

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Regulatory Committee
Date:	30 June 2010
Title:	Construction of a 420 place Primary School with associated car parking and external works at land to the north-east of East Anton Manor Farm, East Anton, Andover (Application No. 10/00529/HCC3N) (Site Ref: TVE 058)
Reference:	1816
Report From:	Head of Planning and Development

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1. Executive Summary

1.1. At the Regulatory Committee Meeting on 28 April 2010 Members resolved to defer determining the application for a permanent 420 place primary school (2 Form Entry) at East Anton Major Development Area (MDA), Andover (Application No. 10/00529/HCC3N). Members were concerned about the design of the proposed school including its orientation, external materials, car parking and access. Revisions and additional information have since been received and consulted on and the report addresses the revised application.

1.2. In summary, the main changes and clarifications are:

- (i) replacement of most of the originally proposed flat roofing with double pitched slated roofs, incorporating northern lights to the classrooms;
- (ii) increase in staff car parking from 21 spaces to 30 spaces including two accessible parking bays and a minibus space;
- (iii) photovoltaic and solar thermal panels installed on two areas on the flat roof in two arrays of 27 panels. The south west orientation of these panels would enable them to operate at close to 100 per cent efficiency;
- (iv) provision of covered bicycle stores (12 bicycles per store) in two locations and close to pedestrian access points into the school site.

1.3. The Test Valley Borough Local Plan 2006 is the appropriate part of the development plan that should be applied to this application. Most weight should be given to policies: AND 01.4 (Community Facilities East of Icknield Way), DES 05 (Layout and Siting), DES 07 (Appearance, Details and Materials), TRA 02 (Parking Standards) - see Integral Appendix C. It is judged that the application accords with the policies with the exception of TRA 02 as the proposed parking exceeds the maximum standards. Nevertheless, the suburban location and staffing levels at the school merit a policy departure. Accordingly, there is no substantive reason to withhold planning permission.

2. **Site and proposal**

2.1. The site is 2.16 hectares (see attached location plan) and previously an arable field with a gentle southerly slope. It is within the northern part of the East Anton MDA. The site is open at present and has been cleared of small vegetation such as weeds, has no trees or hedges. To the south of the site housing is under construction. The road network and footways in the area have been partly constructed – there is a road adjoining the southern boundary of the site with a footway and street lighting in front of the proposed school. To the west of the site there will be a local centre, with two parking areas for about 50 cars (see also under “Highways” heading below).

2.2. In January 2010 the Committee granted a planning permission for a temporary primary school within the site. The temporary school should be operable from the new school year in September. The temporary school will be removed once the permanent school buildings have been constructed and occupied. The planned opening of the permanent school is for the start of the 2011/2012 school year.

2.3. **Buildings** – the new school buildings (total floorspace of 2240 square metres) will, in the main, be single storey, externally constructed in buff coloured bricks. Mention was made at the April Regulatory Committee as the appropriateness of buff bricks for the school. However, several new houses in the nearby housing development use buff brickwork and it is reasonable for the school to make use of similarly coloured bricks.

2.4. Additionally, Members expressed concern at the appearance of flat roofing with upstanding northern lights above the classrooms and requested a modification to the design. It is now proposed the majority of the roofs for the whole school will be double-pitched with good quality natural slates, and the classrooms would have sustainably sourced durable hard wood timber clad gables. Additionally, the classrooms and hall will have openable northern roof lights incorporated into the pitch of the roof rather than as a projection. The other remaining lower level roofs of the school building including the corridor links, the main entrance and external canopies would have very high performance three-layer mineral felt coverings. (Performance of modern mineral felt roof coverings are designed to last 20 years before they are renewed. These materials to notionally flat roofed areas are in fact all now

laid to falls). Photovoltaic and solar thermal panels will be installed to two areas of the lower level roof, one set near the proposed entrance forecourt, the other set to the rear of the internal courtyard link.

- 2.5. The proposal is for a new single storey primary school, its catchment area is intended to be the East Anton Major Residential Development Area. It is designed to have 14 classrooms, a main hall with a music and drama studio connected to it, a Special Educational Needs (SEN) room, a staff room, administration offices, toilets (including accessible ones), a kitchen, group rooms, a Discovery Point to include library and an Information and Communication Technologies (ICT) Learning Resource Centre, a food technology classroom and science/technology/art/craft spaces, other support facilities including plant room, storage and a caretaker's room. The building design will feature spaces with different scales, good daylight, natural ventilation and a variety of internal finishes to create distinct zones with individual identities. The proposed building and site have been designed to be fully accessible to allow the inclusion of all staff, pupils and visitors. The County Council Access Officers have been consulted throughout the scheme design stages of the project. A large central courtyard is to be provided as an external teaching space and most classrooms will have direct access to it.
- 2.6. **Car parking/cycle stands/external lighting** – It is anticipated the school would have 20 full time staff and approximately 42 part time staff at various times of the day. A staff car parking area with 21 spaces (including two dedicated accessible parking bays) was initially to be provided on the north side of the main school building. However, the Regulatory Committee at its meeting on 28 April 2010, considered 21 spaces insufficient to cater for the number of staff who would be at the school. It is now proposed to provide 30 car spaces including two dedicated accessible ones. In addition, one mini-bus bay is proposed. It is intended the car park spaces on site will use free-draining materials although the main access way into the car park would be tarmac.
- 2.7. No parent parking will be provided on the site. However, the proposed highway in front of the main entrance to the school is intended to be a bus route serving the local centre. In addition the local road, in the vicinity of the School, is widened above normal standard to facilitate short term on-street parking for dropping-off/picking-up children. The layout details of the local centre are not available, but the developer has agreed with the Highway Authority that once the centre is built, its car parks – two separate ones are proposed – can also be used for drop-off/pick-up of children as well as staff parking.
- 2.8. It is intended to provide 24 cycle spaces in two covered bicycle stores (12 spaces per store), one store being near the western boundary pedestrian entrance, the other being near the eastern boundary. In addition, two more bicycle stands (total four cycles) are to be provided to the front of the school and are to be accessible via the main pedestrian site entrance.

- 2.9. External lighting will be fitted around the building and car park to provide safe access ways and emergency escape routes during hours of darkness. The lighting is designed to prevent light pollution and avoid nuisance to residential properties, particularly those properties that, when built, would be close to the school.
- 2.10. **External features/landscape/fencing** – The eastern half of the overall school site will contain a playing field of some 8000 square metres and a play court for the older children. Soft play areas are being provided in various locations close to the main school building and a small wetland area/balancing pond is to be created near the eastern boundary. The balancing pond will assist with the site storm water drainage. A reception class playground area and play court is to be located on the north eastern side of the school building. On the site boundaries and within the site, it is intended to have extensive tree planting in addition to which there will be created a number of small woodland habitat areas in locations surrounding the sports field. A set of maintenance access gates for the playing fields are to be provided on the eastern boundary at the point of the temporary access for the temporary school. No grounds maintenance stores are to be provided as the relevant services will be provided by an external contractor.
- 2.11. The fencing around the secure area of the site will range from one metre high to 1.8 metres high colour coated weldmesh panel fencing as approved by the Crime Prevention Advisor. This will be softened by the inclusion of a beech hedge and avenue style tree planting. The boundary to the north will comprise 1.8 metre high close board fencing and this will form the boundary to future housing development on the adjacent site. The Crime Prevention Advisor also considers that there is a need to install a one metre high fence (colour coated steel mesh fencing) along the school frontage to define the limit of the public spaces outside and opposite the school entrance. It is considered that at one metre high, this fence would not represent a strong visual barrier to detract from the school design and it will be included as part of the works. The sports field will be constructed in two phases, one of which would have been completed as part of the temporary school development, the other phase to be constructed in conjunction with this current application development.
- 2.12. **Drainage** – The site is located in a Flood Zone 1 where the annual probability of river flooding is less than 1 in 1000. It lies above the Upper Chalk Formation, a principle aquifer and is also within the ground water source protection zone (SPZ) 1 and 2 for the Andover public water supply. A detailed drainage design has been prepared to support the application together with a drainage plan. A Flood Risk Assessment has also been included. Foul water will drain into the public sewer within the nearby adopted highway network.
- 2.13. **Archaeology** – The site lies to the north of the old Portway Roman Road, but archaeological investigations undertaken to date indicate that the proposed school is not likely to need archaeological mitigation. However, in

the event that finds are discovered, advice will be sought from the County Archaeologist who confirms this is acceptable.

2.14. **Sustainability** – The development is designed to meet the best practice criteria of sustainable design. A detailed feasibility study was undertaken to investigate the options to test the most appropriate and sustainable means to provide energy at the school. The design has been developed around these principles and in line with best practice approaches to reduce the environmental impact of the proposal. The proposal will seek to provide a high thermal performance energy-efficient building envelope with sustainable materials, the selection of which is through consideration of their environmental credentials, including durability and recyclability. The new school design will therefore aim to integrate the following measures:

- (i) harnessing the sun's energy with the use of solar panels on the roofs (solar thermal and/or photovoltaic);
- (ii) sustainable rainwater attenuation to minimise impact on the existing storm water drainage system;
- (iii) an air-tight and super-insulated building envelope and enhanced thermal performance including high performance windows, doors and roof lights;
- (iv) provision of excellent levels of day lighting to all teaching areas to reduce energy use;
- (v) energy-efficient lighting and heating controls throughout including smart metering and energy displays in the public entrance area;
- (vi) strategic placement of extended roof canopies above large glazing areas to avoid summer time overheating;
- (vii) natural ventilation to main spaces with night-time cooling strategy;
- (viii) low water-consumption sanitary installations;
- (ix) exclusive use of timber that is Forest Stewardship Council (FSC) certified and from sustainable sources;
- (x) improved biodiversity around the site.

2.15. At the meeting of the Regulatory Committee on 28 April 2010 the issue of the orientation of the school building and its effectiveness to harnessing solar energy was raised. However, owing to the configuration of the site it is impossible to orientate the main building to the south and accommodate all the other requirements for a school. Nevertheless, it is proposed to generate renewable energy on the site by providing two arrays of solar heating panels each containing 27 panels/array with a total of 54 panels. These will provide the energy to pre-heat all the required hot water for the School. A significant energy load would be produced from renewable sources. The orientation of

these panels is south west facing which enables them to operate at close to 100 per cent efficiency. Energy will be produced throughout the optimal summer period when the School buildings are not generally being used, will be able to be fed back into the national grid.

- 2.16. A sustainable drainage system (SuDS) has also been proposed and it is intended to retain surface and storm water on site within a cellular soakaway located beneath the proposed key-stage two formal play area. The creation of a balancing pond which will also act as an on-site regulator for the surface/storm water, is intended to act as a external teaching facility.
- 2.17. **Highways and access** – The Regulatory Committee on 28 April 2010 discussed the issues of the adjoining highway including access to the school site and parking for parents/visitors. Further information was therefore requested by Members. The road network in the immediate area of the proposed school has been designed by the developer of the housing development. The primary vehicular highway access which is located in the south western corner of the school site, serves the staff car park and provides access for day-to-day servicing and deliveries. The layout of the staff car park provides ample room for vehicle manoeuvres and would have a gated access to the north, thereby allowing for emergency and maintenance access around the perimeter of the proposed school building. This vehicular access is separated from the main pedestrian access to the school to keep vehicle movements away and separate from pedestrians.
- 2.18. A secondary vehicular access to the school grounds is provided to the north eastern corner of the site and it is intended this would be used on a regular basis by the County Council's Grounds Maintenance personnel.
- 2.19. The Highway Authority and the developer of the wider residential development have agreed that an informal and dedicated drop-off/pick-up zone within the adjacent proposed adopted highway to serve one of the principle pupil/parent pedestrian access to the school's eastern boundary. The road at this point has been widened to cater for this facility and also allow for a coach to park adjacent to the school boundary in the event of a school trip.
- 2.20. Further informal drop-off/pick-up parking is proposed once the adjacent local centre is completed. The developer of the local centre is proposing two car parks (final positions to be established) each with approximately 25 car parking spaces and has agreed that the school will be able to use these car parks. It is anticipated that these two car parks will be in operation once the school has reached its capacity of 420 pupils. The immediate highway which will be in front of the school and proposed local centre, has been designed as a bus only and pedestrian shared surface. The two car park areas for the local centre would be positioned so that each access to them can be reached without having to drive over the bus/pedestrian shared surface.
- 2.21. A school travel plan has been prepared as part of the project development to date and has been included with the planning application. This document

is intended to be further enhanced by the new school during their first year in the temporary accommodation. The planned opening of the new school building is at the start of the 2011/2012 school year.

3. **Development plan**

- 3.1. Test Valley Borough Local Plan 2006 (adopted June 2006) shows the site as a proposed new primary school, within the East Anton Major Development Area, north east of and adjoining the main built-up Andover area. The relevant policies which the proposed development accords with are: AND 01.4 (Community Facilities East of Icknield Way), DES 05 (Layout and Siting), DES 07 (Appearance, Details and Materials) and TRA 02 (Parking Standards).
- 3.2. These policies are the part of the development plan that should be most relied on, in determining the application.

4. **Consultations**

- 4.1. **Test Valley Borough Council** - At the time of preparing this report, the views of the Borough Council are awaited regarding the amendments to the school building and additional parking on site.
- 4.2. **Smannell Parish Council's** views were considered at the 28 April 2010 Regulatory Committee. At the time of preparing this report they have not responded to the amended scheme.
- 4.3. **Environment Agency** has no objection in principle to the proposal as submitted, but require to see details of the scheme to dispose of surface waters from the site as the area is underlain by the Upper Chalk Formation, a principle aquifer and, also lies within the Groundwater Source Protection Zones (SPZ) 1 and 2 for the Andover public water supply.
- 4.4. **Highway Authority** has no objection in principle subject to conditions.
- 4.5. **The local Member, Councillor Mutton**, has no objection to the amended scheme.

5. **Representations**

- 5.1. No representations from the public have been received.

6. **Commentary**

- 6.1. The proposed school accords with the adopted Local Plan in that the site is allocated for a primary school within the northern half of the East Anton MDA, AND 01.4 (Community Facilities East of Icknield Way)

- 6.2. The proposal also accords with the development plan design policies DES 05 (Layout and Siting), DES 07 (Appearance, Details and Materials). It is noted the development is well connected with other facilities, will act as a nucleus for this part of the MDA and is very accessible. The use of materials and the predominance of pitched roofs is compatible with buildings emerging in the locality.
- 6.3. In the absence of any development plan guidance on sustainability issues these features have to be judged on their own merits. It is noted however that the proposals are compatible with emerging policy.
- 6.4. On the other hand the proposed parking is contrary to the maximum standards, TRA 02 (Parking standards), set out in the Local Plan . However, given the suburban location and the high level of part time staffing the additional parking is merited.
- 6.5 It is noted there are no objections from consultees.
- 6.6 Taking into account all considerations permission should be granted..

7. Recommendation

- 7.1. That planning permission for provision of a 420 place primary school with associated car parking and external works on land to the north-east of East Anton Manor Farm, East Anton, Andover (Application No. 10/00529/HCC3N) and within the East Anton Major Development Area, be granted subject to the conditions in Integral Appendix B.

Links to the Corporate Strategy

Hampshire safer and more secure for all:	Yes
Maximising well-being:	Yes
Enhancing our quality of place:	Yes

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

Construction of a 420 place Primary School with associated car parking and external works at land to the north-east of East Anton Manor Farm, East Anton, Andover (Application No.10/00529/HCC3N) (Site Ref: TVE 058)

Environment Department
Hampshire County Council
Elizabeth II Court West (1st floor)

CONDITIONS

Time Limits

1. The development hereby permitted shall be begun before the expiration of three years from the date on which this planning permission was granted.

Reason: To comply with Section 91 (as amended) of the Town and Country Planning Act 1990.

Hours of Working

2. Construction works at the site shall be from 0800 hours to 1800 hours Monday to Sunday. In the event that the housing which is due east of the school site and which is under construction, becomes occupied before construction of the permanent school buildings are started, then there shall be no working on Sunday or public holidays, then works shall terminate each week on Saturday at 1800 hours.

Reason: To reduce the impact of construction of the site to occupiers of nearby housing .

Archaeology

3. If, during the ground works to carry out the development (including levelling of land, the building of footings, provision of soakaways, drainage and service runs, car parking area), any archaeological finds are located, work shall temporarily cease and advice sought from the County Archaeologist. In these circumstances work may only recommence with the permission of the Local Planning Authority.

Reason: The site lies close to the route of the former Portway Roman Road and there may be possibilities of archaeological findings.

Drainage

4. Before construction of the development is commenced, a detailed scheme for dealing with dispersal of surface water shall be submitted in writing to, and approved by, the Local Planning Authority. The approved scheme shall include measures to contain any pollutants particularly arising from the staff car parking area. The scheme shall be implemented as approved.

Reason: To protect the groundwater underlying the site, as the site lies above the Upper Chalk Formation, a principle aquifer, and it is within the Groundwater Source Protection Zones (SPZ) 1 and 2 for the Andover area public water supply. Potable supplies are therefore at risk from pollution.

Car parking/cycle stands

5. Before the School becomes operational, the staff car parking area shall have been constructed to a specification agreed with the Local Planning Authority. The specification shall include the provision of measures to contain pollutants from surface water run-off incorporated within the drainage system. The two accessible parking spaces shall be marked out. In addition, the cycle stands to be provided shall have been installed in their respective positions.

Reason: To secure a satisfactory development.

External lighting

6. Before the development is commenced, details of the proposed external lighting to be installed shall be submitted in writing to and approved by the Local Planning Authority. In the event that floodlighting is to be installed and in particular if it is to be close to housing, measures shall be taken to avoid light spillage to those properties. The lighting shall be installed in accordance with the approved details.

Reason: To secure a satisfactory development.

Landscape/planting works

7. Before the development is commenced, details including numbers and species of the proposed tree planting throughout the site, together with details of the other intended planting including planting in the pond/biodiversity areas and details of the hard surface materials to be used, shall be submitted to and approved in writing by the Local Planning Authority. Preference should be given to native and locally appropriate tree/bush planting for the site. Any new planting that dies or is removed within the first three year period from its initial planting at the site, shall be replaced with similar species as soon as possible. In the event the school buildings are completed in the summer months, main planting such as the trees, shall be carried out in the first available planting season. All hard surfacing materials shall have been laid prior to occupation of the school buildings.

Reason: To ensure the development has a satisfactory landscape scheme.

*Annexe to Reason for Conditions
(as required by Article 22 of the Town and Country Planning
(General Procedure) Order 1995 – as amended)*

TEST VALLEY BOROUGH LOCAL PLAN 2006 (Adopted June 2006)

Policy AND 01.4 (Community Facilities East of Icknield Way)

Community facilities will be provided in association with the proposed housing development including:

- b) a 3 Form Entry Primary School on approximately 2.5 hectares.

Policy DES 05 (Layout and Siting)

Proposals for development within or adjoining a settlement will be permitted provided that:

- a) the scheme integrates with the form and structure of the existing settlement or surrounding area;
- b) any public spaces are well defined;
- c) the scheme is laid out to provide a clear distinction between public and private spaces;
- d) buildings are laid out and relate positively to streets or other public spaces

Policy DES 07 (Appearance, Details and Materials)

Development will be permitted provided that the design of any building or structure:

- a) is of a high standard and attractive appearance which adds visual interest;
- b) expresses its purpose, unless this would detract from the character of the surrounding area;
- c) complements local building styles and the colour, pattern and texture of local building materials.

Policy TRA 02 (Parking Standards)

Development (including changes of use) will be required to provide parking for cycles, motorcycles, cars and commercial vehicles in accordance with the standards (*set out below and as part of Annexe 2 of the Local Plan*).

PS.5. Education Establishment

	Maximum parking limit	Parking in accessible location(50% maximum permitted standard)		Cycle Standard (Minimum) – Long Stay	Cycle Standard (Minimum) – Short Stay
Schools	1.5 space per classroom	1.5 space per 2 classrooms		150	150
Day nurseries/playgroup crèches time staff	1.5 space per 2 full staff	1.5 space per 4 full time staff		1 stand per 6 full time staff	At least 2 stands per establishments

PS.5.1 – the parking allocation caters for staff, visitors and parents. There will be a requirement for a bus/coach loading area provided either on or off site for primary age education and above, unless otherwise justified. Accessibility of the catchment area will be taken into account for schools.