

**Open Report on behalf of Richard Wills
Executive Director, Environment & Economy**

Report to:	Planning and Regulation Committee
Date:	4 December 2017
Subject:	County Council Development - S56/1927/17

Summary:

Planning permission is sought to erect a new hall and a classroom and remodelling of existing accommodation at Market Deeping Community Primary School, Willoughby Avenue, Market Deeping.

The key issues to be considered in this case are the potential impacts of the development amenity of nearby residential properties and that of associated traffic upon the function and safety of the local highway network.

Recommendation:

Following consideration of the relevant development plan policies and the comments received through consultation and publicity it is recommended that conditional planning permission be granted.

The Application

1. Planning permission is sought to erect a new hall and a classroom and remodelling of existing accommodation, at Market Deeping Community Primary School, Willoughby Avenue, Market Deeping.

Need & Justification

2. The proposed additional accommodation is required in order to support both the existing and a planned increase in pupil numbers at the school. The school has an existing Published Admission Number (PAN) of 30 which means that it was planned to have a total of 210 pupils on its school roll. However, given the rise in birth rates and demand for school places the school already has an increased number of pupils at the school (a total of 240 pupils for the reasons explained below) and is looking to increase its PAN from 30 to 45 so that gradually the number of pupils of the school roll would increase to a new maximum of 315 pupils. The proposed additional accommodation and remodelling works would ensure that the school has sufficient teaching spaces and facilities available to facilitate this increase.

Current Pupil Numbers

3. The school already has additional pupils within its Year 3 teaching group meaning that during the 2016/17 academic year the actual number of pupils on roll was 240. During that same year the school also offered daytime nursery places for up to 26 children and of these around 20 places were taken up. Therefore during the 2016/17 academic year the school actually had a total of 260 children attending the school for nursery/school.

Proposed Pupil Numbers

4. In September this year the school increased its intake to 45 pupils and so the total number of pupils currently on the school roll has increased to 255. The school itself no longer offers its own nursery places however the 'Madcaps' out of hours club (which operates from the school) has replaced this service and now offers 24 full time equivalent daytime nursery places - which is comparable to that which had been offered by the nursery in 2016/17. Consequently, during this current 2017/18 academic year the school has a total of 279 children attending the school for nursery/school.
5. In the years going forward, as a result of the proposed increase in the PAN from 30 to 45, the total number of pupils at the school is set to gradually increase so that eventually the school would have a maximum of 315 on its school roll. The 'Madcaps' nursery places would not alter and so when combined with the school itself the total number of children attending the school for nursery/school would not exceed a maximum of 339 children.

Staff Numbers

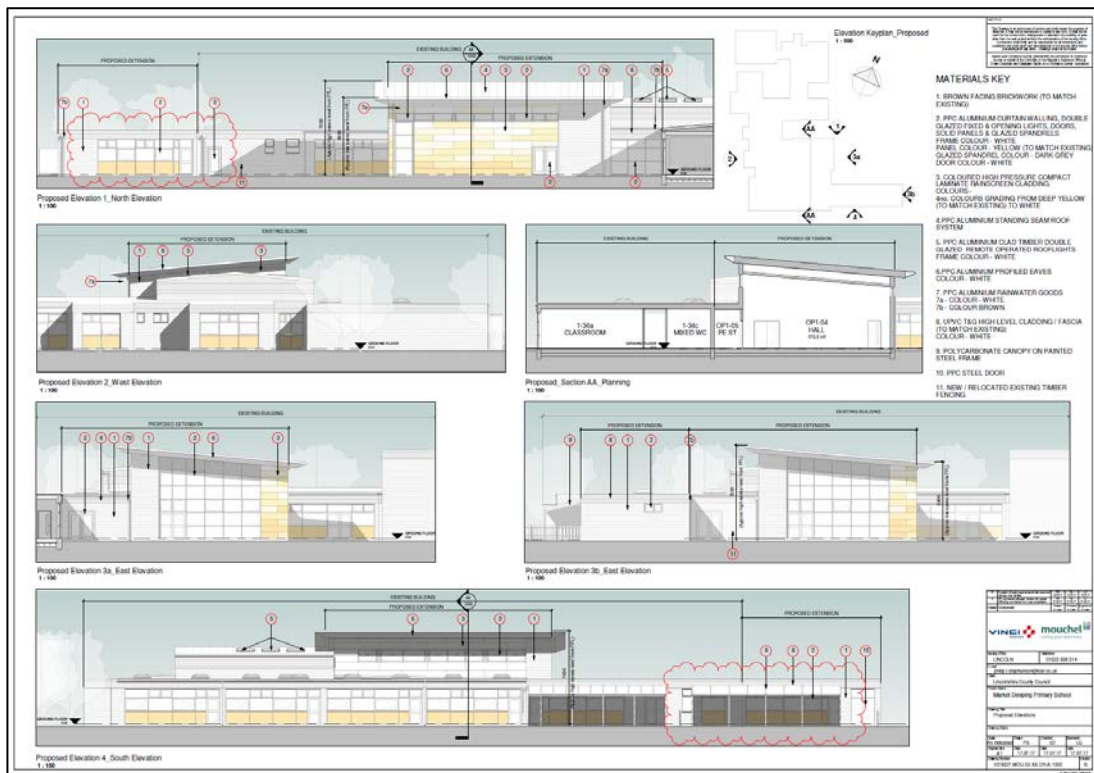
6. In line with the proposed increase in pupils, the number of staff would also gradually increase year on year with an additional 2 full time members of staff expected per year. Staff levels for the 'Madcaps' facility are not expected to increase.

Proposed School Hall

7. The proposed new school hall would be constructed on a hard surfaced play area within the school site, adjoining the existing school hall. In addition to the new hall the building would also contain two separate storage rooms (i.e. PE equipment and chair stores). The building would be 16.4m long by 13.5m wide and have a mono pitch roof which would be 7.05m at its highest point falling to 5.8m. The existing school hall has a shallow pitched roof which is 5.1m to the eaves and 5.8m to the ridge and would be retained and remodelled to provide accommodation for a studio hall and staff room. The new school hall would be constructed of materials to match the existing building and so comprise of a combination of brown brickwork with a curtain walling system containing clear and yellow coloured glazed panels as well as solid panels with colours ranging from deep yellow to white. The building would also have a projecting pressed standing seam profiled steel roofing system in light grey.

Proposed Classroom

8. The proposed new classroom would be constructed on a soft landscaped area, adjoining an existing classroom. The classroom would provide teaching space for Foundation aged children along with a WC and store room. The building would be 10.5m long by 8.2m wide and be 3.4m high, with a flat roof. The building would be constructed in brown brick, with white UPVC fascia's and yellow glazed panels so as to match the original building and adjoining classroom. Externally there would be a small canopy 2.9m wide by 11.2 m long which would be located along the southern elevation and match the canopy on the adjoining classroom. A small, early years play area would be located beneath this which would be enclosed by a wooden picket fence. The new classroom would be positioned so that it would be approximately 10.8 meters from the boundary of the nearest residential properties.



Elevations of proposed new hall and classroom

Access & Traffic

9. The school has a pedestrian/vehicular access from the south via Willoughby Avenue which provides controlled access and parking for up to 20 staff/visitors, along with access for emergency services, deliveries and occasional coach bookings for school trips. Access to the school site from the north is pedestrian only and is gained from a school car park which provides 25 spaces in total. Immediately north of this area is a Tesco Superstore car park.

10. Prior to, and during the consideration of this application, concerns have been raised by local residents regarding problems of congestion and parking in and around the streets near to the school especially during school drop off and pick up times. Many of these concerns not only highlighted existing problems but also expressed concern that the problem would be exacerbated by the planned increase in pupil numbers. The school does have a Travel Plan which does demonstrate that a large proportion of children travel to school by foot or cycle/scooter and which encourages parents to use the nearby Tesco car park and not park on nearby streets such as Willoughby Avenue. Whilst the Travel Plan is effective and the school continues to promote more sustainable modes of travel and actively discourage parents from using Willoughby Avenue for access, in light of the comments received, the applicant (Education) has offered to make a £4,500 contribution towards costs involved in the preparation, consultation and implementation of Traffic Regulation Orders (Parking Restrictions) for Willoughby Avenue which would help to address and alleviate local concerns expressed. If planning permission is granted the applicant has confirmed and agreed that this money would be transferred and so help to secure those improvements.



View of Willoughby Avenue

11. Finally, during the construction of the development the applicant has indicated that a temporary access would be constructed off Queens Avenue which would be used by contractor vehicles. Following the construction of the classroom and the hall the entrance and site would be made good and the fencing reinstated. This temporary means of access has been used previously during construction works at the school.

Site and Surroundings

12. Market Deeping County Primary School is located in a primarily residential area of Market Deeping. To the north of the school is a large Tesco Supermarket with associated parking, a section of which has been set aside for parking for parents, to the west is the William Hildyard Church of England

Primary School and associated playing field, whilst to the south and east are residential properties. The proposed hall is located within the school site surrounded by other school buildings between the site and the nearest properties. The proposed classroom adjoins an existing classroom, the building would be located 10.8m from the boundary of the nearest residential property, to the south of the school. This boundary is enclosed by a 2m high green weld mesh steel and the building would be screened by exiting hedgerows/shrubs along the boundary.



Main Planning Considerations

National Guidance

13. National Planning Policy Framework (NPPF) (March 2012) sets out the Government's planning policies for England and is a material planning consideration in the determination of planning applications. In assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development. The main policies/statements set out in the NPPF which are relevant to this proposal are as follows (summarised):

Paragraph 14 - Sustainable Development

Paragraph 17 - Core planning Principles

Paragraph 56 - Good Design

Paragraph 72 - School Development/Meeting Educational Requirements

Paragraph 120 - Amenity
Paragraph 186 & 187 - Positive and Proactive Decision Making
Paragraph 206 - Use of Planning Conditions
Paragraph 215 & 216 - Consistency of Local Plans with Policies in the Framework

Local Plan Context

14. South Kesteven Core Strategy (2010) - in line with paragraph 215 of the NPPF, due weight should be given to relevant policies within the plan according to their degree of consistency with the policies of the NPPF. The following policies are of relevance to this proposal (summarised):

Policy EN1 (Protection and Enhancement of the Character of the District) - states that all development proposals will be assessed in relation to certain criteria including the layout and scale of buildings and designed spaces; the quality and character of the built fabric and their settings; visual intrusion and noise and light pollution.

Policy SP1 (Spatial Strategy) - states that new development that helps to maintain and support the role of market towns, including the Deepings, will be allowed provided it accords with other policies in the Core Strategy.

15. South Kesteven Local Plan - Consultative Draft (July 2017) - work has begun on the preparation of a new Local Plan which will cover South Kesteven up to the year 2036 and eventually replace the current South Kesteven Core Strategy. Given its stage of preparation the plan and its policies currently contain limited weight however of relevance to this proposal are the following policies:

Policy SP6 Retention of Community Services and Facilities - This policy supports the provision of new community facilities and, wherever feasible, these developments should priorities and promote access by walking, cycling and public transport. Where community facilities have a local or wider catchment area their accessibility should be considered proportionately relative to their purpose, scale and catchment area. They should be accessible to all members of society, adaptable and easily altered to respond to future demands and operated without detriment to local residents.

DE1 Promoting Good Quality Design - This policy requires new development make a positive contribution to local distinctiveness, vernacular and character of the area. Proposal should be of an appropriate scale, density massing, height and material and not have an adverse impact on the amenity of neighbouring users in terms of noise, light pollution, loss of privacy and loss of light. New development should seek to retain trees and hedgerows and where possible incorporate nature conservation and biodiversity.

16. Results of Consultation and Publicity

- (a) Local County Council Member, Councillor R Trollope-Bellew - consulted on the 2 October 2017 but had not replied.
- (b) Market Deeping Town Council - no objection to the proposal.
- (c) Highway and Lead Local Flood Authority (Lincolnshire County Council) - having given due regard to the appropriate local and national planning policy guidance (in particular the National Planning Policy Framework) has concluded that the proposed development is acceptable and so does not wish to object to this planning application.

Notwithstanding the above the impact of parking on Willoughby Avenue could potentially be mitigated by the introduction of parking restrictions which would involve consultation and implementation of Traffic Regulation Orders. The applicant's agreement to cover the costs of pursuing and making any such Order is therefore welcomed and could be secured by way of an interdepartmental transfer/payment.

- (d) Travel Plans (Lincolnshire County Council) - The school has taken on board all the comments on the previous Travel Plan. The Travel Plan submitted in support of this application is therefore approved.

17. The application has been publicised by a notice posted at the site and letters of notification were sent to the three nearest neighbouring residents. Six representations have been received and a summary of the comments, objections and concerns raised are set out below:

- The increase of housing in the Deeping area will require additional school places however, the impact on Willoughby Avenue and Queens Avenue needs to be taken into account.
- Measures need to be put in place to restrict the additional flow of vehicular and pedestrian traffic that this development would generate. Willoughby Avenue already suffers from an unacceptable amount of traffic and inconsiderate parents/drivers who park across resident's drives, abuse and occasionally threaten when asked to move. There is also a danger to children when drivers reverse/drive dangerously. Parents drop litter and cigarette ends. Without restrictions being put in place emergency vehicles will struggle to gain access due to the volume of traffic and inconsiderate parking which will only be exacerbated by this proposal. The school and Governors support the concern of local residents and are keen to limit the amount of traffic accessing Willoughby Avenue. Whilst the school tries to encourage parents to use parking provided by the nearby supermarket the majority of Parents/Carers are either too lazy or apathetic to use it. Parents/Carers should be made to use the car park and access from the Tesco site. This development cannot be progressed without restrictions being put in place.

- Adequate and prominent signage should be provided to redirect school traffic from Godsey Lane into Lady Margarets Avenue and Willoughby Avenue, to the school parking and drop off facility within the Tesco site.
- Access to the school by the emergency services vehicles via Willoughby Avenue is not always possible due to traffic congestion and the fact that the school access gates are invariably locked, even when the children are in school.
- Access via Queens Avenue should only be permitted for the duration of the construction and construction traffic should be accommodated within the site not on the Queens Avenue. The access should be closed after the works, to ensure no long term public access via Queens Avenue, which would determent to resident's amenity and house prices, as a result of congestion at peak times (the start and end of the school day).
- The County Council should support efforts to promote walking and cycling to the school to minimise any impact as a result of this proposal. Including encouraging the provision of pedestrian/cycle link to areas where the draft local plan indicates additional housing will be provided, thereby encouraging people out of their cars. As it stands, narrow and uninviting path provision which will discourage use, poor for pedestrians and unsuitable for cyclists. It is disappointing that the Travel Plan does not recognise the potential to enhance the local pedestrian and cycling networks to help with minimising disruption to local residents and promoting sustainable travel. The school should include identifying opportunities to improve the network and lobbying for such in their travel plan.

District Council's Observations

18. South Kesteven District Council raise no objection to the proposal, subject to no significant impact on the amenity of the occupants of the neighbouring residential properties and/or any impact on highway safety.

Conclusion

19. The key issues to be considered in this case are the potential impacts of the school on the amenity of nearby residential properties and that associated with traffic upon the function and safety of the local highway network.

Design and Locational Considerations

20. The NPPF places great importance on ensuring that a sufficient choice of school places are available to meet the needs of existing and new communities and encourages local authorities to take a proactive, positive and collaborative approach to meeting this requirement. The proposal would provide purpose-built teaching accommodation and significantly

improve the teaching and learning environment for pupils and would therefore be in keeping with the aims of the NPPF.

21. In terms of the size, scale, design, materials and location, the proposed extensions would not differ significantly from the existing school buildings. The design and materials should provide cohesive extensions, harmonising with the 1960 and 1970's buildings whilst introducing a contemporary aesthetic, so when viewed in the context of the wider school site building would not have an adverse impact on the visual amenities of residents whose properties surround the school nor would it detract or impact upon the wider appearance/character of the area. The proposal would bring the school buildings closer to the school boundary and therefore to some properties and their gardens, however the proposed buildings would still be over 10m from the boundary of the nearest property, therefore having a limited visual impact on the properties beyond. Consequently it is considered that the proposal is in keeping with the Policies of Policies EN1 and SP1 of the South Kesteven Core Strategy and SP6 and DE1 of the emerging South Kesteven Local Plan (South Kesteven Local Plan Consultative Draft Local Plan 2017) the aims of the NPPF.

Highway and Traffic Considerations

22. The applicant has provided information regarding current and proposed pupil and staff numbers. The current number of pupils on the school roll is 255, along with up to 24 nursery children which attend the 'Madcaps' nursery/club. This gives a total of 279 children at the school. Following the completion of the development, there would be an incremental increase in the number of pupils on the school roll and the numbers of staff over the next few years. The applicant has confirmed that the number of pupils on roll would not exceed 315 as a result of the proposed expansion, and the number of children within the school campus, during the school day would not exceed a total of 339 children (this figure includes the onsite "Madcaps" nursery). Similarly, there would be a gradual increase in staff numbers with these increasing from 29 FTE (Full time equivalents) to a total of 42.5 full time equivalent staff by 2025.
23. As noted a number of local residents have written to the County Council concerning this proposal and their main concerns relate to the possible impacts an increase in pupil and staff numbers would have on the surrounding highway network and in particular parent parking on streets in the vicinity of the school. Whilst these concerns are noted the Highways Officer has, following careful consideration, raised no objection to the proposal. The traffic issues and congestion during certain times of day during the school term are typical of many schools throughout the County, however, in this case it is accepted that the impacts are greatest on Willoughby Avenue. In order to help address and potentially mitigate these impacts it was suggested that the introduction of parking restrictions, involving consultation and implementation of Traffic Regulation Orders, could be pursued. Following discussions with the applicant they have agreed to cover the costs that would be required in the seeking and making

any such Order and accordingly agreed that if planning permission is granted then £4,500 would be paid by the applicant to the Highways department in order that those works could be secured.

24. The NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. This is not the case here and I am satisfied that the proposed development is acceptable and would not have a detrimental impact on highway safety or the surrounding highway network. Having taken into account the above, I am satisfied that this proposal would have a negligible impact on the general character of the local area and would not have an unreasonable impact upon residential amenity. I am also satisfied that the development would not have an adverse impact on the function or safety of the highway network, nor would it compromise the objectives of Policies EN1 and SP1 of the South Kesteven Core Strategy or SP6 and DE1 of the emerging South Kesteven Local Plan (South Kesteven Local Plan Consultative Draft Local Plan 2017) the aims of the NPPF.
25. The proposed development has been considered against Human Rights implications especially with regard to Article 8 – right to respect for private and family life and Protocol 1, Article 1 – protection of property and balancing the public interest and well – being of the community within these rights and the Council has had due regard to its public sector equality duty under Section 149 of the Equality Act 2010.

RECOMMENDATIONS

That planning permission be granted subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. The development shall be carried out strictly in accordance with the details set out in the following documents and plans except as may be modified by conditions of this permission:
 - Planning Application Form (date stamped received 6 September 2017), Design and Access Statement (date stamped received 11 September 2017) and School Travel Plan (date stamped received 16 October 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1121- Version A – Existing Site Plan (date stamped received 21 August 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1200- Version B – Proposed Site Plan (date stamped received 19 September 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1700- Version B – 3D Visuals Existing/Proposed (date stamped received 19 September 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1201- Version B – Proposed Ground Floor Plan (date stamped received 19 September 2017)

- Drawing No. 1078927-MOU-02-XX-DR-A-1202- Version C – Proposed Roof Plan (date stamped received 19 September 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1350- Version B – Proposed Elevations (date stamped received 19 September 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1300- Version A – Existing Elevations (date stamped received 21 August 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1131- Version B – Proposed AMP Plan (date stamped received 21 August 2017)
 - Drawing No. 1078927-MOU-02-XX-DR-A-1130- Existing AMP Plan (date stamped received 21 August 2017)
3. The temporary access hereby permitted for construction traffic shall be closed and the land reinstated to its former condition within 3 months of the occupation of the classroom.
 4. Prior to the commencement of development details of the areas allocated for on site parking of all contractors' vehicles shall be submitted for the written approval of the County Planning Authority. The details as approved shall be implemented in full for the duration of the construction period.

Reasons

1. This condition is required by Section 91 of the Town and Country Planning Act 1990.
2. To ensure the development is carried out in accordance with the approved details.
3. The access by reason of its temporary nature, would be inappropriate as a permanent feature of the school.
4. To prevent any vehicles related to the construction works parking or waiting on Queens Avenue to protect the amenities local residents Avenue could reasonable expect to enjoy.

Appendix

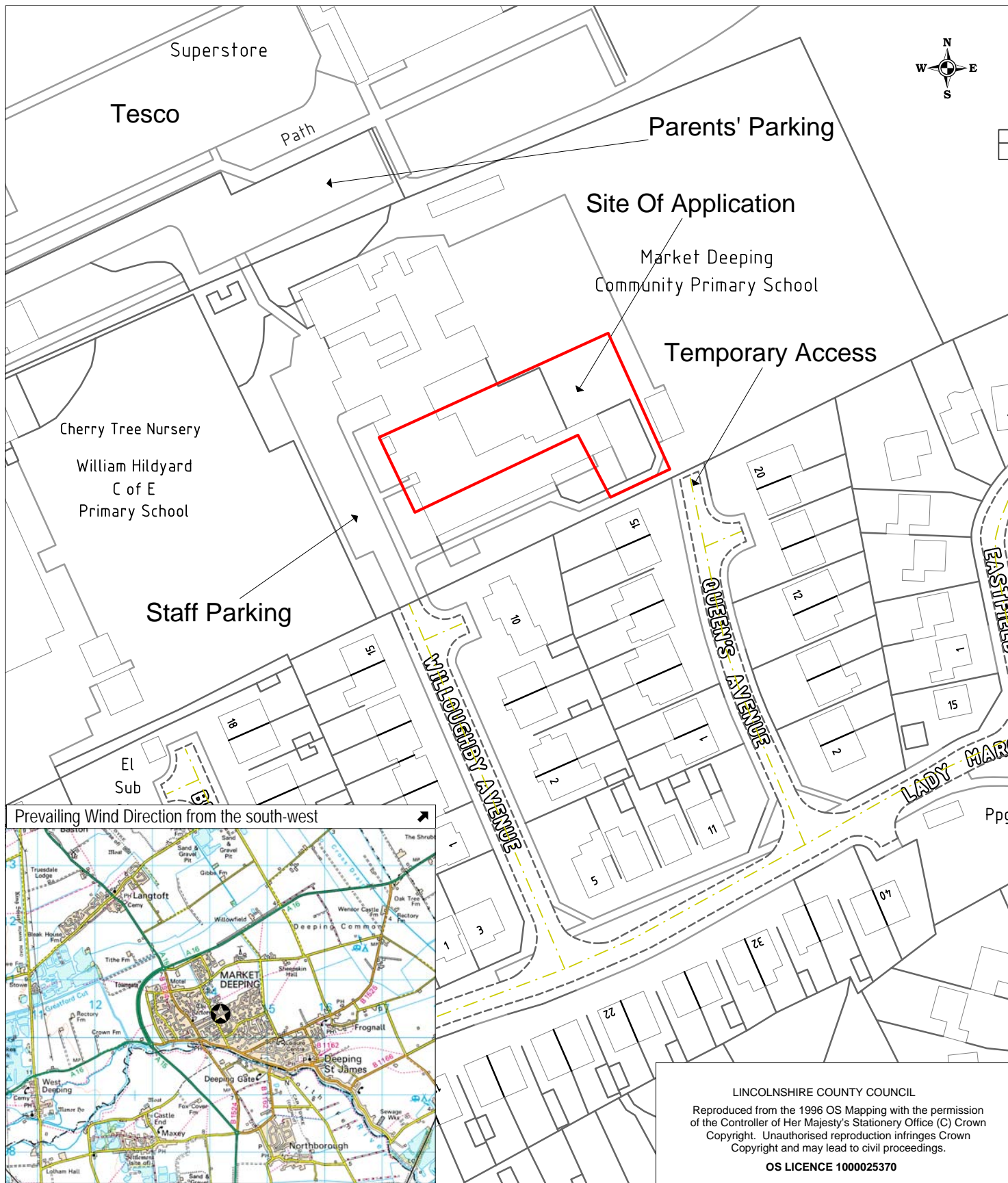
These are listed below and attached at the back of the report	
Appendix A	Committee Plan

Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Planning Application File S56/1927/17	Lincolnshire County Council, Lancaster House, 36 Orchard Street, Lincoln
National Planning Policy Framework (2012)	The Government's website www.gov.uk
Local Plan	South Kesteven Core Strategy (2010) www.southkesteven.gov.uk

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Location:

Market Deeping Community Primary School
 Willoughby Avenue
 Market Deeping

Application No: S56/1927/17

Scale: 1:1250

Description:

Application to erect a new hall and classroom extension and remodelling of existing accommodation

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