APPLICATION NUMBER: 19/00119/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
19/00119/FUL	Michael Atkinson-Smith	12 April 2019

Address: Woodland Primary School Regent Street Heywood OL10 3BX

Proposal: Two storey classroom extension to south facing elevation together with the demolition of existing north west teaching block and associated link including alterations to two existing windows into doorways on west elevation, formation of new play area and provision new security fence & soft landscaping to Regent Street access.

PUBLICITY	**Weekly list expired?**	Y	**Site notice expired?**	Y
	Neighbour letters expired?	Y	**Press Notice expired?**	N/A

DELEGATION	**Significant departure from local plan?**	N	**Contrary to national policy?**	N
	Applicant a Council Member or officer?	N	**Contrary to previous decision?**	N
	Major with 10 or more objections and recommending approval?	N/A	**Called in or Planning Panel objection?**	N

COMMENTS	**Planning Panel comments received?**	Y
	Neighbour comments received?	Y

EIA	**Screening opinion completed and saved to Onbase?**	N/A

CONDITIONS	**Pre-commencement conditions proposed?**	Y
	Pre-commencement conditions agreed (or notification period expired)?	Y

RECOMMENDATION	GRANT

CHECKED AND SIGNED OFF BY: AT **DATE: 12.04.2019**

SITE

The application relates to Woodland Community Primary School in Heywood which is primarily accessed from Regent Street. The existing school, completed in 2007, comprises a modern two storey building with a later added single storey pre-fabricated extension appended to the western side elevation. There is a hard surface play area to the south of the school building and grassed and hard surfaced multi-purpose play areas to the west of the school. A Sure Start centre is located in the east wing of the main building.

The total number of onsite designated car parking spaces is 72 (including 4 No. disabled persons spaces). A drop-off zone / additional un-designated short stay parking is provided near the main entrance. Gates from the rear parking area provide access to the playground for overspill parking if required.

Surrounding land uses are predominantly residential with properties facing the school site from across Regent Street (north) and Agincourt Street (east) and backing onto the site from Jura Grove and Argyle Crescent (south). Bullough Moor Recreation Ground lies to the west. The development is located within the Defined Urban Area and is designated as Protected Recreational Open Space under saved policy G/3 of the Rochdale Unitary Development Plan (2006).

PROPOSAL

The application seeks planning permission for the erection of a two storey classroom extension to the rear of the west wing of the existing school building. The proposed extension would see the school ultimately then operating on a three form entry basis. The school currently has 469 pupils on roll from 4 years to 11 years of age with a capacity for 510 pupils. When the classroom extension is completed the number of classrooms will rise to 21 and the capacity of the school will increase to 630 children.

The extension would provide seven new classrooms and associated facilities, including a secondary plant room. Internal alterations to the existing building would see one classroom re-modelled to provide circulation and access to the proposed extension. The extension would broadly match the form and materials finish of the existing school building.

The proposals include the phased demolition and removal of the existing modular block (3no. classrooms & toilets) and link following completion and occupation of the new classroom extension. The vacant site created will then be reinstated as a macadam finish informal play area to replace the area lost due to the new extension and to provide play space for the increased pupil numbers. The existing trees are retained and new planting areas added to the front boundary to provide screening to the play area from the existing access road. A new 2.5m high anti-climb mesh security fence to match the existing fence is proposed to the front boundary between the existing school and the existing security fence. A new gate in the fence would provide access from the front of the school.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) – February 2019
National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

SO2	**Creating successful and healthy communities**
C7	Delivering education facilities
C8	Improving community, sport, leisure and cultural facilities
SO3	**Improving design, image and quality of place**
P3	Improving design of new development
SO5	**Improving accessibility and delivering sustainable transport**
T2	Improving accessibility
SO4	**Promoting a Greener Environment**
G6	Enhancing Green Infrastructure
G8	Managing water resources and flood risk
G9	Reducing the impact of pollution, contamination and land instability
DM1	General development requirements
SD1	Delivering sustainable development

Unitary Development Plan (UDP):

G/D/1	**Defined Urban Area**
G/3	Protection of Existing Recreational Open Space
EM/7	Development and Flood Risk

RELEVANT SITE HISTORY

15/00704/FUL	Construction of canopy to create covered walkway. Granted STC August 2015
14/00516/FUL	Proposed canopy and replacement 1.5m high fencing to create covered play area. Granted STC June 2014
13/00794/FUL	Formation of new external door opening to front elevation including the provision of a ramped access with 0.9m handrail and erection of new 1.5m high fencing. Granted STC September 2013
12/D55204	Erection of a three classroom modular unit incorporating a covered link to the existing school building. Granted STC April 2012
10/D52873	Construction of car park together with erection of 2.45m high boundary fencing. Granted STC March 2010
07/D48910	Installation of 4 x 8m high lighting columns (retrospective). Granted March 2009
05/D44740	Erection of primary school with a sure start and extended school facilities. Granted STC March 2005

CONSULTATION RESPONSES

Highways And Engineering - This proposal seeks to formalise what was previously a temporary situation. The proposals are not likely to increase traffic volumes at this

location significantly. There is no loss of parking or changes to the highways network. We have no objection to the proposals outlined in this application.

Additional response in relation to revised travel plan: I have considered the data and have no amendment to make to my recommendations. The school will continue to generate a lot of traffic in the peak periods for a short period of time. After which the traffic will reduce dramatically. I do not envisage the increased volume of traffic to have any difference on the impact of the area. Hopefully School Travel Plan measures by this point will be working to successfully reduce Traffic.

Lead Local Flood Authority/Drainage - Summary: To reduce rainfall runoff discharge to sewer, the Applicant's Civil Engineer has proposed that approx. 500 sq.m. of hardstanding (on Sheet 1) will comprise *Ulti-play*™ porous asphalt (60mm thick) with 200mm deep Type 3 foundation aggregate (low fines 30% void). This is a suitable method:- the aggregate's voids provide storage for water percolating through the top surface, giving time for water to infiltrate to subsoils. A central channel will also be included to capture any rainwater that cannot percolate will not cause inundation of the new hardstanding. The above proposals to mitigate surface water runoff to the UU combined sewer are suitable for this situation accepted by the Drainage Officer to be best practice. Because new foul and surface water runoff connections will connect to United Utilities' combined sewer above, the Applicant should communicate with UU's Development Services to obtain approval prior to commencement of construction. No calculation has been made to demonstrate that pass forward flows to sewer are less than 10 l/s. To do this, one would have to measure all impermeable areas and use software such as MicroDrainage®. However, by providing permeable asphalt for 500 sq.m. of hardstanding, UU may agree that this meets their requirements.

Public Protection (Environment) - No comments received to date

Public Protection (Noise/Odours) - No comments received to date

United Utilities - **Summary:** In accordance with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. In the event of surface water draining to the combined public sewer, the pass forward flow rate to the public sewer must be restricted to 10 l/s.

According to our records there are easements crossing the proposed development site which is in addition to our statutory rights for inspection, maintenance and repair. The easements dated 27/10/2005 & 18/12/2014 UU Refs: Z2202 & Z4269 has restrictive covenants that must be adhered to. It is the responsibility of the developer to obtain a copy of the document, available from United Utilities Legal Services or Land Registry and to comply to the provisions stated within the document. Under no circumstances should anything be stored, planted or erected on the easement width. Nor should anything occur that may affect the integrity of the pipe or United Utilities legal right to 24
hour access.

A public sewer crosses this site and we may not permit building over it. We will require an access strip width of six metres, three metres either side of the centre line of the sewer which is in accordance with the minimum distances specified in the current issue of "Sewers for Adoption", for maintenance or replacement. Therefore a modification of the site layout, or a diversion of the affected public sewer at the applicant's expense, may be necessary. To establish if a sewer diversion is feasible,

the applicant must discuss this at an early stage with our Developer Engineer at wastewaterdeveloperservices@uuplc.co.uk as a lengthy lead in period may be required if a sewer diversion proves to be acceptable. Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.

REPRESENTATIONS

Letters of notification were sent to surrounding neighbours and a site notice posted in the vicinity. Two letters of objection were received citing the following concerns:

- The impacts of additional traffic and parking issues as a result of increased pupil and staff numbers, including inconsiderate parking by parents and visitors.
    - *Addressed in the relevant report section below.*

- Increased noise, disturbance and loss of privacy for neighbouring residential properties.
    - *Addressed in the relevant report section below.*

- Impact on the view from surrounding properties.
    - *Addressed in the relevant report section below.*

- The impact of the extension on property values and saleability.
    - *These matters are not material planning considerations.*

TOWNSHIP / MEMBER COMMENTS

The application was discussed at the meeting of the Heywood Township Planning Panel on 19th February 2019. The panel requested that the Highways Officer considers carefully the impact of traffic generation.

ANALYSIS

Principle of Development

Sub-paragraph a) of Paragraph 94 of the NPPF states that local planning authorities should 'give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications'. The NPPF is therefore clear that great weight should be afforded to the development proposed by this application. Rochdale Core Strategy policy C7 (Delivering Education Facilities) states the council will improve education, skills and training in the borough and raise educational achievement by providing good quality primary and secondary educational facilities. This will be achieved through providing educational facilities in appropriate and accessible locations, seeking high quality design of educational buildings with facilities appropriate to support learning and ensuring educational facilities are sustainable and provide good access to communities, the natural environment, heritage, culture and lifelong learning.

Due to the pressure for additional school places within the Borough, Woodland Primary School has been identified as a site suitable for expansion to full three-form entry. The proposed extension to the school would provide the opportunity for more students to enrol in what is an essential facility, and the proposal would therefore benefit the wider community in line with the requirements of Core Strategy Policy C7 and the NPPF.

The proposed development site is designated as Protected Recreational Open Space under saved policy G/3 of the Rochdale Unitary Development Plan (2006). It

is noted that the proposed development would provide an extension to an existing school on site and therefore constitutes a non-commercial community use. The proposed removal of the existing modular classroom block and replacement with a hard surfaced play area would result in no significant net loss to recreational open space provision.

As such, and with the above policies in mind, it is considered that subject to the appropriate assessment of matters such as visual and residential amenity, highway safety and the environment, as considered in detail below, the principle of the development of an extension to the school on site is acceptable.

Layout, design and appearance

Policy DM1 of the Council's Core Strategy requires all development proposals, including changes of use of land and buildings, extensions and alterations, to demonstrate that they are of a high quality design and take the opportunity to enhance the quality of the area. Policy P3 of the Core Strategy acknowledges that good design will improve the image and attractiveness of the borough as a place to live, work and visit. As such the policy requires all new developments, including associated landscaping, to adhere to high standards of design. Paragraph 127 of the Framework states that planning decisions should ensure that developments are sympathetic to local character and visually attractive as a result of good architecture, layout and effective landscaping.

The proposed extension would be located to the rear of the school and views of it would largely be limited to the rear of the residential properties on Jura Grove and Argyle Crescent and the nearby Bullough Moor Recreation Ground. The extension would be two storeys in height and match the form and materials finish of the existing main school building on site, tying in appropriately with the existing main building. As such the extension is considered to be acceptable in terms of design and visual appearance.

The proposed removal of the modular block of temporary classrooms towards the front of the school site by the entrance onto Regent Street will result in a positive impact on the visual amenities of the surrounding area and the provision of an extended play area shielded by new planting and a fence to match the current style will have an acceptable visual impact.

In view of the above, it is considered that the proposed development would be compatible with the existing school site and surrounding area in general and the application therefore accords with the relevant parts of Core Strategy Policies P3 and DM1 and the NPPF.

Impact on Surrounding Occupiers

Paragraph 127 of the National Planning Policy Framework advises that planning decisions should result in places with a high standard of amenity for existing and future users. Policy DM1 of the Core Strategy sets out a number of basic planning considerations that apply to all development including that proposals should be compatible with surrounding land uses and not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy. Policy G9 states that the Council will require that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution.

The surrounding area is predominantly residential in character and the school is a long-established feature of the area. The proposed extension would be positioned at the centre of the site and 23m from the site boundary shared with the rear of nos. 10-

14 Jura Grove which are the closest residential properties. Given this separation distance, no undue degree of overlooking or loss of privacy would arise for the occupants of these dwellings. The proposal to re-site the existing cooling units to the rear of the existing building has been removed from the application pending further analysis and consideration of their siting. These will be dealt with as part of a separate application for planning permission.

The proposed hard surfaced play area on the site of the temporary classrooms to be removed would bring an intensively used part of the playground closer to Regent Street but at the closest point would still lie 32m from the front façade of the terrace of dwellings at Nos. 24-38 Regent Street which is an acceptable distance. Whilst some noise may arise from its use, this would be expected during school hours at a school site and the level of noise generated would not increase to an unacceptable degree. It is noted that a hard games area and MUGA pitch are already similarly situated. Proposed planting along the southern boundary will provide some degree of shielding.

A condition is recommended to restrict construction and demolition hours to avoid significant noise and disturbance to neighbouring residential properties outside of main working hours.

In view of the above, it is not considered that the extension to the school or extended playground would in any undue amenity impacts for surrounding occupiers and the application is therefore considered to accord with the relevant parts of Core Strategy Policy DM1 and the requirements of the NPPF.

Highways, Parking and Accessibility

Core Strategy policy T2 requires development and infrastructure proposals to satisfy the Council's accessibility hierarchy and in all circumstances, the safety, accessibility and amenity of those who live or have business in the area will have priority, while providing reliable journey times for those travelling through. Core Strategy policy DM1 requires all development proposals to demonstrate that they provide satisfactory vehicular access with adequate parking, manoeuvring and servicing arrangements, taking into the proposed use and location. Paragraphs 108 and 109 of the NPPF require that safe and suitable access to a site can be achieved for all users and that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts of the road network would be severe.

The proposed increase in pupil numbers to a total of 630 in future years when at full capacity will inevitably lead to an increase in vehicle movements associated with the school, especially at pick-up and drop-off times. This is common at all school sites and it is acknowledged that neighbouring residents can be affected as a result. To mitigate the increase in numbers, the school has prepared a Travel Plan that contains a number of initiatives to encourage modal shift away from private car journeys. Schemes to encourage greater cycling rates amongst pupils and a proposal for a 'walking bus' will partially off-set the increase and a condition requiring the implementation of the identified schemes is recommended. The Travel Plan includes provisions for data collection and ongoing monitoring and review.

The school is relatively well served by on-site parking provision for staff in comparison to similar school sites within the Borough and the increase in pupil and staff numbers will therefore not result in a significant degree of additional on-street parking by staff or visitors.

It is noted that a Children's Centre and private nursery operate on site which together have the effect of intensifying the overall activity level at the site. However, it is not

uncommon for service users to make use of the facilities whilst additional children attend the school. It is acknowledged that there is additional pressure on parking provision as a result, but this is common in such settings and there is no available evidence to demonstrate that the site is not well managed in this respect.

The application was discussed at the meeting of the Heywood Township Planning Panel on 19th February 2019. The panel requested that the Councils Highways Officer considers carefully the impact of traffic generation. The Highways Officer raises no objections to the proposal on the basis that the proposal partially seeks to formalise what was previously a temporary situation that has operated successfully for some time and the proposals are not likely to increase traffic volumes at this location significantly. The Highways Officer notes that the increase in pupils will be gradual and that measures contained within the travel plan should have bedded in by the time the school operates fully at the proposed capacity. There is no loss of parking provision or changes to the highway network.

The NPPF is clear that that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. In addition, it also advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. As the highway implications are not considered to be severe it is concluded that the development would be acceptable and in accordance with Core Strategy Policies T2 and DM1 and the NPPF.

Impact on Trees, Landscaping and Biodiversity

Policy G6 of the adopted Core Strategy expects development proposals affecting green infrastructure to avoid the loss of existing features such as trees unless suitable alternative provision is made or they have limited value. No trees would be lost as a result of the proposed development and the inclusion of additional planting and landscaping will result in a net bio-diversity increase. Full details of the proposed planting scheme have not been submitted and should be secured through condition to ensure a satisfactory standard of visual amenity in accordance with Core Strategy policy P3 and compliance with Core Strategy policy G6 and the NPPF.

Drainage and Flood Risk

Policy G8 of the Core Strategy sets out the Council's strategy for managing water resources and flood risk more effectively in the interests of public safety, protecting property and infrastructure and the conservation of the natural environment. To that effect the Council will ensure that new development does not lead to any form of increased flooding locally or further downstream, does not impede natural water and flood risk management, is not detrimental to existing or potential flood storage areas, contributes where possible to alleviating existing flood risk, is itself well protected from flood risk and ensure prudent use of water resources. The NPPF also establishes that inappropriate development in areas at risk at flooding should be avoided and that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere.

The Councils Drainage Engineer has reviewed the proposed preliminary drainage plan and considers the proposals to reduce surface water run-off to the public sewer through the use of porous asphalt are acceptable. A central channel will also be included to capture any rainwater that cannot percolate will not cause inundation of the new hardstanding. Because new foul and surface water runoff connections will connect to the combined sewer, a pre-commencement condition is suggested requiring demonstration of agreement from United Utilities that the connection points and proposed pass forward flow rates to the sewer are acceptable. The Drainage

Engineer also recommends that a condition be applied to any permission requiring full details of a lifetime management and maintenance plan to be agreed.

Subject to an acceptable drainage scheme in respect of the above being submitted to and approved in writing by the LPA, the requirements of Core Strategy policy G8, saved UDP policy EM/7 and the requirements of the National Planning Policy Framework will have been met.

Summary

The application seeks to extend Woodland Primary School in Heywood to aid in the provision of further school places for the Borough. The proposed extension, by virtue of its size, scale, siting, height, layout, materials, design and detail, would be compatible with the character of the main building and its surroundings, and would not harm the appearance of the street scene. The proposed extension would achieve a satisfactory degree of separation with surrounding residential uses in order to ensure that the development would have no unacceptable impact on the amenity of nearby occupiers by reason of visual appearance, scale, noise or any other nuisance. The existing highway network and parking provision is sufficient to cater for the proposed development, not representing severe residential cumulative impacts. Furthermore, the submitted travel plan would encourage sustainable transport methods and monitor travel to and from the school. The playground extension and associated works are considered to be acceptable. The proposal therefore complies with the relevant Policies in the adopted Rochdale Core Strategy, saved Unitary Development Plan and the National Planning Policy Framework and the application is therefore recommended for approval.

RECOMMENDATION

GRANT subject to the following conditions:

1 The development must be begun not later than three years beginning with the date of this permission.

Reason. Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2 This permission relates to the following list of submitted plans, drawings and documents:-

- A3/2003170/LP001 Location Plan
- A3/2003170/LP001 Existing Site Plan
- A1/2003170/Pl04 Proposed Site Plan
- PL001 As Existing Ground and First Floor Plans
- PL002 Rev. P1 As Proposed Ground and First Floor Plans
- PL003 Rev. T1 As Existing and Proposed Elevations (Amended Plan Received 01.04.19)
- L(02)03 Existing School Site Area / Use
- L(03)01 Existing School Ground and First Floor Layout Plan
- L(03)02 Rev. P1 Ground Floor Layout Plan
- L(03)03 First Floor Layout Plan and Roof Plan
- L(04)01 New and Existing Sections
- Existing Site Plan – Drainage and Services
- L(90)02 Rev. B Site Finishes (Sheet 1 – North)
- L(90)03 Rev. B Site Finishes (Sheet 2 – North)

and the development shall be carried out in complete accordance with these drawings and documents hereby approved.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the saved Rochdale Unitary Development Plan, the adopted Rochdale Core Strategy and the National Planning Policy Framework.

3 No development shall take place until details of a scheme to dispose of foul and surface water from the site, and a lifetime drainage management and maintenance plan, has been submitted to and approved in writing by the local planning authority. The surface water drainage scheme shall be based on sustainable drainage principles and shall incorporate adequate on site attenuation storage where necessary. For the avoidance of doubt, foul and surface waters shall be drained on separate systems and the submitted scheme shall include:

(i) a detailed proposed drainage plan showing where the new foul and new surface water connections to the existing network shall be made.

(ii) confirmation that the 500 sq.m. area of hardstanding to the east of the play area will comprise porous asphalt with 30% voided aggregate foundation in accordance with RBC Design drg 'Site Finishes Plan Sheets 1 & 2 dated 26.3.19'.

The approved drainage shall be fully implemented and subsequently retained in accordance with the approved drainage management and maintenance plan.

Reason: To prevent an increased risk of flooding as a result of the development, to ensure that surface water discharge rates are limited to pre-development levels in accordance with the submitted Flood Risk Assessment and to ensure satisfactory disposal of surface and foul water from the site in accordance with policy G8 of the adopted Rochdale Core Strategy, saved policy EM/7 of the Unitary Development Plan and the National Planning Policy Framework.

Reason for pre-commencement condition: As the proposals require ground works and engineering works an understanding will be necessary of the detailed drainage arrangements prior to commencement of any development on site.

4 The materials used in the construction of the exterior of the development hereby permitted shall match those used in the construction of the exterior of the existing building in colour, form, type, size and texture.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

5 a) Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. The details shall include the formation of any surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants / trees to be retained and a scheme for the timing / phasing of implementation works.

(b) The landscaping works shall be carried out in accordance with the approved scheme for timing / phasing of implementation or within the next

planting season following final occupation of the development hereby permitted, whichever is the sooner.

(c) Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with policies P3, DM1 and G6 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

6 The initiatives contained within the submitted travel plan, titled 'Travel Plan for Woodland Primary School' shall be implemented before the first occupation of the extension hereby approved unless otherwise agreed in writing by the Local Planning Authority and shall continue to be implemented thereafter.

Reason: To encourage sustainable transport and for the safety of traffic on the highway, in accordance with Policies DM1 and T2 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

7 No building or engineering operations within the site or associated deliveries to and from the site shall take place other than between 07:30 hours and 18:00 hours Monday to Friday and between 09:00 hours and 14:00 hours on Saturdays, and not at all on Sundays or Bank Holidays.

Reason: In order to protect the amenities of nearby residents in accordance with Policies DM1 and G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Procedure Statement

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition.

Notes for Applicant:

Report Author Michael Atkinson-Smith