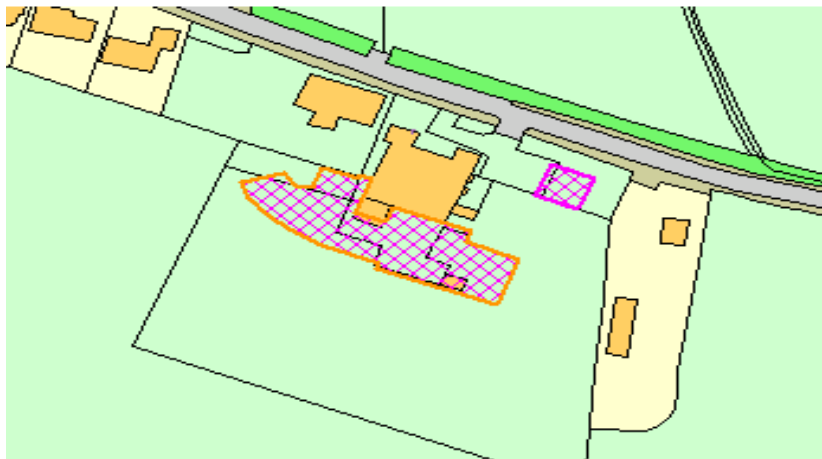
Reference: 14/00787/FUL

Date submitted: 26.9.14

Applicant: Governors of Gaddesby Primary School

Location: Gaddesby Primary School, Ashby Road, Gaddesby

Proposal: Extension and remodeling of Gaddesby Primary School comprising of 4 no. classrooms, toilet facilities and a new hall.



Proposal;

The proposal comprises alterations and extensions to the primary school to provide a new hall, four new classrooms, ancillary accommodation and an extended car park. The proposed new hall would be located to the rear on part of the hard play area with the four new classrooms to the rear and projecting to the side. Ancillary facilities would be incorporated including toilets, storage and an internal corridor linking the existing and proposed accommodation. The existing internal space would be re-organised including re-use of the existing hall, the creation of a new library and a multi-teaching facility and the development would result in a net gain of three classrooms. The proposal is to provide additional teaching facilities to meet local needs for places and the new accommodation would provide flexibility for teaching and ensure single year groups.

The application site is the primary school which incorporates parking to the side and playing fields to the rear.

It is considered the main issues relating to the proposal are:-

- **The principle of the proposal**
- **Impact upon the character of the area**
- **Impact upon residential amenities**
- **Impact upon highway safety**

The application is to be heard by the Development Committee due to the potential conflict with Local Plan Policy OS2.

Relevant History:-

00/00490/CM – Proposed erection of key stage 1 classroom approved (County application).

Planning Policies:-

Melton Local Plan (saved policies):

Policies OS1 and BE1 allow for development within Village Envelopes providing that:-

- the form, character and appearance of the settlement is not adversely affected;
- the form, size, scale, mass, materials and architectural detailing of the development is in keeping with its locality;
- the development would not cause undue loss of residential privacy, outlook and amenities as enjoyed by occupants of existing dwellings in the vicinity; and,
- satisfactory access and parking provision can be made available.

Policy OS2 – planning permission will not be granted for development outside the town and village envelopes except for, amongst other things, limited small scale development for employment, recreation and tourism which is not significantly detrimental to the appearance and rural character of the open countryside.

Policy CF1 – planning permission will be granted for new education facilities on land used for educational purposes subject to satisfactory design, siting, access and amenity considerations.

The National Planning Policy Framework introduces a ‘presumption in favour of sustainable development’ meaning:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
- specific policies in this Framework indicate development should be restricted.

The NPPF offers direction on the relative weight of the content in comparison to existing Local Plan policy and advises that whilst the NPPF does not automatically render older policies obsolete, where they are in conflict the NPPF should prevail. It also offers advice on the weight to be given to ‘emerging’ policy (i.e. the Local Plan) depending on its stage of preparation, extent of unresolved (disputed) issues and compatibility with the NPPF.

The NPPF introduces three dimensions to the term Sustainable Development: Economic, Social and Environmental: It also establishes 12 core planning principles against which proposals should be judged. Relevant to this application are those to:

- not simply be about scrutiny but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- recognising the intrinsic beauty of the countryside;
- contributing to conserving and enhancing the natural environment.

On Specific issues it advises:

Require Good Design

- Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Promoting Healthy Communities

- Provide local services to enhance the sustainability of communities and ensure that established facilities and services are able to develop and modernise in a way that is sustainable and retained for the benefit of the community;

o The Government attaches great importance to ensuring a sufficient choice of school places is available to meet the needs of existing and new communities. Local authorities should take a proactive, positive and collaborative approach to meeting this requirement and give great weight to the need to expand and alter schools.

This National Planning Policy Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise. (NPPF para. 12).

Consultations:-

Consultation Response	Assessment of Head of Regulatory Services
Gaddesby Parish Council – no objections.	No comment.
<p>LCC Highways – No objection.</p> <p>The school has a Travel Plan that is about 7 years old and given the proposed increase in size of the school should be updated to reflect the increases in staff and pupils. Recommend conditions relating to the Travel Plan update and the additional car parking area to be available for use prior to the first use of the extensions.</p>	<p>Noted. The school is considering alternative transport arrangements such as “Walking Bus” to ease the traffic during pick and up and drop off periods together with enlarging the car park to provide an additional 6 to 7 spaces (currently there are 12). Conditions can be imposed to secure an updated Travel Plan to reflect the increase in staff and students and to ensure provision of the parking prior to the first use of the extensions.</p> <p>The existing access would continue to serve the school and additional parking would be provided to cater for the increase in staff. It is considered the proposal is acceptable in highway safety terms.</p> <p>The Highway Authority has no objections to the proposal providing conditions are imposed relating to an updated Travel Plan and the additional parking is provided prior to the first use of the extensions.</p>
Sport England – comments awaited.	Noted, comments will be verbally updated if received.

Representations:

A site notice was posted and neighbouring properties consulted. One letter has been received raising no objection.

Representations	Assessment of Head of Regulatory Services
<p>No objection regarding the building, however have concerns regarding the possible increase in traffic and parking on the roadside between 0830 and 0900 and 1500 and 1600. This already causes difficulty at times and with the possible increase of children the problem will become more acute. Therefore if the application is approved could there possibly be some restriction on parking on the roadside.</p>	<p>Noted.</p> <p>The proposal would enlarge the school and increase the number of staff and pupils and as a result there is likely to be an increase in traffic generated at peak am and pm periods. Additional on site parking is to be provided to cater for new staff and a condition can be imposed to update the Travel Plan which is to encourage alternative means of transport to the school. Furthermore, the school is looking into other measures, such as the “Walking Bus” in order to try and minimise traffic generation and on street parking.</p> <p>The Highway Authority raises no objection to the proposal, subject to conditions. It is not considered that parking restrictions could be implemented on the highway as the Highway Authority is content the proposal would be acceptable and other mitigation measures are to be implemented.</p> <p>On balance it is considered the additional traffic generation and parking could be reasonably managed through a combination of the measures outlined above and that the merits of the proposal, i.e. expanding the school to meet an identified demand, would outweigh any highway issues.</p>

Considerations not raised through Representations.

Representation	Assessment of Head of Regulatory Services
<p>Principle of Development:</p>	<p>The school building and car park are within the village envelope with the associated hardstanding and playing fields to the rear largely beyond the village boundary on land classed as countryside. However, the land to the rear forms part of the school site and as such no change of use would take place.</p> <p>Alterations to the existing school building and the provision of an enlarged car park comply with Policy OS1 in terms of land use, subject to other issues being satisfactorily addressed, as they are within the village envelope.</p> <p>The extensions to the school would largely be beyond the village envelope where Policy OS2 applies which seeks to restrict development to amongst other things, limited small scale development for employment, recreation and tourism which is not significantly detrimental to the appearance and rural character of the open countryside. Although the proposal would lead to an increase in employment (5 part time and five full time posts) educational development is not specifically detailed in the policy. However, the extensions are to enlarge an existing education facility which would result in development on land</p>

	<p>beyond the village envelope but would not project significantly beyond the boundary.</p> <p>Furthermore the NPPF places great emphasis on the provision of school places and supports the expansion of schools. The NPPF carries significant weight in being more recent than Policy OS2 and relating specifically to the expansion of schools.</p> <p>As such it is considered the proposal should be supported on the grounds that the conflict with the general aims of Policy OS2 would not be significant as the development is connected to a building within the boundary, would not have an undue adverse impact on the character and appearance of the countryside and is supported in principle by the NPPF.</p> <p>The majority of the extensions would be located on the current hardstanding outdoor play area with only the three classrooms curving around the rear and side elevations, being located on a grassed area. A replacement area of hardstanding for outdoor play would be located to the east of the proposed hall. As such a replacement play area would be provided and the loss of grass areas, which have the potential to be used as part of the playing fields, would be limited to a parcel of land in close proximity to the school building. Sport England has been consulted on the issue of the potential loss of playing fields and a response is awaited. However, it is not considered the amount of playing field would be significant.</p> <p>As such the proposal is considered to be acceptable in principle in terms of land use.</p>
<p>Design:</p>	<p>The building comprises a Victorian school with later, generally flat roof additions. The proposal seeks to extend to the rear using a modern palette of architecture and materials. From the front views of the extensions would largely be limited to the upper part of the new hall and two of the classrooms forming the curved part of the addition. These elements would be set back into the site and would not therefore be unduly prominent on the street scene.</p> <p>The extensions would be more prominent on the side elevations and would dominate the rear elevation of the building. Although the extensions would represent a significant amount of new building the modern style, massing and design, would complement the building and add a further character to the site and surroundings.</p> <p>It is therefore considered the proposal complies with the requirements of policies OS1 and BE1 and would be visually acceptable.</p>

<p>Impact upon neighbouring properties:</p>	<p>The site is located adjacent to the village hall to the west with open countryside to the south and fields to the north, on the opposite side of Ashby Road. Neighbouring dwellings to the west are set a significant distance from the school although a dwelling borders the site on the eastern side.</p> <p>The proposal would result in a significantly enlarged school with the building projecting further to the south and west. The level of use of the site would also be intensified with pupil numbers rising from the current 90 to 120 and an additional ten member of staff, together with the associated vehicular movements, noise and disturbance.</p> <p>However, the dwelling to the east, Brook Close, would be set well away from the school building and it is not considered the increased activity would present an undue adverse impact on the residential amenities of occupiers of neighbouring dwellings.</p> <p>The proposals would not have an undue adverse impact on the residential amenities of neighbouring properties.</p>
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Conclusion

The application seeks approval for the erection of an extension to the school building together with an enlarged car park and alterations to the existing building. Although the majority of the extensions would be on land beyond the village envelope the land forms part of the school grounds and would be adjacent to the village boundary. The visual impact of the extensions is considered to be acceptable and would not detract from the character and appearance of the countryside. The proposal is not supported by the Melton Local Plan OS2 as it is not small scale; however it is considered to meet the wider objectives of the NPPF. Following the approach set out in paragraph 215 it is considered the latter outweighs OS2 due to its more recent date and as OS2 does not specifically cover education related development. The proposal would not have an undue adverse impact on residential amenity and although additional traffic is likely to be generated the Highway Authority raise no objection and conditions can be imposed to secure an updated Travel Plan to reduce reliance on the private motor vehicle and to ensure timely provision of the additional car parking spaces. Accordingly the application is recommended for approval.

RECOMMENDATION:- Permit subject to the following conditions:

1. The development shall be begun before the expiration of three years from the date of this permission.
2. The development hereby permitted shall be constructed in accordance with the following plans received by the Local Planning Authority 24.9.14: 000-YB-ZZ-09-DR-A-1304 P0A, 000-YB-ZZ-09-DR-A-1303 P0A, 000-YB-ZZ-00-DR-A-0002 P08, 000-11-2A, 000-YB-ZZ-09-DR-A-1101-P0.
3. The external materials to be used in the development hereby permitted shall be in strict accordance with those specified in the application.
4. No part of the development shall be brought into use until details of an updated School Travel Plan has been submitted to and agreed in writing by the Local Planning Authority. The Plan shall address the travel implications of the use of the whole site as if the development approved were to have been fully completed and occupied. The plan shall specify facilities and measures with measurable output and outcome targets designed to:

- Reduce single occupancy vehicle use, reduce vehicular travel at peak traffic times and reduce vehicle emissions for journeys made for all purposes to and from the site;
- Increase the choice and use of alternative transport modes for any journeys likely to be made to and from the site and, in particular, to secure increases in the proportion of travel by car sharing, public transport use, cycling and walking modes and the use of IT substitutes for real travel;
- Manage the demand by all users of the developed site for vehicle parking within and in the vicinity of the site;
- The on site plan implementation and management responsibilities, including the identification of a Travel Plan Co-ordinator;
- The arrangements for regular travel behaviour and impact monitoring surveys and Plan reviews covering a period extending to at least one year after the last element of the extension has been used or a minimum of five years from first occupation, whichever will be the longer;
- The timescales of phasing programmes for delivery of the Plan's proposals and for the achievement of the specified output and outcome targets; and
- Additional facilities and measures to be implemented if monitoring shows that the Plan's targets are not likely to be met, together with clear trigger dates, events or threshold levels for invoking these measures.

The plan, once agreed, shall be implemented in accordance with the approved details, and thereafter the implementation of the proposals and the achievement of targets of the Plan shall be subject to regular monitoring and review reports to the Local Planning Authority and, if invoked, to the implementation of the specified additional measures.

5. The increased car parking facilities shown on the approved plans shall be provided, hardsurfaced, marked out and made available for use before the proposed extensions are first brought into use and shall thereafter be permanently so maintained.

The reasons for the conditions are:

1. To comply with the requirements of Section 91 of the Town and Country Planning Act 1990.
2. For the avoidance of doubt.
3. To ensure a satisfactory standard of external appearance.
4. To ensure that adequate steps are taken to achieve and maintain reduced travel, traffic and parking impacts and to provide and promote use of more sustainable transport choices to and from the site in order to relieve traffic and parking congestion, promote safety, improve air quality or increase accessibility in accord with Section 4: Promoting Sustainable Transport of the NPPF.
5. To ensure that adequate off-street parking provision is made to reduce the possibilities of the proposed development leading to on street parking problems in the area.

Officer to contact: **Mr Joe Mitson**

Date: 14.11.2014