



DEVELOPMENT CONTROL AND REGULATORY BOARD

14 FEBRUARY 2019

REPORT OF THE CHIEF EXECUTIVE

**APPLICATION UNDER REGULATION 3 OF THE TOWN AND
COUNTRY PLANNING GENERAL REGULATIONS**

PART A – SUMMARY REPORT

APP.NO. & DATE:	2018/2016/07 (2018/Reg3Mi/0200/LCC) – 26 October 2018
PROPOSAL:	New 5 classroom single storey block. Re-configure class sizes internally, refuse compound. Increased size of hard play area. Provision of additional car park spaces at rear.
LOCATION:	Hugglescote County Primary School, Ashburton Road, Hugglescote, LE67 2HA (North West Leicestershire District).
APPLICANT:	Leicestershire County Council
MAIN ISSUES:	The impact of the proposed development on amenity, particularly traffic, car parking and highway safety.
RECOMMENDATION:	PERMIT subject to the conditions as set out in the appendix to the main report.

Circulation Under Local Issues Alert Procedure

Mr. M. Wyatt CC.

Officer to Contact

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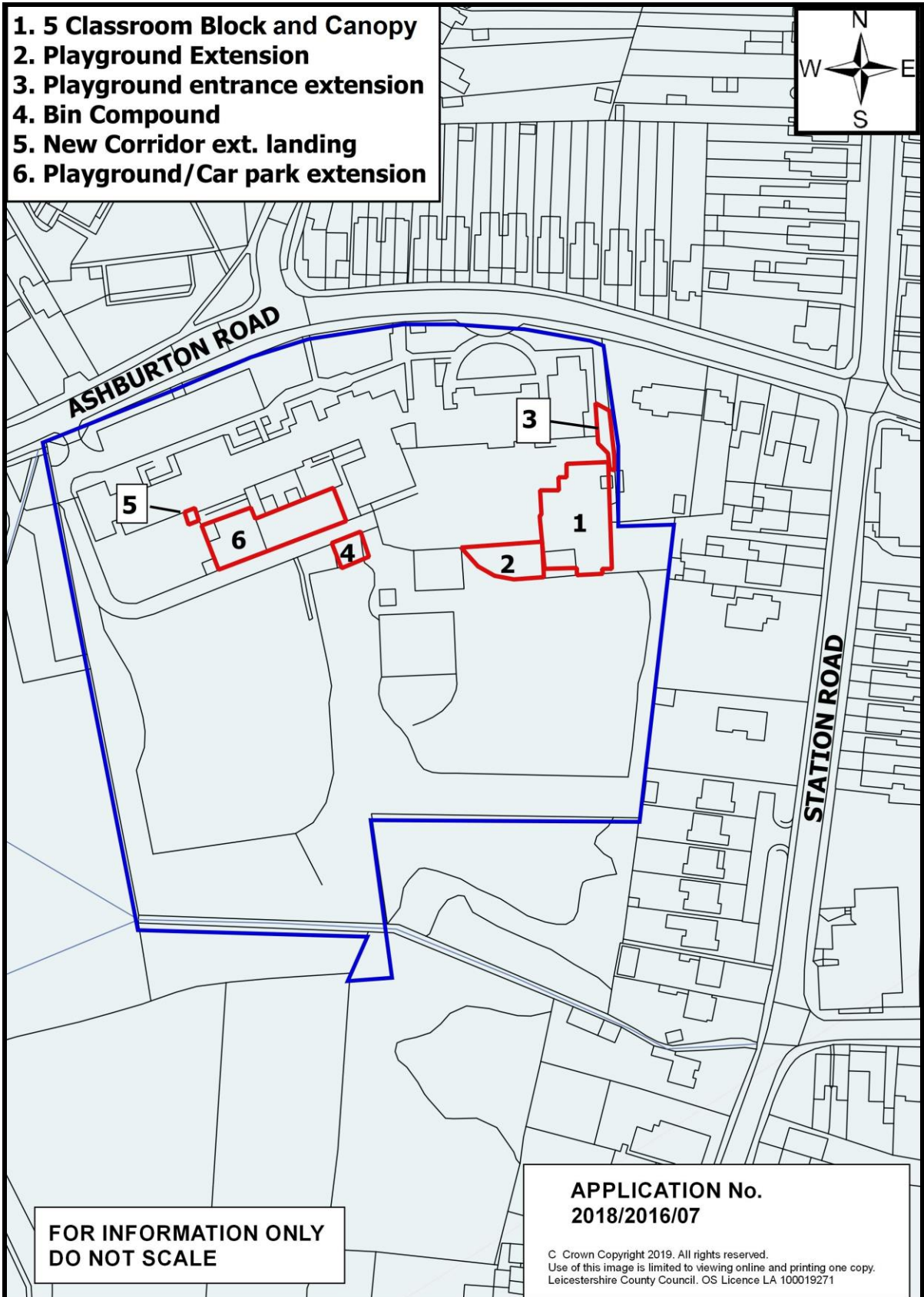
PART B – MAIN REPORT

Description of Site

1. Hugglescote County Primary School is located on Ashburton Road within the village of Hugglescote. The existing buildings on the school site are located in the north of the large site, with extensive playing fields to the south. The school is on the edge of a residential area with dwellinghouses on Ashburton Road and Station Road to the north and east respectively. To the south of the school is a wooded area and to the west is Ashburton Road Recreation Ground.

Description of Proposal

2. Hugglescote County Primary School is a two-form entry primary school with an intake capacity of 420 pupils. The Hugglescote area is experiencing a shortage of primary school places with forecasts predicting a shortfall of 96 places by September 2022. This shortfall is expected to grow due to increasing birth rates in the area, coupled with a significant amount of new housing being built around Hugglescote.
3. To address the shortfall of pupil places in the area, the proposals seek to provide an additional 105 spaces through the construction of a freestanding single storey classroom block and internal alterations to the main school building accommodation. The new block, proposed predominantly on hardstanding to the south of the existing school buildings, would provide: five new classrooms; a group room; plant and store rooms; and WCs. External works include the provision of: 17 additional car parking spaces; a refuse compound; canopy; and stepped entrance. Additional hard play areas are also proposed to provide sufficient space to compensate for the area lost to the teaching block and accommodate the additional pupils. Internal alternations to the existing buildings include: the reconfiguration of a number of rooms to provide larger classrooms, group rooms and ancillary rooms.
4. The proposed building would be single storey with a central flat roof corridor and mono-pitch roof elements either side to a maximum height of 3.95m. It would have a gross floor area of some 480 sq.m. The building would be of modular construction with the external finish made up of Equitone Tectiva panels in Calico and Western cedar timber feature panels. The roof would consist of an EDPM (a type of synthetic rubber) single ply membrane. The doors and windows would be aluminium with a blue and grey powder-coated finish, respectively. The canopy frame is proposed in the same Gentian blue as the doors, opaque roof panels, with contrast mixed colour panels over the doors.



Planning Policy

National Guidance

5. *The National Planning Policy Framework* (NPPF) provides the government's policies for the delivery of sustainable development through the planning system. At paragraph 11 it advocates a presumption in favour of sustainable development, and for decision-taking this means (unless material considerations indicate otherwise):
- approving development proposals that accord with an up-to-date development plan without delay; and,
 - where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
6. Paragraph 94 of the NPPF states the importance availability of sufficient choice of school places to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:
- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and
 - b) work with school promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.

Development Plan Policies

7. The relevant development plan documents are the North West Leicestershire Local Plan 2017. The relevant policies are set out below.

Policy D1 Design of New Development sets out the Council's standards for design having regard to their Place Making and general sustainable development principles.

Policy D2 Amenity states that proposals for development should be designed to minimise their impact on the amenity and quiet enjoyment of both existing and future residents within the development and close to it.

Policy EN1 Nature Conservation states that proposals for development will be supported which conserve, restore or enhance the biodiversity in the district. Additionally, it details the types of protected sites which would be significantly harmed by proposals, and where planning permission will be refused.

Policy IF4 Transport Infrastructure and new development seeks to ensure that development proposals take account of the impact upon the highway networks.

Policy IF7 Parking provision and new development states that proposals for development should incorporate adequate parking provision for vehicles and cycles in order to avoid highway safety problems, having regard to the County Highway Authority parking standards.

Consultations

8. **North West Leicestershire District Council (Planning)** - No objection.
9. **North West Leicestershire District Council (Environmental Health Officer)** - Make the following observations:

No machinery or plant shall be operated, no process shall be carried out and no deliveries taken or dispatched from the site except between the hours of 0800hrs - 1700hrs Monday to Friday and 0830hrs - 1330hrs on Saturdays. No work shall take place on Sundays or public / bank holidays.

Dust arising from the works shall be controlled so as not to cause disturbance to occupants of neighbouring properties during demolition and construction phases. This does not preclude statutory nuisance.

10. **Hugglescote & Donington Le Heath Parish Council** - Raise serious concerns regarding the impact of additional traffic. The Council believes the submitted Transport Assessment to be seriously flawed and does not provide data to show that an increase in vehicle numbers could be safely or easily achieved. Their response contests the details of the assessment with regards to the available on-street parking capacity and suitability of public transport links.

The Parish Council recognises the need for extra school places but want to find a way for this to happen without increasing risks to the pupils. They also suggest the provision of parking at Donington Le Heath Manor House as an option to help address the parking issues.

They would also like to see replacement planting in compensation of all trees removed to accommodate the proposals.

11. **Sport England** - No objection as the proposal meets exception 3 due to the proposed development affecting only land incapable of forming part of a playing pitch.
12. **County Highways Authority** - In its view, the residual cumulative impacts of development can be mitigated and are not considered severe in accordance with the NPPF 2018, subject to conditions requiring the submission and agreement of a School Travel Plan, details of the parking and turning facilities, and provision of secure cycle parking.
13. **Landscape Advice (Leicestershire County Council)** - Note that the existing mature trees provide a valuable screen, have amenity value and provide wildlife habitat and should be retained where possible but acknowledges the need to remove existing trees. The 5 no. semi mature trees proposed on the eastern

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boundary are welcomed but would suggest that additional transplant trees are planted as screening for a pathway in the woodland area to the south west of the proposed construction work. Would like to see planting specifications of all proposed trees and the protection throughout the construction period of those to be retained.

14. **Ecological Advice (Leicestershire County Council)** - No objection subject to the recommendations of the ecology survey being followed and that replacement trees to be planted are locally native species.

Publicity and Representations

15. Two site notices and individual neighbour letters have advertised the proposal since 1 November 2018. Two letters of representation have been received including one from Dr. T. Eynon CC. The following issues were raised:
- Congestion and inconsiderate, potentially dangerous parking are already occurring daily and would become worse if no remedial measures are taken prior to the proposed extension;
 - Additional parking / drop-off arrangements at the school, or at Donington Le Heath Manor House should be considered as it is also owned by LCC;
 - Poor behaviour of some drivers including using pavements to get around poorly parked cars, scaring pedestrian parents and children and parking across driveways; and
 - The wider catchment area is drawing increased numbers of children from parts of Coalville that make walking to school unviable making private car the only practical option. The public transport assessment does not take into account children attending from some of the catchment area needing to catch two buses.

Assessment of Proposal

Principle and location of development

16. The proposal is for the construction of a single storey, five classroom teaching block to facilitate an increase of pupil places from 420 to 525. There is an existing shortage of primary pupil places in the Hugglescote area and this is forecast to grow in the next five years. A shortfall of 96 places is predicted by September 2022 due to the combination of an increasing birth rate and significant new housing development in the Hugglescote area.
17. The new housing developments in the Hugglescote area are located on Forest Road, Grange Road and Frearson Road (see Appendix B for plan showing locations in relation to the application site). Planning contributions for the provision of additional school places have been collected and are helping to fund the proposed extension at Hugglescote Primary School. Based on the housing mixes of the total 343 new homes permitted across the three developments, the Local Education Authority has predicted that 104 primary school places will be required. The location and demand for school places is therefore consistent with the expansion of Hugglescote Primary School by 0.5 form entry (105 places).
18. Two options for the provision of five additional classrooms at the school were considered by the applicant. A freestanding block was favoured over an extension

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to the main school building due to disruption to the school and the added costs of temporary teaching accommodation. Upon completion of the standalone block, pupils can be moved to allow alterations to the existing building to be completed.

19. The proposed location for the classroom block is on an area of existing hard play area close to the site's western boundary, shared with the rear garden of 9 Ashburton Road. The existing boundary treatments and vegetation alongside to the proposed building would provide reasonable screening from the adjacent residential properties. There are, however, gaps in the vegetation on the western boundary further to the south. The application includes compensatory planting of 5 no. semi-mature trees to replace those to be removed; the applicant is proposing these are located in this vegetation gap to help improve the screening of the site. It should be noted that no representations from the residents of Ashburton Road or Station Road have been received regarding visual amenity impacts.
20. The Environmental Health Officer has requested the control of dust arising from the works so as not to cause disturbance to occupants of neighbouring properties. No specific measures for achieving this have been put forward; and irrespective of this, it is considered that this matter falls within the remit of statutory nuisance.
21. Subject to controls in respect of the exterior materials and finishes of the building and the permitted hours of construction, it is considered that the principle of development is acceptable in accordance with paragraph 94 of the National Planning Policy Framework and the amenity protection requirements of Policy D2 of the North West Leicestershire Local Plan.

Highway Safety and Parking Provision

22. The traffic and parking issues at the school is the main concern that has been raised by local residents and representatives, including the potential for the proposed extension to add to the busy periods at the start and end of the school day. They have also raised more general concerns about the safety of the local highway network in the vicinity of the school. The use of Donington Le Heath Manor House to establish a walking bus has been suggested as an option to help ease these issues around the school during peak traffic periods due to it being under ownership of Leicestershire County Council. The applicant has been encouraged to investigate this option, but as this will require agreement and management outside the remit of the planning process, this cannot be relied upon as a mitigation measure. The potential impacts of parking and traffic must therefore be assessed under the assumption that this provision cannot be secured.
23. The proposals include the increase of pupil places from 420 to 525 and associated additional staff, as such a transport assessment has been submitted in support of the application. A survey of the travel methods for the school's existing pupils has been undertaken and the assessment indicates 44 percent of pupils travel by car or other private vehicle. The report applies this same modal split to the proposed additional pupils and assumes that all of the 17 additional staff will drive to determine a predicted overall increase of 63 car trips. It goes on to conclude that the catchment area is such that there will not be a significant impact on the existing road network and that the level of vehicular trips could be accommodated.

24. Notwithstanding the above, the housing developments within the school's catchment area which will be the main source of the additional demand for primary school places, are all located within approximately 750 metres of the school. The Institute of Highways and Transportation (IHT) publication '*Guidelines for providing for journeys on foot*' (2000) sets out desirable, acceptable and maximum walking journey distance thresholds for walking to school. As shown in the table below, it indicates that a distance of 1,000 metres is considered acceptable. It would therefore not be unreasonable to assume that with the creation and implementation of a suitable School Travel Plan, the number of private vehicle trips to the school could be further reduced.

IHT Standard	Distance (metres)		Walk time (minutes)	
	Commuting, Walking to School and Recreation	Other Non-commuter Journeys	Commuting, Walking to School and Recreation	Other Non-commuter Journeys
Desirable	500	400	6¼	5
Acceptable	1,000	800	12½	10
Maximum	2,000	1,200	25	15

25. A parking survey has also been undertaken to determine current levels, times and locations of parking associated with school generated trips. The report acknowledges an increase in the demand for on-street parking during the school drop off and collection periods, but demonstrates sufficient capacity on the surrounding street network to accommodate this.

26. An increase in the on-site parking is proposed in the application to accommodate vehicles of the additional teaching staff. Currently the site has 26 parking spaces (including one mobility space); the application proposes an increase to 43 spaces, providing 16 new standard sized spaces and 1 additional mobility space. The existing teaching staff numbers for the school are 19, with a proposed increase of 5. Based on these figures, the Leicestershire Highway Design Guide requires the provision of a total of 27 car parking spaces. The provision of this additional car parking can be secured prior to first use of the new teaching block by way of planning condition.

27. The imposition of a planning condition requiring the school to produce and implement a robust School Travel Plan (STP) would further assist future monitoring of highways and parking issues at the school and the encouragement of sustainable alternatives to car travel. It is suggested that this process would be the appropriate mechanism in which to investigate the viability of a walking bus option from Donington Le Heath Manor House. Additionally, the provision of cycle storage facilities in accordance with the Leicestershire Highways Design Guide should also be secured by way of planning condition to further encourage sustainable travel.

28. It is also recognised that there is potential for additional impacts on the highway and parking during the construction phase. A planning condition is recommended for imposition to restrict the hours of construction deliveries to avoid conflict during periods of peak school traffic activity.

29. Taking all of the above into account, the proposals are considered acceptable in terms of highways impact and parking provision in accordance with the

Leicestershire Highways Design Guide and Policies IF4 and IF7 of the North West Leicestershire Local Plan.

Materials and Design

30. The classroom block has a flat roof central corridor with two mono-pitch elements either side housing the main accommodation. The proposed external finish of the building is a combination of a blue engineering brick plinth with Equitone Tectiva panels in Calico and Cedar wood feature panels above. The doors and windows are proposed powder coated aluminium in Gentian Blue and Dusty Grey, respectively. The roof of the proposed building would consist of Basalt Grey power coated aluminium fascias and rainwater system and Firestone Single Layer EPDM Roof System in Grey. A mono-pitched canopy in Gentian Blue with mixed colour opaque roof panels is proposed along the eastern elevation of the new building.
31. Subject to the control of the above design, materials and finishes, it is considered that the proposed development would be in accordance with the design criteria requirements included in Policy D1 of the North West Leicestershire Local Plan.

Trees, Landscaping and Ecology

32. In order to accommodate the new teaching block and provision of additional hard play surfaces, the proposals would result in the loss of 11 no. trees across the site. The school site benefits from large grounds and a large number of trees, including a woodland area, however it is considered appropriate for compensatory planting to be provided on a 1:1 basis. It is recommended that full details of replacement planting including species, sizes and locations should be secured by the imposition of a planning condition requiring submission of a landscaping scheme to be approved by the County Planning Authority.
33. Due to the number of trees on the site and the identified bat roosting potential, it is considered that a condition should be imposed requiring the root protection areas of all trees in close proximity of the works (as identified in the tree survey) to be protected in accordance with BS 5837: 2010 'Trees in Relation to Design, Demolition and Construction Recommendations'. These matters could be controlled by planning condition, and subject to these controls it is considered that the requirement of policies D2 and EN1 of the North West Leicestershire Local Plan would be met.

Sports Fields

34. Sport England was consulted due to the location of the proposed extension encroaching onto an area of playing field. Sport England assessed the development as meeting the criteria exception 3 of their playing fields policy, that the land affected is incapable of forming part of a playing pitch. As such, they did not raise an objection to the application.

Conclusions

35. It is considered that the proposed five classroom block, 17 additional car parking spaces, refuse compound, canopy, stepped entrance and additional hard play area are acceptable and that the requirements of the development plan

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mentioned above have been met. The proposed classroom block would be well sited in relation to the main school buildings, which together with the existing vegetation and proposed landscape enhancement provide an acceptable setting for the proposed new development. Subject to the imposition of conditions as outlined within this report, it is considered that the proposed teaching block and associated works would not have any significant impact on the local environment or amenity of the area but this is conditional upon the trees proposed for removal being replaced within the site. The new buildings and enlarged hard play area would meet a need for additional accommodation to cater for greater demand of pupil numbers in the local area arising from a combination of increased birth rates and new housing developments within the Hugglescote area.

Recommendation

1. PERMIT subject to the conditions set out in Appendix A.
2. To endorse, as required by The Town and Country Planning (Development Management Procedure) Order 2015 (as amended), a summary of:
 - a. How Leicestershire County Council worked with the applicant in a positive and proactive manner:
 - b. In dealing with the application and reaching a decision account has been taken of paragraph 38 of the National Planning Policy Framework.

Conditions

Scope of Permission

1. The development hereby permitted shall be begun within three years from the date of this permission.
2. The development hereby permitted shall only be carried out in full accordance with the following documents, unless amendments are made pursuant to other conditions below:
 - Application Form dated 15 October 2018;
 - Location Plan – drawing no. P01 Rev A;
 - Site Block Plan – drawing no. P02 Rev A;
 - Proposed Main Building Ground Floor Plan – drawing no. P03;
 - New Block Ground Floor Plan – drawing no. P05;
 - New Block Layout – Elevations – drawing no. P06;
 - Drainage Plan – drawing no. P07;
 - Site Plan – drawing no. P08 Rev A;
 - Landscape Proposals – drawing no. P09 Rev A;
 - Sprinkler Layout – drawing no. P10 Rev A;
 - Planning Statement received 19 October 2018;
 - Ecological Appraisal prepared by FPCR dated August 2018;
 - Tree Survey dated 22 August 2018; and
 - Transport Assessment prepared by BWB ref: HPS-BWB-GEN-XX-RP-TR-0001 Rev P2 dated January 2019.

Materials

3. The development hereby permitted shall be constructed in accordance with the schedule of materials as set out on approved plan New Block Layout - Elevations, drawing no. P06.

Landscaping

4. The landscaping of the development hereby permitted shall be undertaken in full accordance with the details of a landscaping scheme which shall be submitted to and agreed in writing with the County Planning Authority prior to the first use of the development. The scheme shall include details of:
 - Tree planting in respect of the trees lost to the car park expansion and to address the gaps in the tree screen along the western and southern boundaries;
 - The number, size, species of trees; and their protection and aftercare; and
 - The onsite disposal of any spoil from the construction earthworks.
5. The approved landscaping scheme shall be implemented in the first available planting season following construction of the development hereby permitted. All planted material shall be suitably maintained and replaced as necessary for a period of not less than 5 years from the date of planting.

Tree Protection

6. No development including site works of any kind shall take place until all trees in close proximity to the construction works as identified in the Tree Survey are protected in accordance with BS5837: 2010 'Trees in Relation to Design, Demolition and Construction Recommendations'. The means of protection shall be maintained in situ throughout the construction period of the development. Should any excavation works be required in the vicinity of the Root Protection Areas of the retained trees, then this work shall be hand dug.
7. No development including site works of any kind shall take place until details of any vegetation that requires lopping or topping have been submitted to and agreed in writing with the County Planning Authority. Any remedial works identified should be carried out prior to the commencement of development by a qualified tree works contractor, in accordance with BS 3998: 2010 'Tree Works Recommendations'.

Hours of Operation

8. All site preparation and construction works, and movement of materials and machinery, in connection with the approved development, shall only take place between 0730-1800 hours Monday to Friday and 0800-1300 hours on Saturdays. No such activities shall take place at any time on Sundays or Statutory Public or Bank Holidays. There shall not be any work carried out under floodlights on the construction site.
9. Notwithstanding the provisions of condition number 8 above, vehicles associated with the construction of the development hereby permitted, including deliveries and the export of materials, shall not enter or exit the site between 0800-0930 hours or 1430-1600 hours on any school day.

Car Parking Facilities

10. The development hereby permitted shall not be brought into use until such time as details of the parking and turning facilities have been submitted to and agreed in writing by the County Planning Authority and implemented in full. Thereafter the onsite parking provision shall be so maintained in perpetuity.

School Travel Plan

11. No part of the development hereby permitted shall be first occupied until a School Travel Plan which sets out actions and measures with quantifiable outputs and outcome targets has been submitted to and agreed in writing by the County Planning Authority. Thereafter the agreed School Travel Plan shall be implemented in accordance with the approved details.

Cycle Parking

12. No part of the development hereby permitted shall be used until such time as secure, covered cycle parking has been provided in accordance with details that have been agreed in writing with County Planning Authority. Thereafter the cycle parking shall be retained and maintained in accordance with the approved details.

Use of Development

13. The development hereby permitted shall be occupied only for purposes in connection with, or ancillary to, educational and community activities on the site and for no other purpose within Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (or any other Order amending or re-enacting that order).

Reasons

1. To comply with the requirements of Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. For the avoidance of doubt and to ensure a satisfactory form of development.
3. To ensure a satisfactory external appearance and grouping of materials, in the interest of visual amenity.
4. In the interests of the landscape and visual amenities of the area.
5. To ensure the landscaping scheme is implemented as soon as possible and that the planting becomes established.
6. To ensure that all trees to be retained on site are protected during construction works.
7. To ensure the existing vegetation on site is protected, to preserve the appearance of the site.
8. To protect the amenities of local residents.
9. To reduce the potential for conflict arising from deliveries to the site during school drop-off and pick-up times.
10. To ensure that adequate off-street parking provision is made to reduce the possibility of the proposed development leading to on-street parking problems locally (and to enable vehicles to enter and leave the site in a forward direction) in the interests of highway safety and in accordance with the National Planning Policy Framework 2018.
11. To reduce the need to travel by single occupancy vehicle and to promote the use of sustainable modes of transport in accordance with the National Planning Policy Framework (2018).
12. To promote travel by sustainable modes in accordance with the National Planning Policy Framework (2018).
13. To ensure that the use of the premises remains compatible with the existing development on the site.

Notes to the ApplicantEcology

1. The Applicant's attention is drawn to the recommendations contained in section 4 of the FPCR Ecological Appraisal dated August 2018.

Highways

2. All proposed off site highway works, and internal road layouts shall be designed in accordance with Leicestershire County Council's latest design guidance, as Local Highway Authority. For further information please refer to the Leicestershire Highway Design Guide which is available at <https://resources.leicestershire.gov.uk/lhdg>