



10 December 2019

Agenda Item: 7

REPORT OF CORPORATE DIRECTOR – PLACE

BASSETLAW DISTRICT REF. NO.: 1/19/00660/CDM

PROPOSAL: ERECTION OF A STAND-ALONE SINGLE STOREY HALL, KITCHEN AND CLASSROOM BUILDING. EXPANSION OF EXISTING PHOTOVOLTAIC SOLAR ARRAY. ASSOCIATED PAVING, HARD PLAY AREA AND LANDSCAPE WORKS. RETENTION OF CONTAINER (1/15/01155/CDM), ERECTION OF ADDITIONAL STORAGE SHED, 2.0M METAL GATE AND 2.6M HIGH TIMBER STORAGE ENCLOSURE. DEMOLITION OF FRONTAGE WALL TO ASKHAM ROAD (FOR CONSTRUCTION ACCESS) AND RE-ERECTION OF WALL FOLLOWING THE COMPLETION OF WORKS.

LOCATION: EAST MARKHAM PRIMARY SCHOOL, ASKHAM ROAD, EAST MARKHAM

APPLICANT: NCC CHILDREN, FAMILIES AND CULTURAL SERVICES

Purpose of Report

1. To consider a planning application for the erection of a hall, kitchen and classroom building and retention of containerised storage at East Markham Primary School. The key issues relate to the siting and design of the building and the highway impacts arising from an expansion of the school. The recommendation is to grant planning permission subject to the conditions set out in Appendix 2.

The Site and Surroundings

2. East Markham Primary School is located on the east side of Askham Road on the north side of the village approximately 100m to the south of the A57 and lies within a conservation area. The school playing fields lie outside East Markham development boundary identified in Bassetlaw District LDF Core Strategy & Development Management Policies DPD (BDMP) (Plan 1). The school is bounded to the north by an agricultural access road leading to fields to the north and east of the school. Industrial premises to the north fronting Askham Road are occupied by a gas heating company and a re-constituted stone product manufacturer. The building closest to the school is set back approximately 19m from the highway and lies 8.9m to the north of the school boundary wall.
3. The principal school building, a Grade II listed building, is sited a minimum of 12.3m from the highway frontage and has a range of additions to the rear. Grass playing field is provided to the rear of the school, extending to the east

and south. Pippins Pre-School nursery operates within the wider school site accessed to the south of the main school building.

4. Residential properties School House (non-designated heritage asset) and The Old Police House lie to the south of the original school site on the frontage to Askham Road. A field to the south of the school is used for horse grazing with residential development to the east fronting High Street.
5. The East Markham Conservation Area Appraisal identifies the Victorian school building as a *focal building* with indicative key views along Askham Road from both the north and south (Plan 2). The school boundary is also identified as being of significance and is formed by a brick wall along the northern boundary and a rendered wall with copings on the frontage to Askham Road.
6. The school pedestrian entrance is formed towards the northern end of the Askham Road frontage. The vehicular access is at the southern end of the frontage. Car parking spaces are not marked out, although the area between the school building and the road used for staff and visitor parking can accommodate approximately 16/17 vehicles. Visibility for vehicles leaving the site is restricted and a convex highway mirror is positioned on the western side of the Askham Road carriageway opposite the vehicular access point.
7. The pedestrian circulation area and parking area are segregated by temporary barriers. Signage and notice boards are displayed on the frontage of the listed building near the pedestrian entrance gate. Various timber sheds stand in the area between the school building and northern site boundary.
8. A Purple Sycamore (Category B), Purple Damson (Category C) and two apple trees (Unclassified) stand adjacent to the northern boundary. A Birch (Category B) stands to the immediate rear of the school building (Plan 3).
9. Areas of hard and soft outdoor play are provided to the immediate east of the extended school building beyond a low wall which formed part of the original school enclosure and as a curtilage structure is part of the historic building listing.
10. An all-weather games area (MUGA) has been provided on part of the playing field to the east of the school. A temporary building used for outdoor storage of school equipment is sited in the north-west corner of the playing field adjacent to the northern boundary. A solar photo-voltaic (PV) array is sited in the south-west corner of the playing field enclosed by Heras security fencing. The siting of the PV has encroached into the minimum area required for a 7v7 football pitch.
11. A building used as a temporary classroom has been sited between the school building and boundary with the former school house and has been brought to site as additional teaching accommodation for the start of the Autumn 2019 school term which will allow teaching in single year groups.
12. Prior to the current school year children have been taught in mixed-age year groups. The school does not have a dedicated school hall and two classrooms in the principal school building are impacted when the area is required for school dinners.
13. The school has a Published Admission Number (PAN) of 20 places on first admission. There are currently 132 children on roll (September 2019) and the

teaching hours of the school are 08:45-15:30. 6 full-time and 6 part-time teaching staff are employed (9.6 full-time equivalent – FTE).

14. A before-school club operates from 07:30-08:30 hours and an after-school club is available from 15:30-17:45 hours, with both sessions offering approximately 20 places.

Background

15. The school had a Published Admission Number (PAN) of 15 until 2019 but admitted greater numbers in most years. The PAN has increased to 20 for admissions in 2019/20. In addition, there has been an increase in pupil numbers across year groups generated by new housing development.
16. The numbers of children at the school across different age groups in the last and current academic years are shown in the following table:

| | YR | YR1 | YR2 | YR3 | YR4 | YR5 | YR6 | Total |
|---------|----|-----|-----|-----|-----|-----|-----|-------|
| 2018/19 | 20 | 15 | 17 | 19 | 19 | 18 | 18 | 126 |
| 2019/20 | 18 | 20 | 16 | 20 | 19 | 21 | 18 | 132 |

17. East Markham Primary School is in the Tuxford Pupil Place Planning Area (PPPA) where projected pupil numbers identify a shortfall of Primary age pupil places from 2020/21 onwards.

| Tuxford PPPA (Capacity 541) | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|-----------------------------------|---------|---------|---------|---------|---------|
| Projected including known housing | 526 | 552 | 562 | 582 | 598 |
| Surplus/Deficit | +15 | -11 | -21 | -41 | -57 |

18. East Markham Primary has a capacity of 144 places. Without further increasing the school PAN from 20 (140 place Primary School) or taking account of planned housing, the following pupil numbers are predicted for East Markham Primary School through to 2023/24:

| East Markham | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|-----------------|-------------|---------|---------|---------|---------|
| Projected | 132(actual) | 139 | 148 | 153 | 160 |
| Surplus/Deficit | +8 | +5 | -4 | -9 | -16 |

Relevant planning history

19. Planning permission has been granted for the following relevant and recent developments:
- 19/01166/LBA – Listed Building Consent for demolition of listed wall to facilitate construction works and erection of new fencing – granted October 2019. Conditions of the permission require the demolished boundary wall to Askham Road to be re-built using existing masonry matching the existing brick bond, mortar type and pointing style within three months of the works proposed in this application having been completed.
 - 1/19/01135/CDM - Siting of a mobile building for teaching - granted November 2019 time-limited until 31 July 2021. The permission has allowed the introduction of teaching in single year groups in advance of the provision of an additional permanent classroom.
 - 1/18/001772/CDM - Erection of a Multi-Use Games Area (MUGA) (part retrospective) and retention of site boundary fencing - granted March 2018.
 - 1/15/01155/CDM – Storage container – granted October 2015 time-limited until 31 October 2020.
 - 15/00297/FUL – Installation of ground mounted 10kw solar panels – granted by Bassetlaw District Council June 2015. A condition required a scheme of boundary treatment which has not been submitted.
 - 1/16/07/00018 - Extension to existing buildings to form a new teaching space and removal of existing mobile classroom - granted August 2007.

Proposed Development

20. Planning permission is sought to erect a school hall, kitchen and classroom with an elevation of 43.6m along the northern boundary, sited 12.9m from the boundary with Askham Road. Relative to the existing school building, the hall would be set back 0.6m-0.85m behind the school front elevation, and sited 6.5m forward of the gas heating office premises to the north. The building would have a frontage to Askham Road of 10.1m with a distance of 3.6m between the existing school and proposed hall (Plan 4).
21. The 140m² school hall would be 15.8m in length and would vary in width between 9.4m and 5.65m, with a hall store provided at its eastern end. A galley kitchen 14.8m long and up to 2.5m in width with a servery would be provided with the school hall used as a dining room. The overall length of the hall and

store on the north elevation would be 25.3m. A classroom 11.6m x 6.35m would be provided at the eastern end of the building (Plan 5).

22. The proposed design would present a gable elevation to Askham Road formed with a parapet 8.15m in height, 1.5m below the height of the parapet on the main school building. Viewed from Askham Road a monopitch 'lean-to' 2.75m in height rising to 4.25m would be marginally recessed from the frontage.
23. The new classroom would be of traditional pitch roof construction with eaves height the same as additions to the rear of the original school and ridge below the eaves of the proposed school hall. Bat and swift boxes integrated into the building structure and externally mounted starling and sparrow boxes are proposed on the east elevation.
24. Elevations would be constructed in a hand moulded red-brown facing brick (Vandersanden Safora) with a grey standing seam roof with a grey aluminium capping to parapets (RAL 7012). A 'flat' metal-clad dormer would be formed in the north elevation and concealed downpipes would mask wall expansion joints. A concealed gutter would be constructed on the north elevation so that the development would not encroach over the site boundary. Flush-fitting roof lights would be formed in the north and south elevations (Plan 6).
25. A raked-head window 4.4m in height would be formed in the gable elevation facing Askham Road, framed by a light grey coloured aluminium trim (RAL 7032). The cill height would line through with the cill of the original school and the highest part of the new window would align with the pointed arch of window heads (Plan 7).
26. The applicant has made the following comments on the design of the pitched roof, frameless recessed window and flat roof dormer window:
 - *The steeply pitched roof of the proposed hall accompanied by a mono pitch section lean to has been designed to make a clear distinction between the old and new; roof pitches are based on those of the existing building; window sills and heads align with those on the existing building; a feature window references but does not replicate the pointed gothic arched windows of the existing; the proposed is set back behind the existing and has a lower ridge height in order to appear subservient and a key view of the existing building is maintained.*
 - *Careful consideration has been given to the design of the frameless detail and deep reveal of the feature window within the hall gable to create an understated simple opening. The one window provides natural daylight into the hall as well as restricting views into the hall for privacy of hall activities during school and community use. It is not intended to copy the original style of the existing listed building. The proposal is contemporary in character but also contextual and of high quality.*
 - *Windows to the hall and classroom along the boundary have been avoided with regard to fire regulations and maintenance access over neighbouring land and to limit any issues with safeguarding and privacy along a boundary. Natural daylight and ventilation is provided to the hall through the feature window and opening roof lights.*

- *The flat roof dormer window is framed by two recessed downpipes to break up the roof line and provide a feature visible on approaching the school. The flat roof dormer window breaks up the mass of the building when viewed from the north. The recessed external down pipes break up the mass of brickwork of the north elevation along the school boundary, and also provide a practical means to conceal movement joints in the brickwork construction.*

27. The applicant has submitted a photomontage of the development from Askham Road (Fig. 1) and in context of adjacent development (Fig. 2).



Fig.1

28. A cantilevered canopy is proposed on the south side of the new building, covering a service entrance to the kitchen and pedestrian entrance to the hall. There would be adequate clearance to allow access to the rear of the school. 2.0m high roll-top fencing recessed from the proposed building frontage by 2.6m would provide a secure fence line between the new and original school buildings. With the exception of a gap to allow pedestrian movement between



Fig.2

the car park and school entrance, 0.8m high roll-top fencing would be provided to segregate the pedestrian entrance/parent assembly area from the car park. New fencing would be coloured black (RAL 9005).

29. Permission is sought to retain the storage container granted time-limited permission under application reference 1/15/01155/CDM. A 2.6m high timber enclosure would be erected around the container at the eastern end of the new building, creating an area for school storage. Access to the compound would be gained through a 2.0m high metal gate (Plan 8).
30. The siting of the building would impact existing areas of outdoor play. An additional area of hard play 18.8m x 10m would be provided to the east of the existing outdoor hard play area, encroaching onto existing grass playing field.
31. The siting of the hall and classroom building would require the demolition of original school boundary walls. To facilitate access for construction, part of the boundary wall on the frontage to Askham Road would be demolished and re-built using reclaimed bricks and copings following completion of the development. The demolition of walls has been granted Listed Building Consent by Bassetlaw District Council (19/01166/LBA).
32. Existing PV array would be re-positioned with an additional 32 panels provided in three rows within an extended fenced area on the western boundary of the playing field. Hedge planting would be provided outside the northern end of the enclosure with the enclosure at closest 17.3m from the neighbouring house, The Old School House, which is a non-designated heritage asset. The revised siting of the existing PV would allow the provision of a 7v7 football pitch to recommended dimensions with a 3m run-off area (Plan 9).

33. The school PAN is to increase from 20 to 30 pupil places from September 2020 and the school roll is expected to increase in successive years, reaching the net capacity of 210 pupil places in September 2026.

East Markham – pupil place predictions 2020 – 2023 (with annually phased PAN 30)

| | YR | Y1 | Y2 | Y3 | Y4 | Y5 | Y6 | total |
|-----------|----|----|----|----|----|----|----|-------|
| Sept.2020 | 30 | 18 | 20 | 16 | 20 | 19 | 21 | 144 |
| Sept.2021 | 30 | 30 | 18 | 20 | 16 | 20 | 19 | 153 |
| Sept.2022 | 30 | 30 | 30 | 18 | 20 | 16 | 20 | 164 |
| Sept.2023 | 30 | 30 | 30 | 30 | 18 | 20 | 16 | 174 |

Based on a PAN of 30, we will have reached the net capacity by September 2026.

| | | | | | | | | |
|-----------|----|----|----|----|----|----|----|-----|
| Sept.2024 | 30 | 30 | 30 | 30 | 30 | 18 | 20 | 188 |
| Sept.2025 | 30 | 30 | 30 | 30 | 30 | 30 | 18 | 198 |
| Sept.2026 | 30 | 30 | 30 | 30 | 30 | 30 | 30 | 210 |

34. No additional teaching staff would be employed. No changes to existing on-site parking arrangements are proposed.
35. A proposed draft Traffic Regulation Order has been submitted to address potential parking issues on Askham Road, including double-yellow lines at the junction with the A57 and High Street (Plan 10).
36. The applicant has stated in support of the application that the school hall would be available for community use outside of school hours.

Consultations

37. Bassetlaw District Council – Object that there is no clear and convincing justification for the proposed building in this exact location and of this design and scale, and the proposal would fail to preserve the setting of the Listed Building and the character and appearance of the wider Conservation Area. The scheme is considered contrary to Sections 66(1) & 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990, Policy DM8 of the Bassetlaw Core Strategy, Paragraphs 190, 192, 193, 194, 196 & 200 of the Revised NPPF and guidance contained in the East Markham Conservation Area Appraisal & Management Plan.
38. *With regard to the principle of a new building, it is acknowledged that the school is in need of additional space and the present multi-use of the Listed Building is problematic. In addition, the school site is large and there is ample space within which to site a new building that would have limited impact on the setting of the school. On this basis, no concerns are raised to the principle of a new building on the school grounds.*
39. *However, concern is raised over the siting and design of the new building as proposed. In relation to the siting, this would be positioned flush with the front of the school, and would compete with the primacy of that important building. In particular, views from the north along Askham Road would be unduly affected, particularly of the impressive circular opening on the northern gable. These important views are identified in the East Markham Conservation Area Appraisal & Management Plan, which went through extensive public*

consultation in 2014 so is a material consideration in planning decision-making.

40. *Whilst a functionality argument has been made for this proposed siting, and the public benefits of a new building on the school site are apparent, no reason can be seen why the new building cannot be set back into the site (eastwards) whilst retaining a similar functionality as currently proposed (e.g. there could be a separate fenced/gated pedestrian access).*
41. *Objection is raised to the prominent siting and incongruous design. Whilst a modern innovative approach can often be acceptable, in this case, the scale and form of the building, in addition to the prominent siting, would detract from the significance of the existing school and would fail to preserve the open setting it currently enjoys to the north. The asymmetrical window opening, together with large blank areas of brickwork to the west and north elevations, would create an incongruous design which would be entirely at odds with the Gothic Revival style of the listed school building. Furthermore, the new building would be of a similar height to the existing, which, together with its prominent siting towards the front of the site, would also detract from the setting of the school.*
42. *Whilst the public benefits of the new building have been set out, there is no clear and convincing justification, as required by paragraph 194 of the Revised NPPF, to show why the new building cannot be set further back into the site, or why it cannot be designed in a way which better preserves the setting of the Listed Building.*
43. *The dormer window on the hall roof (north elevation) is an alien feature. The addition of vertical elements on the north elevation would have no effect on the mass of brickwork.*
44. *The proposal's asymmetrical front (west) gable is very much at odds with the symmetry of the Gothic-revival school adjacent. However, by adding a degree of balance to this gable, whilst also reducing the mass of blank brickwork on this and the north elevations, the new structure could appear as an attractive building in its own right, whilst also respecting, but not mimicking or dominating, the existing school. A suggested alternative is shown in Figure 3.*
45. *Whilst the illustration is only one potential alternative, such a change would be beneficial in creating a more attractive façade and also in preserving this important historic view into the Conservation Area and towards the Listed Building. Balancing the façade would respect the Gothic character of the site, but would do so in an innovative way. The addition of windows along the north elevation would break up that aspect, again helping to preserve the key views of the site and wider Conservation Area.*



Fig. 3

46. *Bow-top fencing to match the existing is welcomed. The extension to the hard surfacing to the rear of the school would not be visible from the road and would be relatively small in area. On this basis, it is considered that there would be no impact on the setting of the Listed Building or the character and appearance of the Conservation Area.*
47. *Commenting on the additional PV array: this part of the site is well screened from view and is also some distance away from the school. With this in mind, it is considered that the setting of the Listed Building and character of the Conservation Area would be preserved.*
48. **East Markham Parish Council** - No objection.
49. **NCC Built Heritage** – No objection subject to a condition to approve facing materials.
50. *The school has an extended footprint incorporating a number of classrooms, but is in need of further improvements in order to deliver modern education provision. The scheme put forward has been developed to respond to the educational requirements in the first instance and to offer a community facility in response to needs identified in the local neighbourhood plan.*
51. *The school is within the designated conservation area of East Markham and the proposals must be considered in light of the impact on the character of this area as well as the setting of the 1874 grade II designated listed school.*
52. *The application has set out a clear case for the proposals alongside a proper assessment of the impacts on the heritage assets affected, as required by NPPF Paragraph 189. The reasoning provided by the agent for locating the hall towards the frontage is accepted as justification for the siting of the proposals. This location is a highly visible one that has a direct impact on the setting of the*

grade II listed 1874 original school and the character of the Askham Road part of the designated conservation area.

53. The proposals follow the requirements of NPPF Paragraph 192 which guides local planning authorities to take account of three key conservation principals:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

East Markham School is particularly significant as the only listed Board school in the county still in educational use. Enabling the continued use as a school is the most viable use consistent with its long-term conservation. Conservation principals provided by Historic England, and well established in case law, direct consideration of what is now termed the 'optimum use' for a designated heritage asset. In most cases this is considered to be the original intended use of the building. The proposals are appropriate from this perspective.

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;

East Markham School is the only primary school in the village and one of the key community facilities. Increasingly schools are a focus for community activity in light of reducing church congregations, closure of local shops and facilities. The proposals are designed to offer a better community resource as well as responding to educational needs. The scheme has been designed to enhance both these functions and clearly embraces the heritage of the school and its role as a community facility.

c) the desirability of new development making a positive contribution to local character and distinctiveness.

The proposal acknowledges the highly visible and sensitive location and has responded to the requirements of the site effectively. The design approach is contemporary and bold but has responded to the requirements of the site, taking a lead from the original 1870s architecture. Subject to the careful control of the materials used, the scheme will provide a thoughtful and respectful contribution to the setting of the designated listed building and conservation area.

54. In considering the character of the conservation area, the present primary school has evolved through the C20th with a variety of single storey expansions to the rear, and more recently a MUGA facility and a renewable energy scheme have been provided on site. The submitted proposals are part of the continued evolution of what is now the only education facility in the village. Although an alternative site might be considered for the school and the present building could be redeveloped for a new use, just as the village 1842 National school was, the continued use of the site for education ensures that the historic interest of the site is sustained and the community's connection to the site is maintained. Continued use of the site for evolving education provision is a positive impact on the conservation area.

55. The streetscape of Askham Road is disjointed and mixed, it is unlike the core of the conservation area (to the south) where agrarian and domestic architecture of vernacular C18th and C19th materials and appearance creates a strong historic streetscape. The commercial site to the north of the school is not making a positive contribution to the character of the conservation area (nor to the

setting of the designated school). The proposals will introduce a strong building form that echoes the Victorian heritage of the school and that will combine to strengthen the Askham Road streetscape part of the conservation area.

56. *In considering the Setting of the listed building, the impact of the proposals will be to replace an open area of low-level clutter, comprised of sheds and signage that often characterise modern school sites, with a strong building form that echoes the scale and form of the Victorian building. The roof line of the hall will match that of the 1870s frontage, replacing the low-level clutter with architectural mass that is separated a sensible distance but also creates a continuation of the built form. The single storey components of the development will be less visible to the rear of the building and merge with the various C20th single storey extension phases at the rear. It is clear that by merit of the siting of the proposed hall, and the architectural approach to the form and detailing, that the proposal will create a strong built element to partner the 1870s building and strengthen the identity of the school site and setting of the designated heritage asset.*
57. *The proposed design response to the constraints and sensitivity of the site is supported, in particular:*
- the proposed front elevation and the modern interpretation of a Lancet window as this does reflect the Victorian Gothic Revival architecture of Robert Clarke and Sons, in an honest, simple manner;*
 - that the hall will not impose on views of the 1878 rose window;*
 - that although this relationship between the proposed hall and rose window would be improved if the hall were set back further, that this would severely compromise either the size of the hall and/or external circulation; and*
 - the overall treatment of the hall part of the proposals including the use of a metal standing-seam roof is welcomed.*
58. *In responding to the comments raised in Bassetlaw District Council's response, the objection to the siting of the proposed hall aside, the suggested design amendments are interesting and worthy of consideration. The proposals as submitted do not contain much wall glazing and the Bassetlaw suggestion would, if incorporated, increase the natural light within the hall and this might be welcomed by the school and community end users. The suggested glazing to the side elevation would break-up this long elevation when viewed from the north, but would have no impact on the building's appearance when viewed from in front of the main elevation or to the south of the school.*
59. *The glazing arrangement suggested for the main gable would have a very considerable impact on the architecture of the proposal, it is fair to say that it would soften the relatively austere version we have been presented with. However, it is thought unlikely that the precise arrangement of fenestration would allow for the use of brickwork on that gable in the way shown on the photomontage. No objection is raised to the concept of introducing more glazing on this gable, as the 1870s architecture contains large windows and the end function of the hall might be enhanced. Any proposed changes to the front gable could be considered an amendment to the design should the school and community wish to pursue that option. However, concern is raised that a larger*

area of glazing could compromise the strong character of the present proposal and be less successful in architectural terms.

60. **NCC Highways Development Control** – No objection subject to conditions to: require the submitted draft Traffic Regulation Order to be implemented (subject to amendment through the Traffic Regulation Order statutory process); and the appointment of a Travel Plan co-ordinator responsible for the implementation, delivery, monitoring and promotion of the sustainable transport initiatives set out in the Travel Plan.
61. *The existing 132 pupils generate 30 single-pupil car trips and 19 shared car trips. An increase in the school roll to 210 pupils would generate an additional 48 single pupil car trips and 30 shared car trips pro-rata. This would increase on-street parking during parent drop off and pick up times from 49 to 78 vehicles. Assuming all vehicles are parked sensibly at standard longitudinal parking bay intervals of 6m, this would result in an increase in the length of road side parking from 294m to 468m. Askham Road is approximately 230m long so there are locations where vehicles must park on both sides of the carriageway and in very close proximity to both the A57 and High Street junctions to avoid parking on either the A57 or High Street. To prevent Askham Road being obstructed, some of these vehicles are likely to at least partially park on footways. Parking is already banned outside the bus stop and for the extent of the school zig-zag markings increasing the pressure on the remaining kerb side parking extent.*
62. *Whilst on-street parking is already likely to result in severe short-term disruption to road users, parking around the junctions has the potential to cause a highway safety problem and interrupt the local bus service. A Traffic Regulation order is therefore sought to ban parking around the junctions and to maintain the flow of traffic along Askham Road as much as reasonably possible. The proposed draft Order is acceptable to the Highway Authority subject to any amendment following the statutory consultation process under the Road Traffic Regulation Act 1984.*
63. *The proposed Traffic Regulation Order would assist in mitigating potential parking problems arising from the proposed expansion of the school.*
64. *A Travel Plan has been submitted in support of the application which may help relieve parking issues to a degree.*
65. **Sport England** – No objection. *Sport England is satisfied that the proposed development meets exception 3 of Sport England Playing Fields Policy and Guidance (March 2018), in that the proposed development affects only land incapable of forming part of a playing pitch and does not:*
 - *reduce the size of any playing pitch - (pitch size improved from that which currently exists)*
 - *result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas);*
 - *reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain their quality;*
 - *result in the loss of other sporting provision or ancillary facilities on the site; or*
 - *prejudice the use of any remaining areas of playing field on the site.*

66. *A 7v7 football pitch meeting the size requirements of the Football Association can be achieved.*
67. **Via Land Reclamation** – No objection subject to condition to require a watching brief during ground works for previously unidentified contamination.
68. **NCC Nature Conservation** - No objection.
69. **Police Force Architectural Liaison, Via Project Engineer (Noise), Severn Trent Water (sewerage), Anglian Water Services (supply), Cadent (Gas) and Western Power Distribution** - No response received.

Publicity

70. The application has been publicised by means of site notices, press notice and neighbour notification letters sent to the nearest occupiers in accordance with the County Council's adopted Statement of Community Involvement.
71. Two letters of support and comments of support from the school Head have been received:
 - a) A new hall and classroom is needed (3). Improved facilities for PE and increased teaching space (2).
 - b) Overcrowding/lack of space (2). Children currently hold assembly and have lunch in classroom areas.
72. Councillor John Ogle has been notified of the application.
73. The issues raised are considered in the Observations Section of this report.

Observations

74. The applicant has identified a need for additional school places in the Tuxford PPPA. The proposed expansion to 210 pupil places by September 2026 would accommodate projected pupil numbers and planned growth. The existing school does not have a separate school hall for assembly or dining, the existing kitchen in the original school building is not of adequate size and currently there are not sufficient permanent classrooms to accommodate children in single year groups. The siting of a temporary classroom has allowed single year-group teaching to commence in September 2019.
75. Great importance is attached in NPPF *Promoting Healthy Communities* (Paragraph 72) to ensuring that sufficient choice of school places is available to meet the needs of new and existing communities. 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).
76. The current school PAN is to increase from 20 to 30 places at first admission from September 2020. East Markham Neighbourhood Plan (EMNP) *supports the provision of modern education facilities to meet 21st Century needs. The*

Parish Council is well aware of the difficulty of funding a new school and Councillors will continue to seek opportunities where possible to find a suitable site within the curtilage of the village. A suitable site for a replacement school has not been identified in the village, and there are merits in retaining the school on its current site considered later at Paragraph 95. It is considered that suitable justification has been provided for expansion of the school on a constrained site.

77. In determining this application, consideration needs to be given to whether the impacts of the proposed development would give rise to significant harm that could not be addressed through modifications to the site layout, design, or otherwise mitigated through the imposition of conditions.

Siting, Design and Heritage Impact

78. With the exception of the eastward projecting wing of the school extension granted in 2007, school buildings on the site all lie within the village development boundary (Plan 1). BDMP Policy CS1: *Settlement Hierarchy* states that until the adoption of the Site Allocations DPD, development in the settlements in the hierarchy will be restricted to inside the Development Boundaries except where....it is demonstrated to the Council's satisfaction that a development proposal will be of benefit in....delivering new or improved services or facilities for a local community (with that community's explicit support). The lower height classroom and part of the kitchen would extend beyond the village development boundary, but would form part of the building group on the school site. Siting the building further to the east would reduce the visual impact of the development on the setting of the Grade II listed school building when viewed along Askham Road. However, the site is constrained. Building the hall on playing field to the rear of the school could give rise to other planning issues, as well as give rise to operational issues in allowing the community access to the hall while retaining the security of the wider site outside of school hours. A development in proximity to the main school building which minimises intrusion beyond the development boundary and delivers improved facilities for the local community is acceptable in principle, subject to the consideration of the impact on heritage assets.
79. Section 66(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 sets out a general duty regarding listed buildings in the exercise of planning functions while Section 72(1) sets out a general duty regarding conservation areas. The provisions set out a requirement to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses, and the desirability of preserving or enhancing the character or appearance of the conservation area.
80. NPPF Paragraph 189 advises that applicants should be required to describe the significance of heritage assets affected, including contribution made by setting, and include a level of detail proportionate to the assets' importance. An appropriate assessment and level of design detail has been provided to be able to assess the impact of the proposed development on the Grade II listed school building, setting and impact on the conservation area.
81. Commentary on the requirements of NPPF Paragraph 192 has been set out in the NCC Built Heritage consultation response (Paragraph 53) states: *In determining applications, local planning authorities should take account of:*

a) *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*

b) *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

c) *the desirability of new development making a positive contribution to local character and distinctiveness.*

82. BDMP Policy DM4: *Design and Character – B General Design Principles* will support developments that are of high-quality design and address local character and distinctiveness; architectural quality; accessibility; amenity; and carbon reduction.
83. BDMP Policy DM8: *The Historic Environment B – Development Affecting Heritage Assets* sets out a presumption against development that would be detrimental to the significance of heritage assets. Proposed development affecting heritage assets, including alterations and extensions that are of an inappropriate scale, design or material, or which lead to the loss of important spaces, including infilling, will not be supported. The setting of an asset is an important aspect of its special architectural or historic interest and proposals that fail to preserve or enhance the setting of a heritage asset will not be supported. Where appropriate, regard shall be given to any approved characterisation study or appraisal of the heritage asset. Development proposals within the setting of heritage assets will be expected to consider: scale; design; materials; siting; and views away from and towards the heritage asset. *Support will be given to development proposals... that protect and enhance the historic environment and secure its long-term future,... Such proposals must recognise the significance of heritage assets as a central part of the development. They will be expected to be in line with characterisation studies, village appraisals, conservation area appraisals (notably the site specific development briefs that may be found within them), archaeological reports and other relevant studies.*
84. East Markham Conservation Area Appraisal & Management Plan – December 2014 – identifies the significance of East Markham Primary school as a listed building in a conservation area. The original school building is identified as a *focal building* with key views when approached along Askham Lane from the north and south.
85. EMNP POLICY NP6: *Enhancing the provision of community facilities* supports the improvement of community facilities where they are of a high-quality design that reflects the plan's design principles and that meet identified need with parking provision made for staff and parents.
86. Bassetlaw District Council has suggested that alternative design features would be more appropriate. The proposed installation of windows on the flank wall of the hall would visually break up the elevation, but it is considered that would also be achieved through the proposed dormer and downpipes that would also serve to conceal brick expansion joints. The school hall would be sited 6.4m forward of the front elevation of the building to the north and consequently the flank wall of the building would not be viewed from distance in true elevation, but rather seen in full at an angle and from distance when passing along Askham Road. It is considered that the flank elevation would be of lesser importance, with the hall front elevation and its relationship to the listed school and its gable window being of greater relevance.

87. Although not a material planning consideration, the size and spacing windows of the suggested windows in a boundary wall would need to be compliant with Part B4 of the Building Regulations (Volume 2: Buildings other than dwellings – Requirement B4: External Fire Spread). A right of access over land outside of the applicant's control would also be required to maintain windows on the site boundary.
88. The District Council's suggested treatment of the gable elevation facing Askham Road would be ecclesiastical in appearance and reflective of the Gothic Revival architecture of the original school. The applicant has commented that *to increase the area of glazing to the gable elevation would be problematic to design and construct as illustrated. The suggested glazing loses the subtle references to the existing building features such as the alignment with the existing windows. It detracts from the rose window by becoming an eye-catching feature that ceases to be subservient to the existing building. This may also create privacy issues with school and community intended use of this space with large amounts of glazing set back from the public realm.* Whilst likely to be found acceptable in planning terms, the alternative design does not form part of the planning application. The planning test is not whether alternative proposals would be more acceptable, and is a matter for subjective judgement, but whether the proposed design presented to Committee is acceptable. It is considered that the proposed school hall design would be an acceptable modern reflection of architectural elements of the original school with the building ridge, raked-head window and cill aligning with features of the listed school. The window design suggested by Bassetlaw District Council proposes visually strong symmetrical fenestration, while the proposed recessed single window would be of understated architectural interest and whilst modern would sit comfortably viewed in the streetscene when approaching the school from the north. Whilst there may be different architectural approaches that can be taken to the design of the building, the contentious hall element is considered to be acceptable with regard to its context adjacent to a Grade II listed building and in compliance with BDMP Policy DM4: *Design and Character – B General Design Principles* and BDMP Policy DM8: *The Historic Environment B – Development Affecting Heritage Assets.*
89. The visual impact of the hall on the original school building, particularly when viewed from the north could be reduced if the building was to be set further back from the frontage. In responding to the representation received from Bassetlaw District Council the applicant has stated that *by locating the new hall and kitchen toward the front of the School site, it allows the safe segregation of School and community use. Setting the building back further would have a significant impact on the hall sizing and ability to provide sufficient space for its intended use and impact on the other spaces required for an education facility of this type.*
90. The Government Education and Skills Funding Agency *Baseline Design: 210 place primary school with 26 place nursery* guidance identifies the provision of a 180m² school hall in new schools, which is larger than the 140m² proposed in this application. Department for Education *Building Bulletin 103, Area Guidelines for mainstream schools* (June 2014) suggests the provision of a main hall of at least '140m² for juniors, sufficient for PE and dance assemblies, performances, parents' evenings and dining'. The design of the hall is already compromised by its proximity to the 2007 extension and the need to retain access to the rear of the school, which cannot otherwise be achieved from the highway. The rear part of the hall is restricted in parts to 5.65m in width, with

10.0m of the hall at the full internal width of 9.45m. A reduction in the length of the full width element would impact on its functionality as a school hall.

91. The proposed division of the car park from the pedestrian entrance and assembly area by 0.8m high bow top fencing would enhance the frontage and is welcomed. The rendered boundary wall to Askham Road would be rebuilt using bricks reclaimed from demolition of the northern boundary wall after the completion of main construction works and would enhance the setting of the heritage asset (Condition 14).
92. Whilst the proposed finished materials are acceptable in principle (brick and metal roof) NCC Built Heritage has suggested that the use of alternative materials to those specified in the application would be more appropriate. Samples and specification of facing materials to be used, including a specification for mortar, will need to be submitted and are the subject of recommended Condition 7, and an Informative drawing attention to alternative materials that should be considered (Note 1).
93. The submitted plans show the provision of cycle parking in the parent assembly area outside of the fenced school line. Cycles may not be secure in that area and in terms of their visual impact would be better provided to the rear of the school (Condition 11). The provision of the extended area of hard play to the rear of the school would not give rise to harm. Details of the construction and drainage of the hard play area are the subject of recommended Condition 10. The siting of PV, screened by proposed planting on its northern side would have an acceptable impact on the setting of the school and the closer non-designated asset, School House, and is discussed further at Paragraph 100.
94. It is concluded in terms of heritage impact that the proposed development would lead to less than substantial harm. NPPF Paragraph 196 states: *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*
95. Whilst the East Markham Neighbourhood Plan would support the relocation of the school within the village a suitable site has not been identified. If a suitable alternative site was forthcoming the existing school would be surplus to requirements and would most likely fall out of its current use. From a historic building perspective, significant weight is given to the retention of a listed building in its original use, and needs to be balanced against harm which may arise. With regard to NPPF Paragraph 196 it is considered that the harm to the setting of the Grade II listed school building would be outweighed by the substantial public benefit to both the school and community through the provision of a school hall.

Highway Impact

96. With the increase in the PAN the school role will increase in successive years until a capacity of 210 places is reached. The highway impact of an initial increase in pupil numbers has been considered in the determination of the application for the temporary classroom (1/19/01135/CDM) required while a permanent classroom is being built. A Traffic Regulation Order to control parking on the highway and restrict parking at junctions is currently the subject of public consultation (Plan 10) and would serve to satisfactorily address on

street parking associated with a permanent expansion of the school. A Traffic Regulation Order is the subject of separate statutory process and may be modified following public consultation. A scheme generally in accordance with that subject of the consultation should be implemented before the development is brought into use (Condition 12). Recommended Condition 13 would require the implementation, delivery, monitoring and promotion of the sustainable transport initiatives set out in the Travel Plan supporting the application.

97. No changes to the vehicular access are proposed. Staff numbers will remain unchanged (existing staff would teach larger year groups) and consequently no alterations or enlargement of the car park are required.
98. The provision of cycle parking for staff and pupils is welcomed, offering facilities for an alternative sustainable mode of school travel

Photovoltaic Array and Landscaping

99. BDMP Policy DM9: *D - Open Space and Sports Facilities* will expect development proposals to demonstrate that they will not adversely affect or result in loss of open spaces and sports facilities. Although a statutory consultee in the consideration of the application for the installation of solar panels on playing field (15/00297/FUL), Sport England was not consulted by Bassetlaw District Council. That approval has impacted on the ability to accommodate a 55mx 37m pitch with 3m run-off on the site. The proposed provision of additional PV and re-positioning of the original array will allow a suitably sized pitch to be accommodated.
100. Although no design details of the PV panels have been submitted they would be of similar design and appearance to those already installed, pitched at 28.5° facing south and 2.35m in height. The panels would not be prominent from the main vantage point at the junction of Askham Road and High Street. At this point the verges are steep embankments with views across paddocks to the school playing field. The siting of panels within green coloured Heras fencing helps assimilate their appearance into the grassed setting and the provision of additional arrays will have minimal impact on heritage assets. Having regard to the scale, form and siting of the arrays the provision of additional PVs would not give rise to significant detriment to the amenity of nearby residents although once installed consideration should be given to the need to provide screen planting along the western edge of the enlarged compound (Condition 9c)).

101. Additional solar arrays would reduce energy requirements of the school and would be in compliance with BDMP Policy DM4: *Design and Character – B General Design Principles – Carbon Reduction*.
102. Planting is proposed to the rear of the school adjacent to the new classroom and to the north of the re-positioned and enlarged PV enclosure, details of which are the subject of recommended Condition 9.

Other Matters

103. The application proposes the retention of the container subject of time-limited permission 1/15/01155/CDM. The proposed timber compound would acceptably screen the container and would also provide an enclosed area for additional school outdoor storage, reducing visual clutter. Subject to the provision and retention of the enclosure it is considered that the container can be permanently

retained and a grant of this permission would supersede the time-limit imposed on planning permission 1/15/01155/CDM (Condition 15).

104. Permission 1/19/01135/CDM for the temporary classroom is time-limited and will expire on 31 July 2021. Once the development proposed by this application is brought into use there will no longer be a need or justification for the continued retention of the temporary building. A condition is recommended that, notwithstanding the time-limit granted by planning permission 1/19/01135/CDM, that the temporary classroom is removed no later than the first school holiday following the new classroom approved by this permission first being brought into use (Condition 16).

Other Options Considered

105. 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

106. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, the safeguarding of children and adults at risk, service users, smarter working, and sustainability and the environment, and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Data Protection and Information Governance

107. Any member of the public who has made representations on this application has been informed that a copy of their representation, including their name and address, is publicly available and is retained for the period of the application and for a relevant period thereafter.

Financial Implications

108. The applicant has proposed the making of a Traffic Regulation Order as part of the submitted application (Paragraph 35), and the applicant would be expected to cover all reasonable legal costs incurred by the County Council during the drafting and execution of the required legal agreement.

Human Rights Implications

109. 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 and may be affected due to increased activity on the site. The proposals have the potential to increase noise from greater activity on the site and more comings and goings from increased traffic,

impacting on nearby residents. However, these potential impacts need to be balanced against the wider benefits the proposals would provide through the provision of additional school places. Members need to consider whether the benefits outweigh the potential impacts and reference should be made to the Observations section above in this consideration.

Crime and Disorder, Safeguarding of Children and Adults at Risk Implications

110. Fencing creating an appropriate secure line between the existing and proposed buildings is proposed. No changes are proposed to site security to the rear of the site.

Implications for Sustainability and the Environment

111. These have been considered in the Observations section above.
112. There are no Human Resources, Public Sector Equality Duty implications or implications for Service Users.

Statement of Positive and Proactive Engagement

113. 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

114. 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 set out in the report and resolve accordingly.

ADRIAN SMITH

Corporate Director – Place

Constitutional Comments [RHC 19.11.2019]

Planning & Licensing Committee is the appropriate body to consider the contents of this report by virtue of its terms of reference.

Financial Comments [RWK 20.11.2019]

The applicant has proposed the making of a Traffic Regulation Order as part of the submitted application. Any costs incurred in making this order will be met by the applicant. There will be no additional costs borne by the County Council.

Background Papers Available for Inspection

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

Electoral Division and Member Affected

Tuxford

Councillor John Ogle

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David Marsh

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