

REPORT OUTLINE FOR AREA PLANNING COMMITTEES

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| Date of Meeting | 11 th July 2018 |
| Application Number | 18/03233/FUL |
| Site Address | Priestly Primary School, Prince Charles Drive, Calne, Wiltshire, SN11 8TG |
| Proposal | Phased 8-classroom extension with ancillary rooms, new main entrance, enlarged staff room and associated external works. |
| Applicant | Wiltshire Council |
| Town/Parish Council | Calne Town Council |
| Electoral Division | Calne Central - Cllr Ian Thorn |
| Grid Ref | 400450, 170922 |
| Type of application | Full Planning |
| Case Officer | Rose Fox |

Reason for the application being considered by Committee

The application has been brought to committee in accordance with the Scheme of Delegation (updated 29 March 2018) which states that “*Applications submitted by Wiltshire Council will not be dealt with under delegated powers where an objection has been received raising material planning considerations.*” 3 objections have been received from members of the public in respect of a number of material planning considerations: neighbour amenity, design/appearance, drainage, highway safety, and ecology.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be approved.

2. Report Summary

The critical issues in the consideration of the application are as follows:

- Principle of Development
- Design/Character and Appearance of the Area
- Residential Amenity
- Highways and Parking
- Drainage
- Other material considerations

No objection has been raised by Calne Town Council. 3 representations have been received from members of the public in objection.

3. Site Description

The application site is comprises Priestly Primary School, which is located on the west side of Prince Charles Drive, within the built up area of Calne. The existing site comprises school buildings, games courts, sports pitches, soft/hard play and a forest school. There is also a Children's Centre and Nursery, and caretaker's bungalow on site. The site is bounded by residential development to the north, east and south, and a recreation ground to the west.

4. Planning History

N/12/00989/FUL - Two Storey Extension to Teaching Block – Approve with Conditions
N/10/03057/REG3 - Single Storey Extension to Childrens Centre and Glazed Link to Existing Primary School – Approved
N/06/07029/FCM - A New Detached Children's Centre, Including Play Areas And A Small Extension To The Existing Car Park Within The School Grounds – No Objection
N/01/01353/FUL - RETAIN EXISTING MOBILE CLASSROOM AND ERECTION OF NEW MOBILE CLASSROOM – Approved with Conditions (Nursery)
N/98/01052/FUL - ERECTION OF MOBILE UNIT MOBILE UNIT

5. The Proposal

The proposal is for an 8-classroom extension to an existing school, together with ancillary rooms, new main entrance, enlarged staff room and associated external works. The proposal is to adapt Priestly Primary School from a single form entry to a two form entry primary school. The current number of pupils at the school is 210.

The works are intended to be phased. The first phase will provide an additional 105 pupil places by September 2019 to create a 1.5 form entry through the addition of 4 classrooms (known as Phase 1 works). Phase 2 is to follow when there is pupil demand and funding, providing a further 105 pupil places and 4 additional classrooms (and internal alterations), resulting in enough classrooms required for a 2FE school. On completion of phase 2 there will be 420 pupils at the school in total.

As part of the phase 1 works, the car park will be extended from 26 to 46 parking spaces. This is inclusive of 4 parking spaces to be retained for the Children's Centre.

This application seeks permission for both phases.

6. Local Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act states that "*determination must be made in accordance with the plan unless material considerations indicate otherwise*". This is the starting point from a policy point of view. At the current time the

statutory development plan in respect of this application consists of the Wiltshire Core Strategy (WCS) (Adopted January 2015), the Calne Community Neighbourhood Plan (adopted February 2018) and the 'saved' policies of the North Wiltshire Local Plan (NWLP) 2011 (adopted June 2006). The following policies are relevant:

Wiltshire Core Strategy (Jan 2015):

Core Policy 1 (Settlement strategy)

Core Policy 2 (Delivery strategy)

Core Policy 8 (Spatial Strategy for the Calne Community Area)

Core Policy 41 (Sustainable construction and low-carbon energy)

Core Policy 50 (Biodiversity and Geodiversity)

Core Policy 57 (Ensuring high quality design and place shaping)

Core Policy 58 (Ensuring the Conservation of the Historic Environment)

Core policy 60 (Sustainable Transport)

Core Policy 61 (Transport and development)

Core Policy 62 (Development impacts on the transport network)

Core Policy 64 (Demand management)

Calne Community Neighbourhood Plan (February 2018):

Policy GA1 – Sustainable Transport

Policy GA2 – Highway Impact

Policy BE1 – Integration and Landscaping

Policy BE2 – Design Principles for Local Distinctiveness

Policy NE3 – Biodiversity

Policy NE4 – Energy Conservation

NWLP 2011 (June 2006):

Policy NE18 Noise and Pollution

National Planning Policy Framework (NPPF):

Paragraphs 14, 17 and 74; and

Section 1- Building a strong, competitive economy

Section 2- Ensuring the vitality of town centres

Section 7- Requiring good design

Section 8- Promoting healthy communities

Section 11- Conserving and enhancing the natural environment

7. Summary of consultation responses

Calne Town Council - No objections

Sport England: - No objection. The classroom element and car parking affects land incapable of forming part of a playing pitch and does not reduce the size of a playing pitch, result in the inability to use any playing pitch, reduce the sporting capacity of the playing field, result in the loss of other sporting provision, or prejudice the use of any remaining areas of playing field on the site. The MUGA is proposed on the existing playing field, but would meet an exception of the playing fields policy in that 'The proposed development is for an indoor or outdoor facility for sport, the provision of which

would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.'

Wiltshire Council Education – Support.

Highway Engineer – No objection subject to conditions for a construction method statement, details of the proposed temporary access and pathway and an informative re: licence being required for works to highway. The development will not have any significant impact on highway safety.

County Archaeologist – No comment

Drainage - Support subject to conditions requiring a surface water drainage strategy

Wessex Water – No objection subject to condition requiring a surface water drainage strategy

Wales & West Utilities – Gas pipes in area (*Officer comment: an informative can be added to contact Wales & West Utilities prior to commencement of works*)

Public Protection: - No objection subject to a condition for construction hours.

Tree Officer – No comment received

Ecology Officer - No objections – the proposal will not result in any significant adverse effects on protected habitats or species

8. Publicity

The application was advertised by site notice, neighbour notification letter and press notice.

3 representations have been received in objection.

Concerns/objections are summarised as follows (*Some officer comments included next to comments in this section if not covered in the subsequent section*):

Neighbour amenity

- Proximity of Phase 2 extension close to properties on Westerham Walk. It would crowd in houses and create high density built form. Pitched roof of extensions imposing and gives feeling of residents being hemmed in.
- Loss of privacy due to classrooms and sports courts so close to gardens. The field behind the boundary fence mainly only used in play times and this area will become more intensively used. Construction vehicles will impact privacy.
- Noise impact from the proposed games court, extension and bigger/busier school. The games court should be moved or rotated away from the houses. Construction works and traffic will cause noise and disruption for many months.

This should be restricted to reasonable weekday working hours and not on weekends.

- Suggested that other locations on the school site would not impact residential properties. Adjacent residents have not been considered.
- Balls from school are thrown into adjoining gardens (sometimes causing damage) and this is likely to increase with new sports courts – *Officer comment: Property damage is a civil issue, but it is not considered the application would significantly increase this problem.*
- Subsidence concerns due to close proximity of construction access with large vehicles and building works which are likely to cause considerable vibration. – *Officer comment: A Construction Method Statement would be secured by condition to address some of the construction concerns, but subsidence itself is a legal issue and not a material planning consideration.*

Design/Appearance

- Buildings not in keeping with existing school buildings. Introduces pitched roofs whereas existing school has flat roofs.
- Proposals would change the nature of the local area from peaceful setting surrounded by green space to a built up concrete heavy environment.
- Unsightly fencing to games court
- Loss of trees harmful

Drainage

- Vague plans for the drainage of storm water. Concerned that if large soakaways are created close to housing, they could act as a sump drawing water from beneath neighbouring properties, potentially contributing to subsidence.

Highway Safety

- Increased traffic movements associated with increased number of pupils will create highway safety issues on local roads. Suggests new school in or adjacent to one of the new housing areas.

Ecology

- Loss of trees harmful to wildlife
- Loss of open space to the detriment of the birds that regularly hunt there such as buzzards and red kites.

Other comments (*Officer comment: not material planning considerations*)

- Impact on value of property
- Loss of view

9. Planning Considerations

Principle of development

The proposed development seeks an extension to an existing school and to provide additional classrooms required to accommodate growth in Calne town. The principle of the development in such a context is supported.

The site contains a playing field and Paragraph 74 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

Sport England has been consulted and no objection has been raised. The extension and car park element of the proposal affects land incapable of forming part of a playing pitch and would not compromise the existing playing field. The proposed MUGA would be on the existing playing field, but would meet an exception of the playing fields policy in that *'The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.'* Consequently there is no conflict with policies in relation to playing fields.

Design considerations and impact on the character and appearance of the area

WCS Core Policy 57 states that a high standard of design is required in all new developments which must enhance local distinctiveness by relating positively to the existing pattern of development and townscape features in terms of building layouts, built form, height, mass, scale, building line, plot size elevational design, materials and streetscape. Proposals must also take account of the characteristics of the site and local context to deliver appropriate development which relates effectively to the immediate setting and wider character of the area.

The main extensions to the south would ultimately form a long rectangular extension, which is intended to be built in two phases. The extensions comprise a single storey building with two pitched roofs arranged in a parallel fashion either side of a central flat roof corridor. The walls would be finished in render, set beneath grey roof tiles, with aluminium windows. Rooflights are proposed to the flat roof corridor and the inside roof slope of the pitched roofs to utilise natural light and natural air movement for ventilation. External canopies are proposed to the sides of the extensions (and rear door) which would be finished in timber with glazing. There would be a glazed link connecting the new phase 1 extension to the wider school. A new school entrance building is proposed on the north side of the building which comprises a flat roof and substantial glazing. There will also be some minor extensions in north-west of the existing building to extend the staff room. There will be a number of internal changes as part of both phases of works. The proposals will improve wheelchair accessibility throughout the school.

It is understood the siting of the main extensions has been chosen with regard given to topography of the site, existing building layout, and adjoining uses (caretaker's bungalow to the east and the Children's Centre and playing field to the west). The chosen location to the south of the school is suggested by the applicant to be most practical, being close to the main hall.

The associated external works comprise a car park extension; new games courts (as shown on Phase 1 and 2 Site Plans), relocation of play equipment; amendment to the children's centre boundary and associated landscaping works.

The proposed siting, layout and design of the buildings and associated works as presented would appear to make a positive response to its context and setting to accord with Core Policy 57. The proposed extension overall scale (massing & height) as two single storey buildings would appear to respect the domestic scale of the neighbouring residential properties on the nearest boundary and is considered to have an acceptable impact on the visual amenities of the surrounding area.

Concern has been raised in respect of the appearance of the boundary treatment of the new games court. The agent has confirmed no boundary treatment is proposed, but it will be conditioned that any boundary treatment would have to be approved by the LPA if proposed in future, in the interests of this not being visually intrusive.

Effect on Amenity of Neighbours

Three neighbours (based on Westerham Walk to the south) have raised objections to the proposed southern extensions, most notably in respect of the phase 2 extension and new sports court. Concern has been raised in respect of the extensions being overbearing, loss of privacy due to proximity of extension and sports courts, noise from sports courts and general bigger/busier school, and disturbance from construction works and traffic – noise, vibration and privacy.

The submitted plans and cross-sections illustrate the massing and siting of the extensions in comparison to no. 50 Westerham Walk which is approximately 20m from the rear elevation of the extension to the boundary. The nearest neighbours (no 46) are approximately 14.5m from the ridgeline of the extension to the boundary wall. The proposed extensions are single storey, but the ridgelines of the roof will extend to approximately 7.3m. Whilst this is relatively high for a single storey building, the massing of the building is broken up by there being two pitched roofs which are separated by a central flat roof section. In addition, some excavation works will be undertaken in the area of the extensions to reduce the ground level (as shown on the sections).

The siting and massing of the proposed extensions are not considered to be adversely overbearing on the adjoining properties. Whilst the proposals would bring classrooms closer to the neighbouring properties and would be visible to them, it is not considered that the occupiers would suffer a loss of privacy as a result. There may be some increased noise from increased numbers of pupils, but Environmental Health have been

consulted and have raised no concerns that the level of noise would be harmful to neighbouring properties.

In respect of the levelling works, it is understood there will be some excess soil. In the event of planning permission being granted, it can be reasonably conditioned that the excess earth from each phase of works is removed from site prior to those phases being brought into use respectively.

In respect of construction disturbance, this would not be a material planning consideration sufficient to warrant refusal. However it will be conditioned that a Construction Method Statement is submitted to minimise detrimental effects to the neighbouring amenities during the construction period. This would cover details such as hours of construction (including deliveries), parking arrangements, location of plant and material, measures to control dirt and dust, etc. The Environmental Health Officer has suggested a condition to limit hours of construction but this will be covered under the Construction Method Statement rather than applied as a condition.

In the interests of neighbour amenity, the installation of lighting will be restricted by condition so that no external lights shall be installed without prior approval from the LPA in the interests of the amenities of the area. In addition, details of the play equipment proposed to be relocated will be secured by condition.

Highways and Parking

The Council's Highway Engineer does not consider the proposed development would have any significant impact on highway safety and as such raises no objection to the proposals. Planning conditions are recommended for a construction method statement, details of the proposed temporary access and pathway improvements to link to the adjoining recreation ground (in the interests of sustainable transport) and an informative in relation to a licence being required for any works to a public highway. Such conditions are considered to be reasonable in the event of planning permission being granted by the Committee.

It is also recommended that a suitable planning condition be imposed so as to ensure the required parking is provided prior to the occupation of phase 1. Such a condition will ensure there is adequate parking at the school throughout the development cycle.

Drainage

The site is in Flood Zone 1. There is no objection from the Drainage Officer or Wessex Water subject to a condition for a surface water drainage strategy prior to any works commencing, to ensure the site can be adequately drained.

Conclusion

It is concluded that the proposed school extension is well designed and would meet the needs of the growing population in Calne to provide additional primary school places. The proposal is considered to comply with policies CP1, CP2, CP8, CP50, CP57, CP58, CP60, CP61, CP62, CP64 of the WCS (Jan 2015); Policies GA1, GA2, BE1, BE2, NE3 and NE4 of the Calne Neighbourhood Plan (February 2018), Policy NE18 Noise and Pollution of the NWLP 2011 (June 2006) and paras 14, 17 and 74, and sections 1, 2, 7, 8 and 11 of the NPPF (March 2012). With no material planning considerations indicating otherwise, the application is recommended for approval.

RECOMMENDATION: That planning permission be GRANTED, subject to the following conditions:

Time limit:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

Approved plans:

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

Plans as received by the LPA 04/04/2018:

Site Location Plan (0001 Rev: A, dated: 29/03/18)

Existing Site Plan (0002 Rev: B, dated: 13/04/18)

Existing First Floor Plan (0202 Rev: A, dated: 29/03/18)

Existing Roof Plan (0206 Rev: A, dated: 29/03/18)

Plans as received by the LPA 29/06/2018:

Proposed Phase 1 Site Plan (0003 Rev: D, dated: 29/06/2018)

Proposed Phase 2 Site Plan (0004 Rev: E, dated: 29/06/2018)

Contractor access plan (0005 Rev: C, dated: 29/06/2018)

Children's Centre Boundary (0006 Rev: C, dated: 29/06/2018)

Existing Ground Floor Plan (0201 Rev: B, dated: 27/06/18)

Proposed Phase 1 Ground Floor Plan (0203 Rev: B, dated: 27/06/18)

Proposed Phase 2 Ground Floor Plan (0204 Rev: C, dated: 27/06/18)

Proposed Phase 1 & 2 First Floor Plans (0205 Rev: B, dated: 27/06/18)

Proposed Phase 1 Roof Plan (0207 Rev: B, dated: 27/06/18)

Proposed Phase 2 Roof Plan (0208 Rev: B, dated: 27/06/18)

Existing Elevations (2001 Rev: B, dated 13/04/18)

Proposed Phase 1 Elevations (2002 Rev: C, dated: 27/06/18)

Proposed Phase 2 Elevations (2003, Rev: B), dated: 27/06/18)

Existing and Proposed Site Section A-A (3001, Rev: B, dated: 27/06/18)

Existing and Proposed Site Section B-B (3002, Rev: B, dated: 27/06/18)
Existing and Proposed Site Section C-C (3003, Rev: B, dated: 27/06/18)
Existing and Proposed Site Section D-D (3004, Rev: B, dated: 27/06/18)

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

Amenity:

3. No development shall commence on phase 1 (including any works of demolition) until a Construction Method Statement (CMS) has been submitted to and approved in writing by the local planning authority.

The statement shall include details of the following:

- a) the parking of vehicles of site operatives and visitors;
- b) loading and unloading of plant and materials;
- c) storage of plant and materials used in constructing the development;
- d) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- e) wheel washing facilities;
- f) measures to control the emission of dust and dirt during construction;
- g) a scheme for recycling/disposing of waste resulting from demolition and construction works;
- h) measures for the protection of the natural environment;
- i) hours of construction, including deliveries

The approved Statement shall be adhered to throughout the construction period.

REASON: To minimise detrimental effects to the neighbouring amenities, the amenities of the area in general, detriment to the natural environment through risks of pollution and dangers to highway safety, during the construction period.

4. No development shall commence on phase 2 (including any works of demolition) until a Construction Method Statement (CMS) has been submitted to and approved in writing by the local planning authority.

The statement shall include details of the following:

- a) the parking of vehicles of site operatives and visitors;
- b) loading and unloading of plant and materials;
- c) storage of plant and materials used in constructing the development;
- d) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- e) wheel washing facilities;
- f) measures to control the emission of dust and dirt during construction;
- g) a scheme for recycling/disposing of waste resulting from demolition and construction works;
- h) measures for the protection of the natural environment;
- i) hours of construction, including deliveries

The approved Statement shall be adhered to throughout the construction period.

REASON: To minimise detrimental effects to the neighbouring amenities, the amenities of the area in general, detriment to the natural environment through risks of pollution and dangers to highway safety, during the construction period.

5. No external lighting shall be installed on site until plans showing the type of light appliance, the height and position of fitting, illumination levels and light spillage in accordance with the appropriate Environmental Zone standards set out by the Institute of Lighting Engineers in their publication "Guidance Notes for the Reduction of Obtrusive Light" (ILE, 2005)", have been submitted to and approved in writing by the Local Planning Authority. The approved lighting shall be installed and shall be maintained in accordance with the approved details and no additional external lighting shall be installed.

REASON: In the interests of the amenities of the area and to minimise unnecessary light spillage above and outside the development site.

6. The development hereby permitted shall not be first brought into use until details of the play equipment proposed for relocation has been submitted to and approved in writing by the Local Planning Authority.

REASON: In the interests of residential amenity.

7. The new games court as indicated on the Proposed Phase 2 Site Plan hereby permitted shall not be enclosed by any boundary treatment unless this has been submitted to and approved in writing by the Local Planning Authority.

REASON: In the interests of residential and visual amenity.

8. No part of the relevant phases (1 or 2) shall be first brought into use until all the excess cut and fill from the levelling works related to that phase has been removed from the site.

REASON: In the interests of the character and appearance of the area and neighbouring amenities.

Highways:

9. No development shall commence on site until details of the proposed temporary site access have been submitted to and approved in writing by the local planning authority. The temporary access shall be constructed in accordance with the approved details. No later than one month after the new development is first brought into use, the temporary access shall be removed and the verge/footway crossing

reinstated in accordance with details which shall have been submitted to and approved in writing by the local planning authority.

REASON: In the interests of highway safety.

10. Prior to the first occupation of phase 1 of development, the proposed parking areas (as demonstrated on Proposed Phase 1 Site Plan 0003 Rev D) must be consolidated, surfaced and laid out in accordance with the approved details. The parking areas shall be maintained and remain available for this use at all times thereafter.

REASON: To ensure that adequate provision is made for parking within the site in the interests of highway safety.

11. Prior to the first occupation of the development hereby permitted, the footpath to the Western edge of the site shall be improved to form a 2.5m wide shared use surface, linking to the town recreation ground to the West of the site. The shared used path shall be completed in accordance with plans which shall have been submitted to and agreed in writing by the Local Planning Authority beforehand.

REASON: In the interests of promoting sustainable transport by the improving access to the school via means other than by the private car in accordance with Core Policies 60 & 61 of the Wiltshire Core Strategy.

Drainage:

12. No development shall commence on site until a scheme for the discharge of surface water from the site (including surface water from the access / driveway), incorporating sustainable drainage details together with permeability test results to BRE365, has been submitted to and approved in writing by the Local Planning Authority.

REASON: To ensure that the development can be adequately drained.

13. The development shall not be first brought into use until surface water drainage has been constructed in accordance with the approved scheme.

REASON: To ensure that the development can be adequately drained.

INFORMATIVES:

Wales and West Utilities gas pipelines may be affected and at risk during construction and you must contact Sophie Dawkins on 02920 278912 before starting any work.

The consent hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a licence will be required from the local highway authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. Please contact the Council's Vehicle Crossing Team on vehicleaccess@wiltshire.gov.uk and/or 01225 713352.

The applicant should note that the grant of planning permission does not include any separate permission which may be needed to erect a structure in the vicinity of a public sewer. Such permission should be sought direct from Thames Water Utilities Ltd / Wessex Water Services Ltd. Buildings are not normally allowed within 3.0 metres of a Public Sewer although this may vary depending on the size, depth, strategic importance, available access and the ground conditions appertaining to the sewer in question.

The applicant is requested to note that this permission does not affect any private property rights and therefore does not authorise the carrying out of any work on land outside their control. If such works are required it will be necessary for the applicant to obtain the landowners consent before such works commence.

If you intend carrying out works in the vicinity of the site boundary, you are also advised that it may be expedient to seek your own advice with regard to the requirements of the Party Wall Act 1996.

Please note that Council offices do not have the facility to receive material samples. Please deliver material samples to site and inform the Planning Officer where they are to be found.

Any alterations to the approved plans, brought about by compliance with Building Regulations or any other reason must first be agreed in writing with the Local Planning Authority before commencement of work.