



19 January 2016

Agenda Item:

REPORT OF CORPORATE DIRECTOR – PLACE

BROXTOWE DISTRICT REF. NO.: 5/15/00737/CCR

PROPOSAL: ERECTION OF SINGLE STOREY THREE-CLASSROOM KEY STAGE 1 (KS1) EXTENSION. ERECTION OF TWO STOREY TWO-CLASSROOM KS2 EXTENSION. ADDITIONAL PARKING SPACES AND ASSOCIATED LANDSCAPING WORKS

LOCATION: COLLEGE HOUSE JUNIOR SCHOOL, CATOR LANE, CHILWELL

APPLICANT: NCC CHILDREN, FAMILIES AND CULTURAL SERVICES

Purpose of Report

1. To consider a planning application for a three-classroom single storey extension and two-classroom two-storey extension with additional car parking and associated landscape works at College House Junior School, Cator Lane, Chilwell. The key issues relate to traffic associated with the school expansion and the visual impact of the two-storey extension. The recommendation is to grant planning permission subject to the conditions set out in Appendix 2.

The Site and Surroundings

2. College House Junior School is located to the north of High Road (B6464), Chilwell 1.2km to the south-west of Beeston town centre, and is bounded to the west by Cator Lane, Gwenbook Road to the north-west and College Road to the east. The area is principally residential in character with commercial development on High Road.
3. Meadow Lane Infant School is located 200m to the south-east of the application site and is a Key Stage (KS) 1 feeder school for College House Junior School. Central College, expanded through planning permissions granted by Broxtowe Borough Council from 2003 onwards, is located approximately 300m to the north-east along High Road. The Phase 2 NET tramline linking Nottingham city centre to Toton Lane opened in August 2015 and crosses Cator Lane 350m to the north-west of the application site. A Grade II listed building (Ferndale Cottage) and Chilwell conservation area lie to the south-west of the site. There are non-designated heritage assets on College Road, including College House which lies immediately to the north of the teaching wing of the school (Plan 1).
4. Gwenbrook Road, which leads to Gwenbrook Avenue, is a cul-de-sac. Gwenbrook Avenue is linked to Lime Grove Avenue by a public footpath (Beeston FP91), which runs to connect to College Road at the end of the

highway. College Road and Lime Grove Avenue are subject to a Resident Only parking scheme. Parking on the school frontage to Cator Lane is restricted on both sides of the carriageway, with no parking allowed between 08:00-18:00 hours. The junction of Cator Lane and Gwenbrook Road is protected by double yellow lines. The school place 'No Waiting' cones on the north side of Gwenbrook Road opposite the vehicular and pedestrian entrance to the school at school times. Parking restrictions in the vicinity of the site are shown on Plan 2.

5. Vehicular access to the school is from Gwenbrook Road close to the junction with Cator Lane, with an adjacent gate providing pedestrian access to the site. Pedestrian access is also gained from Cator Lane and at the northern end of College Road. The carriageway on Cator Lane has been reduced in width close to the school pedestrian access gate with traffic calming vertical deflection (speed humps) across the full width of the carriageway either side of the school entrance. Both High Road and Cator Lane are bus routes with stops close to the school (Plan 3).
6. The two-storey school building dating from the early 1950s has a linear layout with classrooms provided at the eastern end of the building. Areas of outdoor hard play are provided to the north, with playing field extending 85m to High Road to the south. At closest, the two-storey building, 7.6m in height, lies 6.5m from the College Road boundary and 21m from the front elevation of semi-detached houses on the north-east side of College Road. College House, a large villa property, lies to the north of the teaching wing. A corridor runs along the north side of the school building. College House is not overlooked from within the school, with the first floor windows to a stairwell 28.5m, and pupil toilets 32m from the closest façade. The rear garden of College House is enclosed by a 1.8m high timber fence, screening views into the garden from the adjacent outdoor hard play area. However, the property is elevated and ground floor windows can be seen at College House from greater distance within the play area.
7. The Junior School has a Published Admission Number (PAN) of 80 (net capacity of 320 places) and at October 2015 (date of the application) had 274 children on roll. The school operates a school day from 08:55-15:30 hours, with pre-school provision offered by a separate provider from 07:00-08:45 hours, and after-school provision until 18:00 hours. The school currently employs 35 staff comprising 10 full-time and 25 part-time members of staff, with a total of 21 travelling to school by car. Four kitchen staff and eight staff supervising pre-school and after school clubs are also employed.
8. The school has seven marked parking spaces, including one disability parking space, for staff and visitors adjacent to the Gwenbrook Road entrance with other areas used to park a further two cars. Although not formally marked, the area immediately to the south of the school hall provides parking for 16 cars. Vehicles have to park at 45⁰ to the building and need to reverse along the frontage of the building before leaving in a forward gear.
9. Fifteen cycle spaces for students are provided beneath a shelter in the outdoor play area to the north of the school building. No provision is made for staff cycle parking.

Proposed Development

Background

10. The Education Statement supporting the application draws attention to increasing birth rates in recent years having increased demand for school places. Smaller cohorts of older school children are being replaced by larger groups at first admission. College House Junior School lies within the Beeston primary school planning area and has been identified as a pressure point requiring additional school places to be provided. Round Hill Primary School and John Clifford Primary School, also in the Beeston primary school planning area have recently been expanded.
11. Meadow Lane Infant School is the KS1 feeder school for College House Junior School. Meadow Lane Infant School has a PAN of 70 and net capacity of 210 places, with projected demand for 229 school places in 2015/16. The Infant School site is fully developed and is not suitable to be further expanded to provide KS1 places. It is proposed that College House Junior School would become a Primary School with a PAN of 30 pupils in September 2016. This would allow Meadow Lane Infant School to operate with a more manageable reduced PAN.
12. As the additional pupils move through the school, additional places at KS2 would be required to accommodate the pupils at Meadow Lane Infant School moving from KS1 to KS2, as well as the same cohort moving from KS1 to KS2 at College House. In a second phase of development, a two-storey extension would be built to provide additional KS2 places by September 2018. After seven years when the expanded intake has moved through the school, there would be 90 children at KS1 and an additional 120 children at KS 2 above the present the College House Junior School capacity.

Proposal

13. Planning permission is sought for the erection of additional classrooms in two phases of development. In Phase 1 a three-classroom KS1 extension would be located centrally on the south elevation of the school with a footprint 21.4m varying by 9.8m to 11.0m in depth (Plan 4 and Plan 5). The siting of the building, which would result in the loss of two parking spaces, would create an external courtyard break-out space between the proposed extension and existing school.
14. Ground levels in front of the building would be raised by up to 0.6m to provide a level outdoor play area. The building would be a maximum of 4.4m in height (5.0m above existing ground level) (Plan 6). The siting of the building and raising of ground levels would require the removal of five young and two early mature trees (all Category B). A path would be provided between the pedestrian entrance gate on Cator Lane and the proposed KS1 building, which would pass through a tree group and require the removal of one Category C tree.
15. Wings projecting forward of either end of the building would support an oversailing roof and would be reflective of the design of the existing two-storey teaching wing.
16. The building would be faced with render above a brick plinth with either a felt or single ply membrane roof. Window frames and doors would be of powder

coated metal construction and coloured white. Photovoltaics (PVs) would be mounted on the roof.

17. In Phase 2 of the development a two-storey extension would provide an additional classroom at both ground and first floor. The extension, sited at the eastern end of the building to the north of the school corridor, would have a footprint 9m x 7.5m with the longer elevation facing College Road (Plan 4 and Plan 7). Three porthole windows would be formed at ground floor level facing College Road. Recessed brickwork at either end of the north-west facing elevation would wrap round the corner of the building fronting College Road (Plan 8).
18. The extension at closest would be 22.5m from the facing house on College Road (2m greater than the distance of the existing two-storey building), and 28.5m from College House. The extension would be 7.2m in height, 0.4m lower than the maximum height of the existing teaching wing. The principal windows to the classrooms, extending from floor to ceiling, would face west at an oblique angle so as not to face towards College House (Plan 8). Roof light windows would provide additional natural light to the first floor classroom. The extension would be faced with brick with either a felt or single ply membrane roof. Window frames and doors would be of white powder coated metal construction.
19. A boundary fence which follows the line of a former access/turning area would be re-aligned to run in a straight line on the frontage to College Road. Three trees would be planted within the newly enclosed area between the KS2 extension and College Road.
20. Both the KS1 and KS2 extensions would incorporate sustainable features in their design: high levels of insulation; low maintenance materials; high efficiency mechanical equipment; efficient boiler; natural light and ventilation; and low flush toilets.
21. School start and finish times would remain as at present. Ten additional full time staff would be employed (for the completed two phases of development). Pupil numbers would increase in successive years, potentially rising to 530 by 2023/24. The existing car park immediately inside the vehicular access gate would be enlarged. A retaining wall to the adjacent hard play area would be set back by 3.5m and a landscaped area would be reduced in size, which in addition to car parking spaces being marked adjacent to the school building, would provide 19 parking spaces and one disability parking space for staff and visitors. Taking into consideration the two spaces lost by the construction of the KS1 extension, the proposal would result in a net increase of nine parking spaces (Plan 9). The remainder of the parking area to the south of the school hall would be unaltered and would accommodate 14 cars.
22. In addition to current cycle provision which would remain, 20 cycle spaces would be provided in a covered shelter adjacent to the existing cycle parking area, 10 cycle spaces would be provided in a covered shelter adjacent to the KS1 entrance to the building, and a further eight covered cycle spaces for staff and visitors would be provided adjacent to the building main entrance.
23. The pedestrian access gate adjacent to the vehicular access from Gwenbrook Road would give direct access to the outdoor hard play area as at present. A

marked pedestrian route crossing the school car park between the Cator Lane pedestrian entrance and the main school building entrance would be provided.

24. College House Junior School has identified the following matters to be pursued in the development of a School Travel Plan Action Plan: environmental education; raising awareness of environmental problems that can be caused by car journeys; reducing travel by vehicle to and from school; promoting car sharing; raising awareness of parents of the issues of travel to school; opportunities to walk, cycle or using public transport; and the reduction of congestion around the school.

Consultations

25. **Broxtowe Borough Council** – No objection. *The proposal would be in line with National Planning Policy Framework (NPPF) Section 8 Promoting Healthy Communities which advises that great weight should be given to the need to expand schools. Ensuring schools are fit for purpose and that sufficient school places are available to meet community needs is supported.*
26. *The Phase 1 front extension would add interest to the elevation which overlooks playing field and forms part of an important view from High Road. The Phase 1 extension would develop the relationship between the hall and the classroom block. The two storey Phase 2 extension appears sympathetically related to the existing building.*
27. *The extensions would result in no significant encroachment on to playground or playing field areas. However, the close proximity of the constructions and new glazing could result in ball games and activities being moved further away.*
28. **NCC Highways Development Control** – No objection subject to highway conditions to control construction deliveries and working hours; the submission of a Travel Action Plan; timely provision of areas of new car parking; cycle provision; submission of a Travel Plan and subsequent annual reviews; review of the Cator Lane school safety zone; and the reinstatement of footway on College Road.
29. *The vehicle generation and off street parking demand in association with the development is based on the total number of pupils increasing from a maximum capacity of 320 to 530. There would be a maximum of 10 additional staff. The increase in the capacity of the school is to be carried out in two phases, so pupil and staff numbers would be increasing incrementally towards full occupation.*
30. *The car park is being increased by nine spaces and manoeuvring areas for vehicles are being improved. The Highway Authority considers that the improvements to the parking area would be satisfactory to accommodate the likely increases in staff and visitors.*
31. *An assessment of the existing spread of vehicle parking on the highway network associated with the school is included as part of the Transport Statement. This was undertaken during the afternoon pick-up time, as vehicles tend to be parked for a longer period than in the mornings. The results indicate that a number of streets in the vicinity of the school are used to park, and that this occurs at least 20 minutes before school closing time. The majority of vehicles then leave after*

picking up children, and the roads are back to normal by about 15 minutes after school closing time.

- 32. The roads in the vicinity of the site were found to be satisfactory to accommodate the current number of vehicles currently associated with parents dropping-off and picking-up pupils. The document identifies that there are sufficient lengths of residential carriageway to be able to cope with the anticipated demand for short stay parking following the school being extended.*
- 33. The Transport Statement has assessed personal injury collision statistics in the vicinity of the school. There have been a number of incidents on roads surrounding the site, however the number which have occurred is not abnormally high. The data indicates that there has been a significant number of pedal cycles involved, however all the circumstances/manoeuvres differ. It should be noted that there were two additional incidents which occurred on 21/9/15 which have been taken into account in the overall assessment of the existing situation. Having assessed the circumstances of each case, there is no discernable pattern. None involved school-aged casualties. Taking this into account, the Highway Authority considers that there is not a safety issue associated with the school at drop-off or pick-up times.*
- 34. It has been identified that there can be an issue with vehicles parking/pulling-up on the junction of Cator Lane and Gwenbrook Road. Although this junction has parking restrictions, there seem to be occasions where the road markings are ignored. It would also appear that the school put out keep-clear bollards on the road opposite the vehicle access. In order to provide extra protection for the junction, and to provide a satisfactory width of road outside the school, the Highway Authority recommends that a scheme incorporating bollards is provided in the footway around the junction radii, either side of the tactile paving. It is also recommended that the double yellow lines are extended over the area where the bollards are placed on the northern side of Gwenbrook Road. This would provide significant safety improvements for pedestrians crossing the junction, and also for vehicles advancing out from Gwenbrook Road to Cator Lane. It is recommended that the plans are updated to incorporate the junction protection scheme and lining scheme. Failing this, it is recommended that a condition requiring the submission of a safety improvement scheme is attached to any approval. Alternatively, the double yellow lines can be assessed as part of a school safety zone review. It should be noted that the extension to the double yellow lines would require a Traffic Regulation Order.*
- 35. It is recommended that the School Travel Plan is updated to take into account the additional staff and pupil numbers associated with the school, and the improved sustainable transport links [tram] in the vicinity of the site. A condition is recommended to require the travel plan to be kept up to date, monitored and acted upon.*
- 36. As part of the development, the fence on College Road is proposed to be re-aligned along the highway boundary. As the area in question is not public highway, there is no objection in principle to this alteration although the former access area should be reinstated as footway. This would either require the County Council to carry out the works, or the applicant to enter a s278 agreement with the Highway Authority [Highways Act 1980].*

37. *Taking into account the above, the proposal will result in a significant number of additional vehicles associated with parents dropping off and picking up pupils at school opening and closing times. It is acknowledged that this is going to be of concern to residents in the vicinity of the school, but the time period over which this occurs is relatively brief. The surrounding highway network can accommodate the additional parked vehicles associated with the dropping-off or picking-up of children, so subsequently, it is considered that additional vehicles generated by the extended school would not be to the detriment of highway or pedestrian safety. By updating the School Travel Plan and acting upon what it identifies, would help encourage visits to the site by sustainable modes of transport, thereby reducing the reliance on the private motor vehicle and as a result help to reduce car usage.*
38. **NCC Road Safety Team** – A separate response has not been received although Highway Safety is considered in the Highways Development Control consultation response.
39. **NCC Design Services** – No objection. *The proposals appear well thought through and offer a sensitive solution to the need for school places without compromising the existing building and site.*
40. *The site [for the school expansion] has been determined by local need with no alternative sites able to fulfil the demographic demand for school places. The location of the extensions leave the stronger architectural elements of the existing building intact. The KS1 extension is well integrated into the main front elevation. The detailing is consistent and is sensitively handled to harmonise with the existing school. A raked side wall reflects the existing geometry.*
41. *The KS2 extension to the rear is less prominent but also shares the palette of geometry, details and materials to ensure a satisfactory fit with the existing building. The horizontal emphasis on the fenestration pattern with narrow sections and concealed casements, along with deep fascia boards, match well with the existing. The location allows good internal and external circulation. Both extensions are designed to reduce visual and operational impact on immediate neighbours. New tree screening will enhance the boundary with College Road.*
42. *The net gain in car parking spaces should improve on-site parking. Cycle parking is also increased beyond that required by the additional school places.*
43. **NCC Built Heritage Team** – No objection subject to careful consideration of materials and colours. *The proposals identify that the site is close to the boundary of the designated conservation area of Chilwell, several non-designated heritage assets and a Grade II listed building. The proposed extensions are not within the visual setting of the listed building and will have no effect on this heritage asset or its setting. The KS2 extension is situated in a corner close to two adjacent non-designated heritage assets and will be seen in views of these buildings. The extension has been carefully considered and will not impact negatively on the setting of the non-designated heritage assets.*
44. *The KS1 extension affects the main elevation of the school and will be visible from within the conservation area and in views of the conservation area when travelling from the south or east. The architecture of the school is of a distinctive early post war Modernist style with a two storey hall to the west that has a particularly strong architectural presence when viewed from the south. The*

planning statement and design and access statement show that the architectural quality of the existing building has been carefully considered during the planning of the proposed extension. The proposed extension retains the clear views through to the two storey hall and is located where it will obscure a section of the elevation that is less strong.

45. *The design of the KS1 extension is carefully considered to include details that harmonise and reflect the Modernist architecture of the original building. The main fenestration, framed with a strong roof and projecting side walls, will make a distinctive impression and, subject to the careful consideration of the materials and colours, this should be a suitable and complementary addition to the elevation of the building.*
46. *The car parking component of the proposals will have no impact on any built heritage interest identified.*
47. **Sport England** – *No objection. The proposed development results in a minor encroachment onto the playing field. However, having considered the nature of the playing field and its ability to accommodate a range of pitches, it is not considered that the development would reduce the sporting capability of the site.*
48. **NCC Nature Conservation Team** - *No objection subject to a condition that vegetation clearance is to take place outside the bird nesting season. As recommended in the Extended Phase 1 Habitat Survey, any amphibians or hedgehogs found during site clearance works or in excavations should be removed from the working area by hand and placed in a safe location elsewhere on site.*
49. **NCC Land Reclamation Team** – *No objection subject to a condition to require a watching brief for unexpected contamination that may be encountered. Recommendations within the site investigation report should be followed.*
50. **NCC Project Engineer (Noise)** – *No objection subject to a noise condition to control the timing of deliveries and construction work. There is already an established use of the site by the school over many years and the proposals are not expected to significantly alter the existing noise climate. The proposals are not expected to cause an adverse noise impact at nearby properties.*
51. *The development would increase the overall pupil capacity at the school by approximately 50%. The majority of the increase would be accommodated in three new infant classrooms to be located to the south of the existing school building. A new outdoor play space would be provided adjacent to the new infant classrooms which are located well away from nearby properties; and so activity noise generated in this area is not expected to give rise to an adverse noise impact.*
52. *A further two junior classrooms are proposed to the north of the school building adjacent to the existing junior hard play area which is in close proximity to residential properties. The increase in pupil numbers using this particular play area would be below 50%. In context, a doubling of pupil numbers would give rise to an increase in external activity noise levels of approximately 3dB which is widely accepted as the minimum perceptible*

increase of an existing noise source by the human ear. An increase of <50% (<2dB) is unlikely to be perceptible at the nearest property.

53. **NCC Flood Risk Management Team** – No objection subject to a surface water drainage condition. *The ground investigation suggests that infiltration drainage may be possible. Site drainage should be in accordance with sustainable drainage principles.*
54. **National Grid (Gas)** - No objection. *National Grid has identified apparatus on the application site.*
55. **NCC Landscape Team, Police Force Architectural Liaison Officer, Severn Trent Water Limited, Western Power Distribution** – No response received. Any response received shall be orally reported.

Publicity

56. The application has been publicised by means of site notices and neighbour notification letters sent to the nearest occupiers in accordance with the County Council's adopted Statement of Community Involvement Review.
57. Nine letters of representation have been received from local residents. One resident of College Road raises no objection in principle to the enlargement of the school. Two residents of College Road are happy that proposed tree planting would provide screening /mitigate loss of privacy.
58. The following objections/concerns have been raised:

Need

- a) School places could be provided elsewhere. The supporting Education Statement identifies schools locally where places exceed demand.

Inadequate Transport Statement

- b) The Transport Statement uses baseline data from a survey in September 2014 when major through roads were closed due to tram works. September 2014 and September 2015 traffic flow data is not compared. Morning drop-off is not analysed in the Transport Statement. Likely traffic generated has been under-estimated.
- c) The Travel Plan (2008) is outdated, but has been updated through a September 2015 survey.
- d) A proactive plan is required to manage future journeys. There is no proactive provision for drop-off zones, park-and-walk, or other form of intervention.

Road Safety

- e) Obstruction to visibility emerging from College Road on to High Road (2). High Road has become dangerous since the completion of tram works, with unrestricted parking narrowing the highway and impacting on

junction visibility. Expansion of the school will worsen highway safety (3) on Cator Lane.

- f) Danger on Cator Lane at school drop-off/pick-up time (2). Recent serious accident (2).

Traffic Impact on Residents

- g) School traffic impacts on residents. Disregard for resident parking scheme (2). Most roads around the school are resident parking.
- h) Inconsiderate parking on College Road/blocking drives (3)/abuse from drivers (2). Parent parking causes inconvenience to residents of Groveside Avenue and Groveside Road.
- i) On-street parking is a burden to local residents and will spread further afield.
- j) Increase in vehicle and pedestrian traffic needs to be managed. Travel plan/sustainable travel alternatives will not work.
- k) Alternatives are suggested:
- Build on the playing field with access from High Road, provide a drop-off/pick-up waiting area and relocate the pedestrian access points.
 - Parking could be provided around the Cator Lane tram stop with children walked to school.
 - Resident only parking should be introduced during drop-off and pick-up times.
- l) Expansion of Central College has led to significant traffic impact and negative impact on the local community and resident quality of life.

Parking

- m) Parking is a danger and impacts on through traffic (2). On-street parking on High Road and the vicinity is used by commuters and those attending Castle College (2). Parking on Cator Lane obstructs through flow of traffic (2).
- n) Local impact on traffic and parking. Available parking is saturated without either phase of expansion.
- o) A 46%-75% increase in street parking during the afternoon pick-up period is significant.

Amenity

- p) The scale of expansion is inappropriate. Are facilities being increased as well as the number of classrooms?

- q) The KS2 extension will have an overbearing impact. Loss of light. Concern how the KS2 extension will fit with the remainder of the north-west elevation.
- r) Loss of privacy (2). Windows in the KS2 extension should be turned to face west rather than north-west to avoid overlooking of the adjoining garden.
- s) Current outdoor noise impact has a negative impact.

Construction

- t) Detrimental impact on quality of life (2). Construction activity in the locality, including the tram, has been a source of prolonged loss of amenity. College Road would be used as a construction access. Work takes place in school holidays which is the only period of relief from school traffic.
 - u) The impacts of construction to minimise disruption, noise and pollution need to be controlled (reference to Article 8 of the Human Rights Act).
59. Councillor Richard Jackson and Councillor Dr John Doddy have been notified of the application.
60. The issues raised are considered in the Observations Section of this report.

Observations

Strategic Education Provision

61. The proposal would result in a change in the character of College House Junior School. In addition to expanding the existing KS2 through the addition of additional classrooms in Phase 2, the school would help meet demand for KS1 places by accommodating 30 children each year at first admission. Other schools in the Beeston primary planning area have expanded in recent years, with additional capacity provided at John Clifford Primary School and Round Hill Primary School as part of the Basic Needs programme 2015. With reference to the representation reported at Paragraph 58a), the supporting Education Statement identifies an overall deficit of school places by 2017/18. The KS1 feeder school for College House Junior School, Meadow Lane Infant School, is unsuitable for further expansion and the application has demonstrated a justification for the provision of additional KS1 school places to meet the needs of the local community. Whilst initial provision would be made at KS1, a corresponding demand for additional KS2 places will arise in subsequent years that would be addressed through the proposed Phase 2 extension.
62. College House Junior School does not currently operate at its full capacity of 320 places, based on the current PAN. Following the completion of both phases of development a potential total of 530 children could be accommodated, which would be a 66% increase of the maximum number of children at the College House Junior School site. The expansion is a first step in a longer-term review of how College House Junior School and Meadow

Lane Infant School can work together whilst providing much needed additional school capacity for families in the area. Whilst only five additional classrooms would be provided, additional teaching space for the expansion would be provided through internal reorganisation, along with associated spaces for the delivery of the school curriculum (Paragraph 58p)).

63. Great importance is attached to ensuring that sufficient choice of school places is available to meet the needs of new and existing communities in NPPF *Promoting Healthy Communities* (Paragraph 72). Great weight should be given to the need to create, expand or alter schools. In a letter to Chief Planning Officers, the Secretary of State for Communities and Local Government has stated that there should be a presumption in favour of the development of state-funded schools and the delivery of development that has a positive impact on the community (Appendix 1). In determining this application, consideration needs to be given to whether the proposed development would give rise to significant harm that could not be mitigated through the imposition of conditions.

Highway Impact, Traffic and Movement

64. NPPF *Promoting Sustainable Transport* Paragraph 32 advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
65. Broxtowe Local Plan (2004) Saved Policy (BLP) Policy RC2 – *Community and Education Facilities* will permit development that would be well located for the community and accessible by public transport with appropriate provision made for vehicle parking and highway safety.
66. Broxtowe Aligned Core Strategy (September 2014) (BACS) Policy 14 - *Managing Travel Demand* seeks to secure development in the most accessible locations, and amongst other criteria, provision of facilities for cycling. BLP Policy T11 – *Guidance for Parking Provision* requires appropriate provision to be made for vehicle parking and servicing, while BLP Policy T12 – *Facilities for People with Limited Mobility* requires the layout and design to provide for convenient and safe access for people with limited mobility.
67. Ten additional staff would be employed and a net increase of nine parking spaces through expansion of the school car park is proposed. It is considered that the proposed increase in school parking would be suitable to meet the operational needs of the school and the development would be satisfactory in compliance with BLP Policy T11 – *Guidance for Parking Provision*. Disability parking would be provided close to the main entrance to the school building and is considered to be acceptable in compliance with BLP Policy T12 – *Facilities for People with Limited Mobility*.
68. Whilst on-street parking can be an inconvenience to residents, parking impacts at the beginning and the end of the school day are relatively short lived. Parking should not worsen on College Road where a resident parking scheme and other enforceable parking restrictions are in place. The school can help with the management of parking issues close to the school through education and implementation of a School Travel Plan. Although the current School Travel Plan has been submitted, it dates from 2008 and does not reflect the proposed change that would arise through the proposed addition of

KS1 children. The first stage of developing a School Travel Plan is the identification of relevant issues in a Travel Plan Action Plan and the submitted objectives of the Travel Plan Action Plan (Paragraph 24) are considered to be appropriate. A robust School Travel Plan that is both deliverable and enforceable would maximise the use of non-car modes of transport. The school is best positioned to influence parent behaviour. It is recommended that education relating to sustainable travel; safe travel to school; demand for, and future provision of additional covered cycle spaces; safe student drop-off and pick-up; and considerate parent parking are identified as relevant targets (Condition 20).

69. The NCC Highways Development Control consultation response has identified improvements that can be made to pedestrian safety. The introduction of bollards on the footway at the junction of Gwenbrook Road and Cator Lane would reinforce protection of the junction and an extension of double yellow lines on the north side of Gwenbrook Road would further safeguard pedestrian safety. Extending double yellow lines on Gwenbrook Road would be the subject of a Traffic Regulation Order and separate statutory process and it is considered that the improvements at the junction should be considered a part of a wider review of the School Zone on Cator Lane (Condition 22 and Note 4). The applicant has confirmed that any highway works to fulfil the planning condition would be fully funded by the project.
70. It has been suggested that new development could take place on the playing field, accessed from High Road with a drop-off/pick-up waiting area provided within the site (Paragraph 58k)). The provision of on-site parent parking would be likely to encourage parents to drive to school, contrary to sustainable travel objectives. Permitting parents to drive onto the site would potentially increase risk of conflict between pedestrians and vehicles and should not be encouraged. Development of the playing field is considered at Paragraph 81.

Amenity Impact of Traffic

71. The proposed development would likely to increase traffic using the nearby highway network at the beginning and end of the school day. Having regard to the assessed traffic impact and capacity for additional parking to take place on residential roads, it is considered that the development would not unacceptably alter the character of the area immediately adjacent to the school, although the impact of on-street parking may extend further afield. On-street parking on roads not subject to parking restrictions may be an inconvenience to residents but it is considered that the parking of cars on the public highway for relatively short periods on weekdays during school terms would not cause significant detriment to residential amenity such that permission should be refused.
72. Residents have drawn attention to the impact of development of Central College (Paragraph 58 l)), but the Highways Development Control response identifies that there is capacity for parking to take place on the highway network in the vicinity of the school. Those parents who do bring or collect children by car are likely to want to park as close to the school as possible. However, the majority of College Road is restricted to permit-only parking and subject to compliance with the parking restrictions the proposed development should not give rise to an increase in on-street parking on College Road. Parking on High Road is not restricted and the eastern end of the College

House Junior School frontage to High Road is popular for parking throughout the day. The highway has a capacity for additional on-street parking but, it is concluded, would not materially change as a result of the proposed development. The suggested introduction of additional traffic regulation to allow resident-only parking during school start and finish times or provision of a parking area adjacent to the Cator Lane tram stop (Paragraph 58k)) is not considered to be necessary because of the available capacity for on-street parking and relatively short periods of time when drop off and pick up affects local roads..

73. Implementation of a School Travel Plan can deliver sustainable benefits and also reduce the impact of a school on the amenity of residents living close by, for example by encouraging parents to be considerate when parking (Paragraph 58h)). Recommended Condition 20 and Condition 21 would require the submission of a completed Travel Plan within three months of the Phase 1 of development first being brought into use, with annual reports to be submitted for a minimum period of five years and until Travel Plan targets have been met. The recommended condition would require the Travel Plan Co-ordinator to actively engage with local residents in promoting sustainable travel initiatives in the development of the College House Junior School Travel Plan, annual review and any subsequent Travel Plan Review.
74. It is considered that the expansion of the school and related impact of traffic on amenity of the local area would not give rise to such harm as to outweigh the presumption that school development should be supported, as expressed in the NPPF and the letter from the Secretary of State for Communities and Local Government (Appendix 2), and the proposal would be in compliance with BLP Policy RC2 – *Community and Education Facilities*.

Built Development and Landscape Impact

75. BACS Policy 10 - *Design and Enhancing Local Identity* sets out criteria for design including consideration of massing, scale and proportion; materials, architectural style and detailing; impact on amenity of neighbours; and designing to reduce opportunities for crime.
76. The scale, siting and design of the KS1 extension sited centrally on the south of the school would reflect the architecture of the original building and would not impact on neighbouring properties. The proposed render finish to the extension is considered to be appropriate. However, external materials and finishes have not yet been finalised and are the subject of recommended Condition 14.
77. The KS2 extension has the potential to impact on properties to the north-east on College Road and College House to the north-west. The two-storey extension would be no higher than the existing building, and sited 2m further from properties to the north-east. At a distance of 22.5m, it is considered that the building 7.2m in height would not give rise to overbearing impact. No windows are proposed in the north-east elevation at first floor level and proposed tree planting would filter views of the building.
78. Concern has been raised in representations about how the extension would be viewed in the context of the north-west facing elevation of the school (Paragraph 58q)). The north-west elevation includes functional elements such

as the corridor linking classrooms, staff room, toilets and stairwell. Having considered the representation, the design has been amended to incorporate recessed brickwork to introduce visual interest to the north-west facing elevation. Although no window openings would be formed in the elevation facing College House it is considered that this would not detract from the appearance of the building. Full-height glazing to the west, angled elevation would overlook the school outdoor play area and would not give rise to unacceptable overlooking of College House (Paragraph 58q)). The proposed design is considered to be acceptable in compliance with BACS Policy 10 - *Design and Enhancing Local Identity*. Heritage impact has been suitably considered in the planning statement supporting the application. The proposal would not give rise to significant harm to designated and non-designated heritage assets. It is considered that any harm which may arise would be outweighed by the benefit of providing additional school places to meet local need and the development would be in compliance with Paragraphs 131-135 of the NPPF.

79. BLP Policy RC5 – *Protection of Open Spaces* (which applies to the whole site) will not allow development of open spaces unless (amongst other criteria) no local deficiency of open space will result. Sport England’s Planning Policy Statement, *A Sporting Future for the Playing Fields of England*, explains that Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field unless one of a number of exception criteria can be met. Sport England is satisfied that the proposed development broadly meets the intention of Policy exception E3:

E3 - The proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of, or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing area of any playing pitch or the loss of any other sporting/ancillary facility on the site.

80. The proposed development would not adversely impact on playing field at the school and Sport England does not object to the application.
81. It has been suggested that development could take place on the playing field (Paragraph 58k)) but to do so without re-providing playing field elsewhere would be contrary to BLP Policy RC5 – *Protection of Open Spaces* and Sport England’s Planning Policy Statement, *A Sporting Future for the Playing Fields of England* Policy exception E4 which states: *The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.*
82. BLP Policy E33 – *Light Pollution* will not allow planning permission to be granted unless it is demonstrated that schemes will use the minimum lighting necessary and measures are incorporated to minimise impact outside of the site. While no details of proposed external lighting have been submitted, the planning statement supporting the application confirms that external lighting would comply with appropriate technical guidance so would not give rise to unacceptable lighting impact to neighbouring property. The submission of a

scheme of lighting for each phase of development is the subject of recommended Condition 15 and Condition 29.

83. The turning head on College Road to be enclosed by the re-alignment of fencing is part of the school and not adopted highway. A condition is recommended to require the former crossing to be reinstated as footway (Condition 32). No other changes to site security are proposed and the development is considered to be acceptable in compliance with BACS Policy 10 - *Design and Enhancing Local Identity*.

Replacement Tree Planting and Ecology

84. NPPF Paragraph 109 advises that *the planning system should contribute to and enhance the natural and local environment byminimising impacts on biodiversity and providing net gains in biodiversity where possible*. BACS Policy 17 – *Biodiversity* seeks to increase biodiversity interest through the creation of new habitats in development. Where harm cannot be avoided it should be suitably mitigated or compensated. The proposal would result in the loss of eight trees and planting of replacement specimens would be secured for each phase of development through recommended Condition 17 and Condition 31. Bird boxes should be installed in suitable locations, and is the subject of recommended Condition 16 and Condition 30.
85. Planning conditions are also recommended to restrict vegetation clearance during the bird nesting season (Condition 4), to require the submission of a detailed landscaping scheme to include wildlife-friendly native and ornamental species (Condition 17, Condition 31), and would satisfactorily address ecological interest at the site in accordance with BACS Policy 17 – *Biodiversity*.

Sustainability and Drainage

86. BACS Policy 1 *Climate Change* expects all proposals to demonstrate their sustainable credentials including reducing carbon emissions and energy use, and by adopting a precautionary approach to flood risk. The sustainable credentials of the construction are set out in Paragraph 20, and in combination with the proposed use of PVs on the roof of the KS1 extension, investigation of the use and soakaways, and provision of opportunities for cycling, the development is considered to be sustainable in compliance with BACS Policy 1 *Climate Change*.
87. BLP Policy E27 – *Protection of Groundwater* will not allow planning permission to be granted unless measures are incorporated to prevent infiltration of contaminants into groundwater resources. The applicant has stated that despite an initial test indicating low permeability, a further site investigation is to be carried out to establish the site suitability for soakaways, and the submission of details of surface water drainage are the subject of Condition 12 and Condition 27.

Noise and Construction

88. Concern has been raised in representations about current levels of outdoor noise (Paragraph 58s)). The consultation response from NCC Project Engineer (Noise) considers increased outdoor activities on the site and the

potential for adverse noise impact that may arise, but does not anticipate a perceptible change to the current noise climate.

89. Construction work has the potential to generate significant levels of noise. In addition, there is a need to restrict the movement of construction traffic during periods at the beginning and end of the operational College House Junior School day. Concern about the impact of deliveries and construction traffic has been raised (Paragraph 58t)). Whilst the disturbance which may be caused by construction is acknowledged, the most opportune time for construction to take place is when the school is not in use and minimises potential disruption to children. It is anticipated that College Road would be used as the means of access for the construction, but the impacts for either phase would be relatively short lived and not unreasonable. Conditions are recommended to restrict hours of construction and to limit construction noise in the interest of the amenity of nearby occupiers (Condition 7, Condition 8 – Phase 1, and Condition 23 – Phase 2), and would address the representation raised at Paragraph 58u).

Contamination

90. A precautionary approach towards unexpected contamination which may be encountered is the subject of recommended Condition 5. In addition, a pre-demolition asbestos survey will be required of the areas of the school that would be impacted by breaking-through to adjoin the existing building (Condition 6).

Other Options Considered

91. The report relates to the determination of a planning application. The County Council is under a duty to consider the planning application as submitted. Accordingly no other options have been considered.

Statutory and Policy Implications

92. This report has been compiled after consideration of implications in respect of finance, the public sector equality duty, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment, and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Crime and Disorder Implications

93. Other than the minor realignment of a boundary fence on College Road, site security would remain as at present and there are no material considerations arising.

Human Rights Implications

94. Relevant issues arising out of consideration of the Human Rights Act have been assessed. Rights under Article 8 (Right to Respect for Private and Family Life), Article 1 of the First Protocol (Protection of Property) and Article 6.1 (Right to a

Fair Trial) are those to be considered. The proposals have the potential to introduce impacts such as increased noise and disturbance arising from construction activity and impacts on amenity arising from operational use of the expanded school site, associated traffic, and comings and goings. Planning conditions to limit the timing of deliveries, duration of construction hours and associated noise would be controlled through compliance with recommended planning conditions. Potential impacts need to be balanced against the wider benefits the proposals would provide in meeting the demand for school places in the Beeston pupil place planning area. Members need to consider whether the benefits outweigh the potential impacts and reference should be made to the Observations section above in this consideration.

Safeguarding of Children Implications

95. There are no material considerations arising for the Safeguarding of Children.

Implications for Sustainability and the Environment

96. Implications for Sustainability and the Environment are considered in the Observations section of the report.

97. There are no implications arising for Service Users, Equalities, Human Resources or Financial Implications.

Statement of Positive and Proactive Engagement

98. In determining this application the County Planning Authority has worked positively and proactively with the applicant by entering into pre-application discussion; assessing the proposals against relevant Development Plan policies; all material considerations; consultation responses and any valid representations that may have been received. Issues of concern have been raised with the applicant and addressed through negotiation and acceptable amendments to the proposals. This approach has been in accordance with the requirement set out in the National Planning Policy Framework.

RECOMMENDATIONS

99. It is RECOMMENDED that planning permission be granted for the purposes of Regulation 3 of the Town and Country Planning General Regulations 1992 subject to the conditions set out in Appendix 2. Members need to consider the issues, including the Human Rights Act issues, set out in the report and resolve accordingly.

TIM GREGORY

Corporate Director – Place

Constitutional Comments

Planning and Licensing Committee is the appropriate body to consider the content of this report.

[SLB 05.01.2016]

Comments of the Service Director - Finance

There are no specific financial implications arising directly from this report.

[SES 06.01.16]

Background Papers Available for Inspection

The application file available for public inspection by virtue of the Local Government (Access to Information) Act 1985.

Electoral Division(s) and Member(s) Affected

Chilwell and Toton

Councillor Richard Jackson

Councillor Dr John Doddy

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