COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. 11 PLANNING APPLICATIONS COMMITTEE: 18 July 2018

Ward: Caversham
App No.: 181035/REG3
Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading
Proposal: Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School.
Applicant: Reading Borough Council
Date received: 13/6/2018
Minor Application, 8 week target decision date: 8/8/2018

RECOMMENDATION:

Subject to no new material planning considerations being raised in representations on the planning application received before the expiration of the site notices on 11 July 2018, **GRANT** temporary planning permission subject to the following conditions:

Conditions to include:

- 1. Standard three year condition
- 2. Use of land until 31st. August 2020, then all boundary treatment, surfacing treatment/markings, signs, etc. removed and land returned to its original/lawned condition and use as Recreation.
- 3. Enclosure of land for school playing field by low bow-top fence and higher fence towards eastern boundary and laying of temporary surface/pathway and signage for duration of use. Gates to be contrasting colour, open outwards and be self-closing
- 4. Approved plans
- 5. Tree protection as set out in submitted Arboricultural Impact Assessment
- 6. Fencing foundation method: hand-digging, etc.
- 7. Materials as submitted
- 8. Hours of use of playground: 1040-1530 Monday to Friday. Outside of these hours, land to return to Recreational use.

Informatives:

- Positive and proactive requirement
- Terms and conditions
- Recreation use remains at end of temporary siting of playground
- Installation of temporary signage required

1. INTRODUCTION

1.1 The application site consists of an approximately triangular area of land of some 1,930 square metres towards the South-East of Westfield Road Playing Fields in Caversham. The site is relatively flat and laid to grass. There is a line of trees along the east and southern edges of the site and the diagonal path from Gosbrook Road to Westfield Road bounds the west/south-western side of the site.

2. PROPOSAL

- 2.1 The proposal is to change the use of this land from its present use as recreational (park) to a mixed, time-specified temporary use to a park and for use as a school playground during the day.
- 2.2 The background to this proposal is that the use of the land is proposed as a playground, required in connection with the continued temporary siting of nearby The Heights Primary School at the 82 Gosbrook Road site to the east. The planning application for the retention of the school and a new classroom block (reference 180552) was considered by your meeting on 30 May 2018 and the Committee resolved to grant planning permission for the siting of the required additional temporary classrooms, but not for the use of land for a playground. The Committee therefore deleted the playground from the application and otherwise agreed to grant planning permission. This current planning application therefore seeks to propose an alternative siting for this playground and would provide the playground for the same extended period as applied for under 180552 (until 31 August 2020). The previous reports are attached for information.
- 2.3 The park as a whole covers 3.7 hectares. The plan below shows the application site in red.



- 2.4 The application is being submitted by the Council as Local Education Authority on behalf of The Heights Primary School Trust and is therefore being reported to your meeting. Given the overall site area involved, the application site is also technically a Major application.
- 2.5 There is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal (planning application 171023) has a Resolution to grant planning permission, but at

the time of writing, planning permission has not been issued, although may be by the time of your meeting.

- 2.6 Supporting information submitted with the application is as follows:
 - Planning statement
 - Design and Access Statement ('Design and Access Strategy')
 - Arboricultural assessment
 - Acoustics site suitability assessment
 - Air quality assessment
 - Flood Risk Assessment
 - CIL form
- 2.7 Educational uses are not CIL-liable developments and this proposal also provides no built floorspace.

3. PLANNING HISTORY

3.1 The following planning history is relevant:

180552: Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works (amended description). On 30 May 2018, Planning Applications Committee Resolved to grant planning permission, subject to the satisfactory completion of a s106 legal agreement.

4. CONSULTATIONS

(i) Statutory:

Environment Agency: no objections.

(ii) Non-statutory:

RBC Transport Strategy advises that there are no adverse affects on the pedestrian/cycle network and no other issues to consider.

RBC Leisure and Recreation:

Note that the proposed section of land to be fenced off has been reduced in size by 235m2 from 2165m2 to 1930m2 and is situated slightly further to the south, closer to Gosbrook Road than the original proposal.

Pleased that picket fencing is not to be installed and are happy that the proposed fencing with the varying heights will be suitable in this location. We also note that two pedestrian gates are to be installed as well as a double set of lockable maintenance gates. Ideally, the pedestrian gates should be a contrasting colour to that of the fencing so that they can be easily seen by people with a visual impairment. Gates should open outwards to prevent dogs from entering and they should be fitted with self-closing mechanisms. Both pedestrian gates should be fitted with a sign informing the public about the temporary dual use with the school and public times displayed. (The area must be available for public use outside school hours: ie before 10.40 and after 15:30.)

The public demand for access to recreational space peak is outside school hours so while loss of open space does have an impact, ensuring it is available outside these hours minimises this impact. The signs should also state that dogs are not permitted in this area.

It would be helpful to see a plan with the location of the proposed pedestrian and maintenance gates. Our comments on the previous application also requested linking paths to both pedestrian gates. These will be necessary to prevent the grass from becoming eroded and muddy with constant foot traffic. We did request this information on the previous application, so a plan indicating this would enable constructive comment

Comments below, as per previous application, still apply:

The proposed new pedestrian entrance into the school at the north western corner of the site will result in a significant increase in foot traffic along the existing path into Westfield Road Recreation Ground. It will be necessary to install a linking path from the existing path into the entrance to the school. The condition of the paths servicing the school from both the Gosbrook Road and Falkland Road park entrances must be suitable to support the anticipated increase in use. An appropriate management regime must be adopted to support the combined increased use of the enclosed area and immediate surrounds by both school and the public. This must be agreed with the Council's Leisure and Recreation Service prior to commencement of works. The area must be returned to unenclosed open space by the applicant by 1 October 2020 in a condition at least as good as currently provided. This includes removal of fencing, gates, signage, other infrastructure and linking paths servicing the enclosed area. The linking path to the school entrances must be returned to grass.

RBC Environmental Protection:

The proposed annexed area will have increased noise during playtimes as identified by the noise assessment, but as playtimes are relatively short duration over the course of the day, the noise impact on nearby residents will be negligible. Furthermore, the proposed area will only be used temporarily until the temporary school is moved to its permanent home.

The acoustic report has been updated to specifically assess the noise from the proposed annexed area when in use. The report confirms with noise assessment data that predicted noise will be unlikely to result in an adverse impact on nearby noise sensitive receptors. The new data does not alter the conclusions of the previous report. The EP Team therefore remains unconcerned about noise impact from the proposed annexation of Westfield Playing Field by the temporary Heights School.

The air quality assessment shows that users of the development site will be exposed to acceptable levels of air pollutants and there are therefore no objections on the grounds of poor air quality.

RBC Planning Natural Environment (Tree Officer):

With reference to the Arboricultural Impact Assessment (including Tree Survey) from RPS ref JMK10024, dated July 2018, I can confirm that the proposal is acceptable subject to securing working methods as indicated in the AIA. In order to avoid an unnecessary precommencement condition and as the more detailed method of fencing installation is the only element missing, the Arboricultural Method Statement need only be brief. Suggest that the matter could be resolved by adding some notes in the Tree Protection Plan Legend alongside the reference to hand digging, along the lines of:

'Section of fencing to be hand dug under arboricultural supervision. Any roots less than 25mm diameter to be cleanly cut; all roots of 25mm diameter or clumps of roots to retained unless removal is agreed by the arboricultural consultant as not being harmful to the tree(s). Fencing post holes to be relocated where necessary to avoid roots (identified for retention) and holes to be lined with an impermeable membrane prior to pouring concrete'.

There should also be an additional note added to the 'high visibility barrier' Legend to state that it will be installed prior to commencement and retained until completion.

RBC Ecologist: no response at time of writing, but any response received will be reported to you.

Caversham and District Residents' Association (CADRA), Caversham GLOBE and Crime Prevention Design Advisor (Thames Valley Police: no response, but any response received will be set out in the Update Report.

Public consultation

Site notices were placed on Gosbrook Road, at 82 Gosbrook Road and at various locations within Westfield Road Playing Fields.

Although the consultation period does not finish until 11th July, at the time of writing, some 13 objections have been received and no supporting letters. One letter of comment has been received, this response was that that the proposal, 'seems like a reasonable compromise'.

Any further issues raised in objections shall be covered in an Update report or will be updated verbally at your meeting. The objections received at the time of writing raise the following issues, with some officer responses in italics below, whilst any other matters will be responded to in the Appraisal section of this report:

- Continue to object to loss of playing field to school use, this is loss of public open space
- Fencing would be an eyesore to what is a lovely open green piece of land.
- The School should use Christchurch Meadows instead
- Concerned that the school playing field area will not be reinstated when the school leaves
- The proposal is materially identical to the first; therefore, all prior objections should be reconsidered. Officer comment: the proposal includes only the playground proposal and it is only the relevant planning considerations to this which will be considered
- This is not a community-minded proposal
- Suggests that the St. Anne's school field should be shared instead. Officer comment: the School has advised that St. Anne's has kindly agreed that Key Stage 1 children can have some of their PE lessons on the field on a couple of afternoons, but they need the space at break and lunchtime for their children. There is no playtime use of St Anne's field planned over next 2 years. The space taken by the new classroom building decreases playing field area and it would be to the detriment of both schools to put further pressure on the use of the field.

- School has taken over the area north of the temporary school site, now wants to annexe further areas of the recreation ground, this is unacceptable
- Urban schools such as E.P. Collier do not have green open spaces, why is The Heights any different? Officer comment: the proposal is primarily to provide the School with a playground (a break and lunch-time outside area).
- Does not object to school using the park but feel fencing is not necessary for them to use the field as they would wish anyway during school hours
- The application has not considered the aggregate usage of the tarmac area and the wider park. The school is already using our park for large proportions of the day on certain days.
- Objects to general intensification of use on the site, particularly in terms of noise disturbance.
- The site notices were not erected Officer comment: site notices were erected on site on 20 June and the Statutory 21 days will have elapsed by the time of the consideration of this application at Committee.

Applicant's public consultation

• Following the request for a further planning application at the Planning Applications Committee on 30 May 2018, RBC LEA staff and representatives of the School met with local ward Councillors in order to find a solution that would be more acceptable giving due consideration to the views of local residents.

5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 <u>National</u>

National Planning Policy Framework (NPPF) (2012): Chapter 8: Promoting healthy communities Chapter 11: Conserving and enhancing the natural environment

National Planning Practice Guidance (NPPG)

5.2 <u>Reading Borough Local Development Framework Core Strategy (2008, as amended 2015)</u>

- CS3 (Social Inclusion and Diversity) CS4 (Accessibility and the Intensity of Development) CS5 (Inclusive Access) CS7 (Design and the Public Realm) CS28 (Loss of Open Space) CS31 (Additional and Existing Community Facilities) CS34 (Pollution and Water Resources) CS35 (Flooding) CS36 (Biodoversity and Geology) CS38 (Trees, Hedges and Woodlands)
- 5.3 <u>Reading Borough Local Development Framework: Sites and Detailed Policies</u> <u>Document (2012, as amended 2015)</u>

SD1 (Presumption in Favour of Sustainable Development) DM1 (Adaptation to Climate Change) DM4 (Safeguarding Amenity) DM12 (Access, Traffic and Highway-Related Matters) DM17 (Green Network) DM18 (Tree Planting) SA16 (Westfield Road Playing Field)

5.4 <u>Supplementary Planning Guidance/Documents</u>

Sustainable Design and Construction (July 2011) Revised Parking Standards and Design (October 2011) Planning Obligations under S.106 (April 2015)

6. APPRAISAL

- 6.1 The main issues are:
 - (i) Principle
 - (ii) Impact on Westfield Road Recreation Ground
 - (iii) Disturbance to neighbouring properties
 - (i) Principle
- 6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. Although progress is now being made on the permanent site (at the time of writing there is a Resolution to grant planning permission (ref. 171023) on the Mapledurham Playing Fields land), this will still take time to deliver and it is not currently expected that the permanent school site will be available until September 2020. This planning application follows the approval for the extended time and additional classrooms and proposes an area of the park for use as part of the school use.
- 6.3 The area of park affected has been reduced from the previous 2,165 sq.m. to 1,930 sq.m.) which is to be fenced for daytime use as school playing field. The hours proposed are the same as those which were set out in the previous planning application, before this related element was deleted from that proposal. These are proposed to be 10.40-15.30, Monday to Friday. Outside of these hours, the land will return to recreational (park) use for the general public.
- 6.4 The Gosbrook Road site itself is proposed to continue as the temporary school until 31 August 2020 and the current application proposal is required in connection with that use, as the site has insufficient space for a school playground for a full-size two form entry primary school. It should be remembered that there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 72 says:

"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.

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:

- Give great weight to the need to create, expand or alter schools; and
- Work with schools promoters to identify and resolve key planning issues before applications are submitted".
- 6.5 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is well served by public transport. The use of Westfield Road rec is the closest area of public space and doesn't involve crossing a significant road. The option of using St Anne's has been utilised as far as possible/practicable, but still is insufficient
- 6.6 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31 and the proposed use of part of the park as the school playground, as considered previously, is considered to be an important contributory function of the continued retention of the school in this location. Unfortunately, the retention of the school has meant that difficult choices have had to be made in terms of providing space for such an expansion to be undertaken. A key aim for the applicant/LEA is the ability of the school to function as a whole on a single site, rather than a set of fragmented sites.

(ii) Impact on Westfield Road Recreation Ground

- 6.7 The original proposal for the mixed use of the park attracted various concerns, but principally on the openness and function of the park. As with the previous application, the majority of objections received to this current planning application relate to concerns for the loss of part of the Westfield Road Recreation Ground to school use. This application proposes that an area is demarcated by fencing and the area within would be temporarily changed to a mixed/dual use of recreation and education. Residents and users of the Recreation Ground are understandably concerned about the impact this would have on the functionality of the park, whether the intensity is acceptable and whether it would revert to park use.
- 6.8 The Recreation Ground is subject to policies such as CS28 (Loss of Open Space) which seek to control public open space, its function and its openness and the policy states that planning applications will normally be refused where they would involve a loss of open space, or a reduction in their enjoyment for open space purposes. This proposal would be technically contrary to that policy.
- 6.9 The plans show that the south-eastern part of the site would be bounded by a 1.6m weldmesh fence, green powder coated. The remainder of the perimeter would be bounded by a lower 1.2m bow-top steel fence, with a green powder coat finish. The applicant has explained that it is necessary to demarcate a space to function as the school playground and in doing so this will need to be a segregated space, for supervision purposes. Given the more southwards location of the area nearer to the busy Gosbrook Road and concerns for child safety and given supervising issues, the School advises that higher fencing towards the southern area will be necessary. Although higher, this is the green weldmesh type green fencing and would be seen

against the backdrop of the trees in this area. Officers consider that the appearance of the fenced area will have the appearance of a childrens' play area without the associated play equipment and this is generally suitable in a park setting and in this case, for the temporary period required.

- 6.10 The School advises that it is for recreational purposes by pupils at break and lunchtimes as well as some PE lessons for younger pupils. The outside space on The Heights' temporary site is too small to safely accommodate all of the pupils at break and lunchtimes. The fenced area is for use by the school only within school hours for break times and lunch times with the timings as previously: Break: daily 10.50-11.15, Lunch: daily 12.15-13.15 and PE Monday and Wednesday 13.20-15.20 for PE. The fenced off area will be fully accessible to the public outside of the hours of 10.40-15.30. This is proposed to be for general park use out of school hours, hence the mixed use. Other functions of the park would continue uninterrupted and officers are satisfied that the park would not be adversely affected by the temporary part-use of this area and the more southerly positioning and the reduced size assists in minimising the visual impacts on the park.
- 6.11 The RBC Leisure and Recreation Service has advised that the area should be fitted with bow-top railings and gates. Placement of the gates within the fencing- as shown on the planning drawing is one gate directly opposite the entrance to The Heights Primary with another on the northern fence line (to ensure access for grass cutting machinery) and a third in order to access from the diagonal footpath. The Leisure Service advises that consideration should be given to preventing the ground on the route between the gates being churned up when it rains. The bow-top railings are shown from the majority of the boundary and the surfacing arrangement is considered to be a detailed matter. If there is a concern, temporary matting may be required. All these elements are proposed to be removed in their entirety and the land restored to its former condition on cessation of the use.
- 6.12 Some objectors remain concerned with the use of the tarmac area to the north of the Gosbrook Road site. Although this is not covered within this planning application, the applicant advises that tarmac area is subject to a community use agreement (between The Heights School and the Council's Leisure and Recreation service) which states the following; *'...the current agreement allows the school to use the tarmac area between the hours of 08:45 and 16:30 during term time. When the area is not in use by the school the asphalt area will be available for use by the public. Use by the school is expected to be 20 hours per week although this may increase with growth in pupil numbers or changing school need'.*
- 6.13 In conclusion, whilst there is conflict with policies CS28 and SA16, officers consider that provided that there is full reinstatement, in this case the harm caused due to the temporary loss of this area of the Recreation Ground are able to be outweighed by the significant need for the school to continue on this site for a continued temporary period and this is supported by Policy CS31 and statements in the NPPF.
- 6.14 The tree officer is satisfied with the proposal in relation to the treeline on the eastern side of the site and her comments above can form the basis of a condition for a method statement in relation to fencing foundations and suitable impact on tree roots.
 - (iii) Disturbance to neighbouring properties

6.15 There have been no concerns regarding the school from the occupants of the flats in Elizabeth House, which have until now been the nearest properties affected. RBC Environmental Protection advises that there has been a complaint to them regarding noise from intensification of use of the tarmac area north of the present school site. The complaint referred to increased noise because of the additional numbers of children making use of it after school as a result of the adjacent temporary school.

- 6.32 The proposed school playing field within the Recreation Ground would be around 80 metres from the nearest residential properties on Falkland Road and Cromwell Road (previously 60 metres), 60 metres from the nearest properties on Westfield Road (previously 50 metres) and 30-40 metres from the nearest properties on the south side of Gosbrook Road (previously 46 metres). The proposal also comes nearer to the western end of the westernmost block of Elizabeth House (flats 88-110) where the nearest point of the playspace is about 25 metres from this block. But given the playspace tapers significantly at the southern end, this area may not be so intensively used. These measurements are all considered to be satisfactorily distant from these properties. Some objectors remain concerned for the disturbance from this area, however, the use times and there will generally be short, intensive periods of use during the school day. The School also advises that they will need to stagger the use of the playground, tarmac and space on Westfield Park very carefully for all the children over the 1 1/4 hour long lunchtime. The restricted hours for use by the school remain 25 minutes for mid-morning break. one hour for lunchtime play and for a two hour PE lessons on a Monday and Wednesday. The applicant submitted a Site Suitability Assessment by RPS dated 28 March 2018. In this document noise at the site was considered. The noise assessment of 2014 was validated for 2018 with new recent measurements which concluded that the original assessment was sound. Then a further acoustic report has been supplied with this planning application.
- 6.33 The Council's Environmental Protection (EP) Team advises that the proposed annexed area will have increased noise during playtimes as identified by the noise assessment, but as playtimes are relatively short duration over the course of the day, the noise impact on nearby residents is considered to be minimal. Furthermore, EP notes that the proposed area will only be used temporarily until the temporary school is moved to its permanent home. The acoustic report has been updated to specifically assess the noise from the proposed annexed area when in use and this confirms with noise assessment data that predicted noise will be unlikely to result in an adverse impact on nearby noise sensitive receptors. The new data does not alter the conclusions of the previous report. The EP Team's conclusion is that they do no raise concerns about noise impact from the proposed annexation of Westfield Playing Field by the temporary Heights School.
- 6.34 As with the previous proposal, offices advise that noise levels near a school during playtimes will always be fairly high and a slight increase in pupils although it may result in a small increase noise levels will not significantly worsen the impact on neighbours. Due to the relatively short periods of time which these additional noise levels would occur, it is not considered that noise from pupils during these periods are likely to result in significant impact upon neighbouring properties.. EP advises that a further noise assessment is not required. Policies CS34 and DM4 are considered to be complied with.

Other matters:

- 6.35 The matters to consider for the current planning application are more limited than for planning application 180552, namely:
 - This is daytime use proposed and there is no requirement for external lighting.
 - In transport terms, the proposal is considered to be well located in terms of Policy CS4 and the Highway Authority does not identify any concerns.
 - No ecological concerns are anticipated.
 - The proposal has no building footprint and there are no flooding concerns.
 - Providing access gates are to the correct standard, there are no access/mobility concerns.
 - The physical construction required by these works is comparatively limited and as such, officers are not recommending a construction hours condition.

Equalities Act

6.36 In determining this application, the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

7. CONCLUSION

- 7.1 The Heights School is at full capacity and this proposed temporary arrangement is a practical solution which will enable it to continue to function safely and accommodate the intake of new children for up to a further two years. Under the plans there will also be full restoration of the park when the school moves on. In summary:
 - In the particular circumstances of the continued educational need, an extended temporary period to allow this part use of the land for this school is accepted
 - This is considered to be better situation than that proposed under planning application 180552, due to reduced impact on the function and openness of the park
 - Harm to/loss of open space causes conflict with planning policy; but is on balance, it is considered to be suitable for this temporary period and full reinstatement will be secured; and
 - No harm to trees is caused by this proposal.

Case Officer: Richard Eatough

Plans: E03620-A-PL-1060 Site Location Plan E03620-A-PL-1062 Proposed Site Plan





Appendices: reports to 30 May 2018 PAC (although Appendices to those reports not attached)

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. PLANNING APPLICATIONS COMMITTEE: 30 May 2018

Ward: Caversham App No.: 180552/REG3 Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading Proposal: Extension to the existing planning approval ref 151283 until 31st. August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours. Applicant: Reading Borough Council

Date received: 12/4/2018

Minor Application, 8 week target decision date: 7/6/2018

RECOMMENDATION:

Subject to no objections being received from the Highway Authority in relation to the proposed parking management plan, delegate to the Head of Planning, Development and Regulatory Services to GRANT planning permission, subject to the satisfactory completion of a S.106 legal agreement to:

- 1. Provide staff parking in accordance with a parking management plan (for the duration of the temporary permission); and
- 2. A contribution of £6,000 towards (a) Traffic Regulation Order(s) in the area.

If the S.106 agreement is not completed by 7/6/2018, delegate to the Head of Planning, Development and Regulatory Services to REFUSE planning permission.

Conditions to include:

- 9. Standard three year condition
- 10. Siting of all modular units (including those previously approved by planning permissions 140940/FUL and 151283/FUL) until 31st. August 2020, then all buildings removed and land returned to condition as a vacant, cleared site (including removal of tarmac/asphalt)
- 11. No siting of further temporary buildings until contaminated land remediation scheme submitted and approved
- 12. Contamination removal to be carried out in accordance with approved remediation scheme
- 13. Reporting of any unexpected contamination
- 14. Works to proceed in accordance with approved Construction Method Statement
- 15. Enclosure of land for school playing field by low bow-top fence and laying of temporary surface/pathway and signage for duration of use, as agreed with the Local Planning Authority
- 16. On cessation of use, removal of bow-top fence and surface treatment and park made good, brick boundary wall reinstated to match, chain-link fence to Elizabeth House boundary repaired.

- 17. Approved plans
- 18. Tree protection as set out in submitted Arboricultural Impact Assessment
- 19. Annual arboricultural report and inspection, with recommendations and action
- 20. Scheme for replacement boundary tree/landscaping scheme to be submitted within 18 months of the approval of planning permission
- 21. Hours of construction: 0800-1800 Mondays to Fridays; 0900-1300 on Saturdays; no Sundays or Bank Holidays, unless otherwise approved by the Local Planning Authority
- 22. Noise and dust control measures during construction
- 23. Bicycle parking, details to be provided
- 24. Development only to proceed in accordance with recommendations of the submitted Flood Risk Assessment
- 25. Materials as submitted including permeable asphalt hardstanding
- 26. Installation of ball protection guards to new temporary modular unit as agreed by the local planning authority
- 27. Sustainability levels as submitted
- 28. External lighting only as presented in application, unless details have been submitted and approved.
- 29. Provision of bird and bat boxes
- 30. No vegetation clearance should be undertaken within the bird nesting season without an on-site assessment and approval from an accredited ecologist and the agreement of the Local Planning Authority
- 31. No installation of mechanical plant equipment, unless noise report submitted
- 32. Hours of use of classrooms: 0730-1800 Monday to Friday, plus special events to happen within the school buildings at various times (TBC)
- 33. No outdoor music lessons
- 34. Retention of Travel Plan
- 35. Travel Plan annual review
- 36. Disabled persons' facilities to be provided on ground floor of buildings
- 37. Enclosed stair structure to remain permeable to floodwater (existing building on site)

Informatives:

- Positive and proactive requirement
- Terms and conditions
- Building Regulations approval required
- Environmental Protection Act 1984
- Tree Preservation Orders apply to this site. No works to these trees approved in this planning permission, separate approval would be required
- Use remains D1 at end of temporary school siting
- Installation of signage
- Flood event instructions

3. INTRODUCTION

1.2 The application site was a vacant nursery school on Gosbrook Road in Caversham which operated until 2009. The nursery buildings were demolished and removed from the site in August 2014 and in accordance with a temporary planning permission, since September 2014 the site has been operated as the temporary site for The Heights Primary School. Due to the on-going need for this temporary site pending a permanent site, the accommodation has had to be extended via the addition of first floor classrooms in 2015.

- 1.3
- 1.4 The temporary school currently consists of a double-storey modular classroom unit, made up of a number of separate modules. The 82 Gosbrook Road site itself is largely flat and extends the school site to approximately 0.53 [arctmc1]hectares from the current 0.182 hectares. The park as a whole covers 3.7 hectares. The application site includes part of the playing field of the adjacent St. Anne's Primary School and also extends into part of the Westfield Road Playing fields for use as the School's school playing field during school hours only. The site includes trees, with some of the trees to the north of the site being covered by Tree Preservation Orders.



2. PROPOSAL

- 2.1 This application in part seeks that the temporary location for The Heights (free) School be extended to August 2020 whilst the permanent site is progressed. In order to continue to use the temporary site, the accommodation will need to be expanded again as the school continues to grow annually by 50 school places a year towards its full capacity of 325 pupils (which will eventually be almost the capacity of the new two-form entry primary school on the permanent site). The application is being submitted by the Council as Local Education Authority on behalf of The Heights Primary School Trust and is therefore being reported to your meeting. Given the overall site area involved, the application site is also technically a Major application.
- 2.2 The current accommodation consists of four classrooms and this would increase this to nine, with a drama/music studio and other ancillary offices, etc.
- 2.3 As was presented to the Committee recently in considering planning application 171023 for the permanent school on the Mapledurham Playing Fields, there is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal has a Resolution to grant planning permission, but at the time of writing, planning permission has not been issued.

- 2.4 The works additional to those already on Gosbrook site consist of the following:
 - New two storey modular classroom block and associated hardstanding
 - Create new opening in the brick wall to the west of that and lay a temporary path; and
 - Area of park (2165 sq.m.) to be fenced for daytime use as school playing field
- 2.8 Supporting information submitted with the application is as follows:
 - Planning statement
 - Design and Access Statement ('Design and Access Strategy')
 - Transport statement
 - School Travel Plan
 - Arboricultural assessment
 - Tree constraints plan
 - Tree retention/removal/protection plan
 - Flood Risk Assessment
 - Air quality assessment
 - Ecological assessment
 - Acoustics site suitability assessment
 - Construction method statement
 - Drainage layout
 - CIL form
- 2.9 Educational uses are not CIL-liable developments.

3. PLANNING HISTORY

3.1 The following history is relevant:

131353/CLE: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.

140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non-residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.

151283/FUI: Construction of a first floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018. GRANTED with S.106 agreement 10/3/2016.

4. CONSULTATIONS

(iii) Statutory:

Sport England has no objection, provided that a condition is attached to any permission requiring the installation of ball protection guards on the windows of the new temporary classrooms.

Environment Agency: no response at the time of writing and any response will be provided in the Update Report.

(iv) Non-statutory:

RBC Transport Strategy advises that the school is provided with adequate cycle parking but confirmation of arrangements is requested. The School is operating a School Travel plan. The possible need for the Traffic Regulation Order is continued and this obligation should be reapplied to any further planning permission to extend the tenure of the school on this site. At the present time, has not seen details of the parking management plan and needs to be satisfied that this would be satisfactory.

RBC Leisure and Recreation: the proposal includes sectioning off 2165 sq.m. of the recreation ground for use by the School. Originally submitted wooden picket fencing considered to be a target for vandalism and suggest steel railings are used and these should meet normal safety standards.

The area must be available for general public use outside of usual school hours of 0915-1530 (Monday-Friday).

Suggests that there should be a linking path laid between both pedestrian gates to avoid the grass being eroded.

Signs are needed on the gates advising of the dual use and that the School has priority during term-time and that dogs should not enter this area.

Advises that the Leisure and Recreation service is not able to assess the conclusions of the noise report, however, the distance of the school playing field from the nearest residential properties is considered to be adequate and it is noted that the application is for a temporary period only, with greatest use during the day.

Please note that the area numbered 8 (north of the School) has been described in the application as being a school playing field 'used by The Heights Primary only'. Although the School funded this tarmac area, this area is only used on a limited basis by the School and it remains part of the recreation ground.

A construction method statement has been submitted. This is satisfactory for the control of noise and dust.

Proposal understood to be for a temporary two year period only and acceptable on this basis and on the understanding that the recreation ground will be made good in respects on departure of the temporary school.

RBC Environmental Protection:

A noise assessment has been submitted in support of the applications for extension to proposals. The report shows that the adverse noise impact on local residents is unlikely to be significant. Therefore advise no objections on noise grounds.

The air quality assessment shows that there will be no significant impact on local air quality resulting from the proposed development.

The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised into a remediation scheme. Reporting of any unexpected contamination also required.

Satisfied with the lighting proposals, that nuisance is unlikely and I have no objections to the proposed development due to lighting.

RBC Planning Natural Environment (Tree Officer): has reviewed the submitted documents and has identified some inconsistencies with the material submitted. Has assessed the situation on site given the recent reports of tree works and loss proposed as a result of the application. Her comments are provided in full in the Appraisal below.

RBC Ecologist: trees on the northern treeline have bat roost potential. Lawned playing field has low wildlife habitat value. Conditions are recommended. Fuller discussion provided in the Appraisal below.

Caversham and District Residents' Association (CADRA): no response, but any response received will be set out in the Update Report.

Caversham GLOBE is concerned for the tree clearance works on the northern boundary of the present temporary school site, much of which appear to have already been undertaken. Requests replacement tree planting. Questions need for fencing in Recreation Ground and suggests that St. Anne's playing field should be used. Concern for location of fencing near to recently-planted trees, they should avoid them or conditions required to show no harm will be caused.

Crime Prevention Design Advisor (Thames Valley Police): no response at the time of writing and any response will be set out in the Update Report.

Public consultation

Site notices were placed on Gosbrook Road, at 82 Gosbrook Road and at various locations within Westfield Road Playing Fields.

At the time of writing, some 309 letters of objection have been received (with nine supporting letters and two letters of comments only). On 16 May, a group of local residents, the Friends of Westfield Park held an event to raise awareness of the planning application, which is objected to and have submitted handwritten letters from adults and children who attended the event.

Any further issues raised shall be covered in an Update report. The objections raise the following issues, with some officer responses in italics below, whilst any other matters will be responded to in the Appraisal section of this report:

Issues raised by objectors: any direct responses from officers are in italics otherwise see Appraisal section of this report.

- Object to loss of playing field to school use, this is loss of public open space
- The Westfield Recreation area is used by many people, schoolchildren, preschoolers, dog walkers etc.
- The Recreation area was land given in trust for recreation use only
- School should use Christchurch Meadows instead, via a new zebra crossing
- Concerned that the school playing field area will not be reinstated when the school leaves
- The next step will be houses being built on this land this is not the application under consideration
- What if the School does not move to the planned permanent site?
- Objects to dogs not being allowed in the school playing field area
- This space is used by lots of children from different nurseries and schools between before and after drop off. It would be a real shame to limit this and put restrictions on areas of this small playing field
- School playing field would be an eyesore to what is a lovely open green piece of land.
- Does not agree with the applicant's assertion that only 20% of the park is used for the temporary playing field

- School playing field would only be beneficial to a select few and not the whole community
- Fenced area will prevent playing ball games
- Suggests that the St. Anne's school field should be shared instead
- The land already taken by this Free School for Caversham Heights residents has already made this site very busy indeed.
- Concerned for loss of trees on the northern boundary of the present school
- School has taken over the area north of the temporary school site, now wants to annexe further areas of the recreation ground, this is unacceptable
- What about if The Heights does after school clubs? There are three local schools' pupils who use this field after school The Heights already runs before and after school clubs and these occur within the existing buildings and this application is not proposing to alter the current arrangement
- A better solution would be to find a permanent home for the school with suitable grounds.
- Outrageous to spend yet more money on a temporary site for one school when other local schools have had nowhere near the same amount of money spent on them *This is not a planning matter*
- The school was only meant to be there for a year, it is still there and still growing. It has already been extended.
- Six years is not temporary
- No evidence that the land to be built upon/segregated is surplus to requirements. Indeed, the opposite is in that the land is in almost constant use throughout daylight hours from Spring to Autumn.
- There is no proposal to provide equivalent land for recreational use in an alternative suitable location.
- Local schools have places, the expansion is not required and this is not required on the recreation ground
- Does not object to school using the park but feel fencing is not necessary for them to use the field as they would wish anyway during school hours
- Makeshift and ramshackle environment is not conducive to good learning for the children. The LEA considers that this arrangement is suitable for a further temporary period
- Disagrees with the methodology and conclusions of the noise report. Noise levels will be high during the day. No noise mitigation has been proposed and this is not acceptable, as there has been no consideration of nearby residential properties and the school playing field area will cause disturbance.
- Objects to general intensification of use on the site, particularly in terms of noise disturbance.
- The existing and proposed development is not in keeping with the area: this site has already been extended once using low quality building materials.
- Parking situation is currently bad, with the expanded school it will be unacceptable. At school drop off and pick-up times there are no parking spaces within half a mile of the school available to local residents.
- Parents regularly park on double yellow lines and our street has become a rat run and danger to disabled people
- Continued impact of the school is affecting health of neighbours
- Application appears to have been drafted as a foregone conclusion.
- There should be a school bus from Caversham Heights, because the problems are being caused by the school being in the wrong place *Primary schools do not have their own school bus services*
- Concern for anti-social behaviour, graffiti and security It is not clear from the objection how the proposal would cause/exacerbate these concerns

Informal pre-application discussion with officers took place in early 2018 to discuss the key issues and the supporting studies which would be required with this application.

The School has met representative of the Friends of Westfield Park to discuss their concerns. The applicant also produced a Frequently Asked Questions ('FAQs') sheet for local residents. This sheet was displayed under each of the planning notices at the Recreation Ground and was sent to both The Heights Primary and St Anne's schools for clarity. This sheet was also sent this out to parents and governors of The Heights.

5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 <u>National</u>

National Planning Policy Framework (NPPF) (2012): Chapter 4: Promoting sustainable transport Chapter 7: Requiring good design Chapter 8: Promoting healthy communities Chapter 10: Meeting the challenge of climate change, flooding and coastal change Chapter 11: Conserving and enhancing the natural environment

National Planning Practice Guidance (NPPG)

5.2 <u>Reading Borough Local Development Framework Core Strategy (2008, as amended 2015)</u>

CS1 (Sustainable Construction and Design) CS2 (Waste Minimisation) CS3 (Social Inclusion and Diversity) CS4 (Accessibility and the Intensity of Development) CS5 (Inclusive Access) CS7 (Design and the Public Realm) CS9 (Infrastructure, Services, Resources and Amenities) CS20 (Implementation of the Reading Transport Strategy) CS22 (Transport Assessments) CS23 (Sustainable Travel and Travel Plans) CS24 (Car/Cycle Parking) CS28 (Loss of Open Space) CS31 (Additional and Existing Community Facilities) CS34 (Pollution and Water Resources) CS35 (Flooding) CS36 (Biodoversity and Geology) CS38 (Trees, Hedges and Woodlands)

5.3 <u>Reading Borough Local Development Framework: Sites and Detailed Policies</u> <u>Document (2012, as amended 2015)</u>

SD1 (Presumption in Favour of Sustainable Development)
DM1 (Adaptation to Climate Change)
DM3 (Infrastructure)
DM4 (Safeguarding Amenity)
DM12 (Access, Traffic and Highway-Related Matters)
DM17 (Green Network)

DM18 (Tree Planting) DM19 (Air Quality) SA14 (Cycle Routes) SA16 (Westfield Road Playing Field)

5.4 Supplementary Planning Guidance/Documents

Sustainable Design and Construction (July 2011) Revised Parking Standards and Design (October 2011) Planning Obligations under S.106 (April 2015)

6. APPRAISAL

Main Issues

- 6.1 The main issues are:
 - (iv) Principle
 - (v) Flooding
 - (vi) Traffic and parking
 - (vii) Disturbance to neighbouring properties
 - (viii) Design and layout
 - (ix) Impact on trees and landscaping

(iv) Principle

Continuation of temporary use

- 6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. Although progress is now being made on the permanent site (at the time of writing there is a Resolution to grant planning permission (ref. 171023) on the Mapledurham Playing Fields land), this will take time to deliver and it is not currently expected that the permanent school site will be available until September 2020. This planning application therefore seeks to again increase the capacity and duration of the school for a further two years. In doing so, the school has not been able to expand further on the former nursery school site and this current application seeks to take in further adjacent land to accommodate this continuing need.
- 6.3 In general locational terms, the school continues to be suitable as an accessible site, well-related to local facilities, but there are additional issues involved in the expansion of the current temporary school site and in expanding to the west, it is proposed to change the use of an area of land for a temporary period.
- 6.4 The Gosbrook Road site itself remains in D1 use and the school on site is consistent with that use. Furthermore, there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 72 says:

"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. 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:

- Give great weight to the need to create, expand or alter schools; and
- Work with schools promoters to identify and resolve key planning issues before applications are submitted".
- 6.5 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is well served by public transport.
- 6.6 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31. As with the previous approvals, this proposal, were planning permission to be granted, would require the full removal of all buildings/structures and the making good of the land. However, the Council's Planning Solicitor has reviewed the matter and advises that the D1 use the site enjoys would remain.
- 6.7 As described above, unfortunately, the proposed retention of the school in this location has meant that difficult choices have had to be made in terms of providing space for such an expansion to be undertaken. A key aim for the applicant/LEA is the ability of the school to function as a whole on a single site, rather than a set of fragmented sites.

Temporary use of part of St. Anne's Playing Field

- 6.8 An additional classroom block is proposed to the north of the existing temporary buildings, within the playing field of St. Anne's School. Further, OFSTED requirements mean that the school needs a dedicated school playing field to accommodate the increase in pupils and the application proposes to temporarily change the use of an area of the adjacent Westfield Road Recreation Ground to allow daytime school playing field use by the School.
- 6.9 Sport England has been consulted on the application and does not object, subject to a condition regarding ball guards being fitted to the classrooms, given their location at the edge of the St. Anne's school field. In any event, the applicant is proposing a 2.1m high powder coated green weldmesh fence to define the revised boundary between the two schools. The temporary loss of this space will not affect existing sports pitches, is a comparatively small area of the field and St. Anne's can continue to operate, and the buildings will be completely removed once no longer required.

Temporary part-time use of an area within Westfield Road Recreation Ground

6.10 The majority of objections received to this planning application relate to concerns for the loss of part of the Westfield Road Recreation Ground to school use. This application proposes that an area is demarcated by fencing and the area within would be temporarily changed to a mixed/dual use of recreation and education.

Residents and users of the Recreation Ground are understandably concerned about the impact this would have on the functionality of the park, whether the intensity is acceptable and whether it would revert to park use.

- 6.11 The Recreation Ground is subject to policies such as CS28 (Loss of Open Space) which seek to control public open space, its function and its openness and the policy states that planning applications will normally be refused where they would involve a loss of open space, or a reduction in their enjoyment for open space purposes. This proposal would be technically contrary to that policy.
- The applicant has explained that it is necessary to demarcate a space as a school 6.12 playing field and this will not need high railings or netting, but will require a segregated space. The applicant advises that it is for recreational purposes by pupils at break and lunchtimes as well as some PE lessons for younger pupils. Fencing is essential, regrettably, to contain and safeguard pupils with the resources available to the school. The outside space on The Heights' temporary site is too small to safely accommodate all of the pupils at break and lunchtimes. The fenced area is for use by the school only within school hours for break times and lunch times; Break: daily 10.50-11.15, Lunch: daily 12.15-13.15 and PE Monday and Wednesday 13.20-15.20. The fenced off area will be fully accessible to the public outside of these hours. This is proposed to be for general park use out of school hours, hence the mixed use. Other functions of the park would continue uninterrupted and officers are satisfied that the needs of walkers, picnicking, dowalking, etc, would not be adversely affected by the temporary part-use of this area.
- 6.13 The RBC Leisure and Recreation Service has advised that the area should be fitted with bow-top railings and gates and consideration given to preventing the ground on the route between the gates being churned up when it rains. But these items are proposed to be removed in their entirety and the land restored to its former condition on cessation of the use.
- 6.14 Some objectors are also concerned with the use of the tarmac area to the north of the Gosbrook Road site. Although this is not covered within this planning application, the applicant advises that tarmac area is subject to a community use agreement (between The Heights School and the Council's Leisure and Recreation service) which states the following; *'...the current agreement allows the school to use the tarmac area between the hours of 08:45 and 16:30 during term time. When the area is not in use by the school the asphalt area will be available for use by the public. Use by the school is expected to be 20 hours per week although this may increase with growth in pupil numbers or changing school need'.*
- 6.15 Officers confirm that the function of the park for general public enjoyment, use of paths, etc. will be able to continue during this temporary annexation of this area.
- 6.16 In summary, whilst there is conflict with policies CS28 and SA16, officers consider that provided that there is full reinstatement, in this case the harm caused due to the temporary loss of this area of the Recreation Ground are able to be outweighed by the significant need for the school to continue on this site for a continued temporary period and this is supported by Policy CS31 and statements in the NPPF. The remainder of this report discusses the other material planning considerations raised by this application.
 - (v) Flooding

- 6.17 A response from the EA is awaited at the time of writing. This section of the report will therefore discuss applicable planning policy and advise on the suitability of the proposal.
- 6.18 In terms of planning policy, the NPPF advises that local plans should take account of climate change over the longer term, including flood risk and new development should be planned to avoid increased vulnerability to climate change. Inappropriate development is to be steered away from areas at highest risk of flooding (paragraph 99) and local plans are to adopt a sequential, risk-based approach to development. Development should not be permitted (or allocated in plans) if there are 'reasonably available' sites appropriate for the proposed development in areas with a lower probability of flooding. The NPPF has been supplemented with a specific technical Planning Practice Guidance note (Flood Risk and Coastal Change) and officers have had regard to this guidance.
- 6.19 Policy CS35 (Flooding) of the Core Strategy was published before the NPPF but nevertheless is confirmed as being compliant with it. Policy CS35 steers development away from land at a high risk of flooding, where development would impede flood flows or capacity, or in any way increase risks to life and property from flooding. It also requires that any proposals for development or redevelopment within areas that lie in zones of medium or high flood risk will need to demonstrate that the sequential test has been applied and if appropriate, that the exceptions test has been passed. However, the supporting text to the policy also states that appropriate weight can be given to the redevelopment of land at risk of flooding which will provide a "significant regeneration benefit on previously developed land".
- 6.20 The site lies within both Flood Zone 3a and Flood Zone 2. The principal risk of flooding is fluvial (from the Thames). A site-specific flood risk assessment (FRA) is required for all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3. The developer has provided an updated FRA with the application.
- 6.21 Assessment of the original application/permission (see attached report) included a section on strategic site selection in relation to schools. In relation to this application, as it is an extension to an existing temporary school, it is considered that this cannot reasonably be provided anywhere else. Therefore, the aspects of location suitability previously considered (relationship to the School catchment, early deliverability of the proposal, 'fit' of the School values and cost and value for money) remain applicable to this extension. In this case, it is not considered that there would be a preferable site for this extension to take place, in terms of either planning policy or operation of the school.
- 6.22 On-site matters have been considered (the raising of floor levels, the continued allowance for flood flows beneath the building, consideration of safe access and the fact that a school will have 48 hours' notice of a flood event in which to evacuate). The applicant confirms that all required compensatory/mitigation actions as required by permission 140940/FUL have been undertaken as approved and that floor levels in the new classroom block would be the same as for the existing modular classroom block
- 6.23 Overall, officers are satisfied that although there is intensification of this 'more vulnerable use' within Flood Zone 3 (and partly, Zone 2), the additional risk is

limited and not one which leads officers to believe that planning permission should be refused. The views of the Environment Agency are not known at this time, but any detailed concerns raised will be reported to you. However, this is not anticipated and therefore unlikely to significantly alter officers' advice of the general suitability of this extension and accordingly, it is advised that the proposal complies with Policy CS35 and the NPPF.

(vi) Traffic and parking

- 6.24 This is an accessible site in terms of Policy CS4, with good access to a range of transport modes. However, there are important issues raised with the further intensification of this school in this location. The former Caversham Nursery had 61 pupils when it closed in 2009, the projected capacity of this proposal will be up to 350 pupils. This is a very significant increase and this has the potential to affect travel patterns and disturbance in the area. Various objectors are concerned that the school has effectively outgrown its site. The Highway Authority therefore requested a transport statement to assess the implications of this increase in staff and pupils and how the travel/parking demand is proposed to be managed.
- 6.25 The school has now been operating since 2014 and it is clear that the school is making concerted efforts in order to attempt to control unsustainable car journeys via its school travel plan. In fact, the Highway Authority advises that the currently updated school travel plan is approved and through active encouragement of the plan, the School has recently been awarded a 'ModalShift STARS Bronze Award', the first and currently the only school in Reading to achieve this National standard.
- 6.26 However, the transport assessment indicates that probably due to the school being outside its own catchment area some 67.5% of pupils are either driven to the school or to an area near the school, for drop-off. There are reports that the number of pupils (currently 225) is putting pressure on the local road network and residents' parking areas and this would only intensify were this proposal to be granted permission. Transport Strategy has considered origin data for pupils and how the breakfast club and after-school club spreads the peak demand on the local roads.
- 6.27 The application proposes to increase cycle parking from 30 to 32 spaces in order to align with the Council's Parking Standards.
- 6.28 The school currently employs 25 members of staff full-time equivalent (FTE). By 2019/2020, this is anticipated to increase to 32.5 (FTE). Staff often need to travel from further away and carry a large amount of books and papers with them, hence they tend to require on-site parking or parking in close proximity to the school. Until now, the School has had an informal use agreement to use the nearby car park at St. Anne's Church, but at the time of writing, it is unclear if this arrangement will continue. The Highway Authority agrees with the applicant that given their current travel patterns, there is a need to provide 17 car parking spaces for staff and until the arrangements for this are known, officers cannot confirm if the Council's planning policies in respect of transport are complied with. Further discussion on the progress of this matter will be provided in the Update Report, but options currently include a S.106 agreement for the development to fund the adjustment of the Controlled Parking Zone(s) in the area. The Update Report will discuss this and other options and present the preferred approach.
 - (vii) Disturbance to neighbouring properties

New modular building

- 6.29 There have been no concerns regarding the school from the occupants of the flats in Elizabeth House, which have until now been the nearest properties affected. RBC Environmental Protection advises that there has been a complaint to them regarding noise from intensification of use of the tarmac are north of the present school site. The complaint referred to increased noise because of the additional numbers of children making use of it after school as a result of the adjacent temporary school.
- 6.30 In this proposal, school times will be unchanged and arrangements for meals will remain unchanged (an external catering company is used). As with the previous application, no noisy plant/equipment is required, although noise control may be needed for any plant which is necessary and the Update Report will discuss whether the condition currently provided in the Recommendation box above requires adjustment. External spaces are unchanged and music lessons have not been occurring outside, as per the condition applied to the previous permissions. It is considered that the operation of the buildings is unlikely to have an impact on the residential amenity of the flats.
- 6.31 The new block would be sited within the grounds of St. Anne's School and this area is relatively contained, however, there are windows within the western elevation of the 136-158 Elizabeth House block, but these are some 20 metres from the south-east elevation of the new block and this is angled so officers are satisfied that there is no undue overlooking.

School playing field

- 6.32 The proposed school playing field within the Recreation Ground would be around 60 metres from the nearest residential properties on Falkland Road and Cromwell Road, 50 metres from the nearest properties on Westfield Road and 46 metres from the nearest properties on the south side of Gosbrook Road. These measurements are all considered to be satisfactorily distant from these properties. Some objectors are concerned for the disturbance this will cause.
- 6.33 The applicant submitted a Site Suitability Assessment by RPS dated 28 March 2018. In this document noise at the site was considered. The noise assessment of 2014 was validated for 2018 with new recent measurements which concluded that the original assessment was sound.
- 6.34 The EP Team has reviewed the noise assessment and relevant to the impact on local residents is the section 'noise impact of the extension on surrounding area'. The report states that when the St Anne's School and The Heights School children were playing outside, the contribution of noise from The Heights to the overall noise of school children playing was minimal. The current application will increase the number of pupils making use of the outdoor space and increase noise during playtimes which may affect the existing noise levels. Noise levels near a school during playtimes will always be fairly high and a slight increase in pupils although it may result in a small increase noise levels will not significantly worsen the impact on neighbours. Due to the relatively short periods of time which these additional noise levels would occur, it is not considered that noise from pupils

during these periods are likely to result in significant impact upon neighbouring properties.. EP advises that a further noise assessment is not required.

External lighting

6.35 Lighting is proposed to be generally bulkhead/emergency lighting only. The EP Team is satisfied with the lighting proposals and considers that nuisance is unlikely and has no objections to the proposed development due to lighting. Officers advise control via a condition.

Construction impacts

- 6.36 The previous proposals considered construction carefully, principally due to impacts on protected trees. With the modular classrooms, construction is again considered to be short-lived (two consecutive days only is currently anticipated) and both RBC Transport Strategy and Environmental Protection teams are content with the Construction Method Statement which has been submitted in traffic and environmental terms. Access would be from the adjacent Elizabeth house site by forming a temporary access through the chain-link fence. This will need to be sealed up again for security and again made good at cessation of the use. Delivery of the modular units themselves would be via South View Avenue.
- 6.37 In summary in terms of noise and disturbance and with the conditions recommended (including those on the original permissions), officers consider that the construction and operation of the temporary school will generally have a relatively low impact on nearby residential properties when compared to the lawful use of the site as a nursery and the application complies with policies CS34 and DM4, as a suitable level of residential amenity will be maintained.

(viii) Design and layout

- 6.38 The current buildings on site and their external areas and current facilities are to remain in place for the extended application period being applied for.
- 6.39 The new modular block is similar in appearance to the existing buildings and would be a steel-clad building with Albatross Grey polyester powder coated panels, a flat ply membrane roof, white aluminium doors and white uPVC windows. This block will be sited in a more contained area and behind trees, unlike the present school buildings, which have clear views from the existing recreation ground. Officers consider that the siting and design of this proposal is suitable for a temporary period. With the conditions discussed, the proposal is therefore considered to be suitable in terms of the design and protection of open space policies CS7 and SA16.

(ix) Impact on trees and landscaping

Trees

6.40 The 82 Gosbrook Road site is subject to a Tree Preservation Order (TPO) which includes a Sycamore and two Ash trees to the north of the site and there is a further TPO Oak to the south (off-site) within the circulation area for the flats. No additional concerns for these trees are identified from the current application. Similarly no harm is advised to trees within the Recreation Ground. However, the Planning (Natural Environment) Team has some concerns with the application material and advises as follows.

- 6.41 The Tree officer advises that some trees and scrub clearance has taken place, but it is agreed that these are 'C' category trees which are not considered to be valuable and therefore present a constraint to the development.
- 6.42 The Tree Officer advises replanting along the existing north/north-east for implementation once the temporary building is removed and officers agree that this reinstatement is important to restore the character of the landscaped boundary. Subject to the above conditions and the detailed points of clarification required above, officers consider that the proposal will be acceptable in terms of trees and landscaping and the proposal would comply with policies CS38 and DM18.

<u>Ecology</u>

- 6.43 The new classroom building and associated hardstanding will be sited within the adjacent school's grassland fields, and the works will involve the removal of several trees. The ecology report (RPS, March 2018) states that one of the trees onsite has bat roosting potential as per the tree protection plans, this tree will be retained. The Council's Ecologist agrees that the frequently mown school field is unlikely to be used by protected species. The report confirms that the grassland field to be affected comprises frequently-cut amenity grassland. However, the site is likely to be of some value to commuting and foraging bats, particularly along the bordering tree lines (some of which will border the new building and hardstanding area). As such, the Ecologist requests that a wildlife-sensitive lighting scheme is to be submitted. However, given the short duration of the use and the condition above which will serve to repair the landscaped boundary, it is accepted that limited disturbance will take place, but that it is not necessary to restrict lighting for this temporary period.
- 6.44 As per recommendations made in the report and in line with the NPPF, biodiversity enhancements should be incorporated into the development, to include bird and bat boxes and wildlife-friendly planting. Finally, the Ecologist requires that any vegetation clearance should be undertaken outside of the bird nesting season, unless with the on-site approval of an accredited ecologist.. [arctmc2] The above measures should be conditioned and Policy CS36 is complied with.

Other matters:

Sustainability

6.45 As previously approved, it is not considered that strict sustainability requirements should be applied and the general modern methods of construction and sustainability attributes of the units are considered to be suitable and comply with Policy CS1 in this instance. There is no SUDS scheme with this application, although a soakaway is proposed for surface water drainage and the drainage plan show permeable asphalt and this is suitable, given the ground coverage and this is considered to comply with Policy CS35. Given the temporary nature of the proposals, including the removal of hardstanding areas on cessation of the use, this is considered to be appropriate.

Contaminated land

6.46 Some site preparation is required for the modular building. The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised into a remediation scheme. The proposal is to remove and dispose in the location where the proposed building footprint will be and to 'encapsulate' elsewhere to break the pollutant pathway. The Environmental Protection team concurs with this, but advises that this should be formalised into a remediation scheme and submitted for approval. Subject to these works being carried out, RBC Environmental Protection has no objections to the proposal, but conditions are required to ensure that remediation is carried out and any unforeseen contamination is dealt with appropriately. With these conditions, Policy CS34 is complied with.

Disabled persons' access

6.47 Although the development is raised, the ground floor is fully accessible accommodation with ramped access which has anti-slip flooring and landings, slopes and kick-plates in a contrasting colour and a maximum gradient of 1 in 15. The first floor is not proposed to be fully accessible to disabled pupils. The Design and Access Strategy confirms that the new block will be constructed to achieve Part M of the Building Regulations. It is not considered to be reasonable to insist on a lift in this temporary proposal. Instead, the applicant has indicated that all facilities for disabled people can be made available on the ground floor and this is to be secured via condition. The development also has one dedicated disabled parking space. The proposal is therefore suitable in terms of policies CS5 and CS24.

Equalities Act

6.48 In determining this application, the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

7. CONCLUSION

7.1 In summary:

- In the particular circumstances of the continued educational need, an extended temporary period for this school is accepted
- Harm to/loss of open space causes conflict with planning policy; but is on balance, considered to be suitable for this temporary period and full reinstatement will be secured
- The site is considered to be suitable in terms of additional flood risk and a substantive objection from the Environment Agency is not anticipated
- Conditions will continue to ensure that noise and disturbance to neighbouring properties will be controlled;
- The design of the buildings will have a limited additional impact on views from outside the site; and

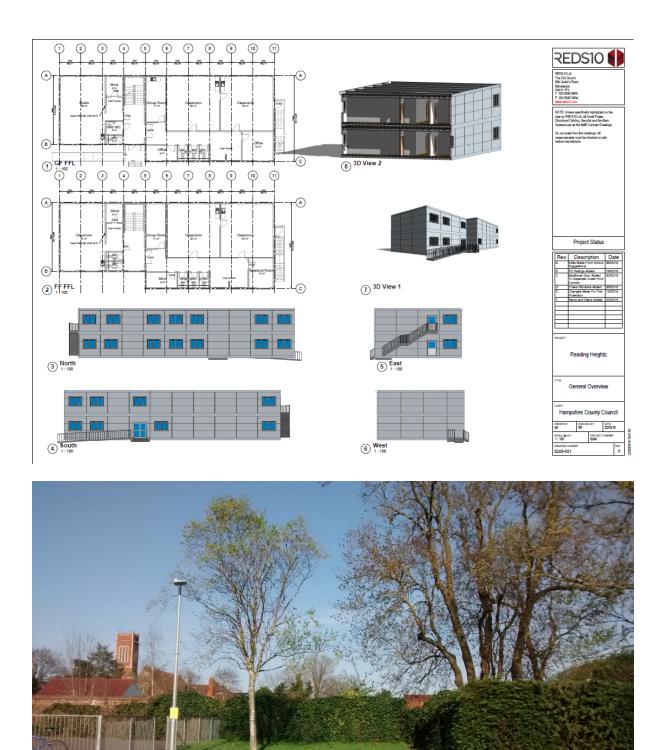
- Harm to trees is low and reinstatement of the treeline is proposed.
- 7.2 Subject to confirmation of staff parking arrangements, officers recommend granting Regulation 3 planning permission, subject to a S106 agreement.

Case Officer: Richard Eatough

Plans:

E03620-A-PL-1000 Rev. x Site Location Plan E03620-A-PL-1020 Rev. E Proposed Site Plan 5249-001 Rev. F General Overview [plans and elevations of new modular block] 18108 Rev. B Drainage Layout





Views of existingacross Westfield Road Recreation Ground (looking east) towards proposed location of new modular block

UPDATE REPORT:

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. PLANNING APPLICATIONS COMMITTEE: 30 May 2018

Ward: Caversham App No.: 180552/REG3

Address: The Heights Primary School, 82 Gosbrook Road, Caversham, Reading Proposal: Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours. End date: 7/6/2018

RECOMMENDATION AMENDED TO:

Subject to the satisfactory completion of a s.106 legal agreement/unilateral undertaking (as appropriate), delegate to the Head of Planning, Development and Regulatory Services (HPDRS) to GRANT planning permission by 7/6/2018. If the s.106 agreement is not completed by 7/6/2018, delegate to the HPDRS to REFUSE planning permission, unless the HPDRS indicates an extension of time.

Amended Heads of Terms as follows:

- Parking management: a contribution of £6,000 towards a Traffic Regulation Order (TRO) in the area to facilitate an extension of the controlled parking zone (CPZ) in Lower Caversham. Payment on commencement of the development and index-linked from the date of permission; and
- Staff parking provision to be secured to allow staff to park in the extended CPZ, using temporary concessionary permits (to be applied for by the applicant); or
- 3. In the event of the failure to secure temporary concessionary permits in 2 above, the applicant to provide demonstration that off-street public parking has been secured for the duration of the use via a public or commercial car park in the vicinity of the application site.
- 4. No occupation of the school buildings until clauses 1 and 2/3 above have been satisfied.

Conditions update:

- 3. Contaminated land: remediation strategy to be submitted, unless confirmation of suitability received from the Council's Environmental Protection team
- 15. Cycle plan now approved
- 16. Flooding: add minimum floor levels
- 24 Hours of use of classrooms: propose up to five events at weekends per School year.

1. FLOODING UPDATE

1.1 The Environment Agency has not provided a response to the application. It is assumed that their Standing Advice would apply and their advice in relation to previous applications has been reviewed. It is considered appropriate for conditions to be attached in relation to minimum floor heights so as not to impede floodwater flows, and for the development to proceed in accordance with the submitted FRA, in order to accord with Policy CS35 (Flooding). Condition 16 should be adjusted to reflect this.

2. TRAFFIC AND PARKING

2.1 **RBC Transport Strategy** has reviewed updated information from the applicant on traffic modelling in the area and agrees that impact on junctions is suitable. However, at the time of writing of the main Agenda report, it was hoped that staff parking may continue to take place from the St. Anne's Church Hall car park, off South View Avenue, however, this option is no longer available.

- 2.2 Notwithstanding the School's efforts for sustainable journeying, Transport Strategy has agreed the required parking level for staff parking as 17 car parking spaces, which would ideally be provided on site, or otherwise as near as possible to the site.
 - 2.3 The School will first seek to park staff cars nearby, but these are residential streets, where there are already issues with commuter parking occurring on those streets which are not already part of the CPZ. There is understood to be general support within the local area for an extension of the CPZ to allow control of the on-street parking and deter commuter parking, however, the making of the necessary Order would need to be funded and the development itself would contribute to parking pressures unacceptably if no strategy were to be put in place. Therefore the first part of the legal agreement would seek to extend the CPZ, subject to approval by the Council's Traffic Management Sub-Committee (TMSC). This is partly in recognition of the pressure which is being put on local streets as a result of the location of the School and members will recall that the £6,000 was an obligation which was 'put aside' to be called-in, as required and officers now consider that this is that time. It should be remembered that the extension of the CPZ would be permanent and should free up daytime parking space by removing unnecessary commuter parking.
 - 2.4 The second part of the legal agreement is for the applicant to obtain temporary access to this freed-up space, for the remainder of the tie required for the School. The applicant is in the process of applying for 17 concessionary permits for teachers. These would be daytime/term-time only and only for the duration of the School's continued siting at the current site. However, the decision as to whether or not to grant these concessionary permits does not rest with this Committee and the permits application will be reported to the Council's Traffic Management Sub-Committee (TMSC) on 16 June. In the event that the TMSC rejects the application for permits, then the third part of the agreement requires the applicant to secure 'season ticket' parking for staff and to have demonstrated this.
 - 2.5 RBC Transport Strategy agrees with the above and officers consider that these updated arrangements are suitable in terms of meeting the relevant transport policies, which inter alia include CS4, CS24, CS20 and DM12 and the Council's Parking Standards. The latest cycle parking plan has been approved.

3. CONSULTATIONS UPDATE

3.1 **Berkshire Archaeology** has not responded to the details regarding foundations for the fencing, as a precaution a condition is recommended for these details to be submitted to comply with Policy CS33.

- 3.2 Caversham and District Residents' Association (CADRA) hopes that when the temporary school leaves the site there will be conditions in place to ensure that the park is reinstated to its original condition. We would also seek a commitment to replanting three trees to replace those that that would be lost as a result of this proposal, and which currently screen Elizabeth House. Noted and these matters covered in the main Agenda report. Leisure and Recreation satisfied that no park trees are affected by the proposal
- 3.3 Matt Rodda MP (Reading East) believes the application is completely out of keeping with the park. In summary he considers that:
 - The fencing off of part of the park will affect the residents' enjoyment of it
 - Sweeping views across the park will be interrupted by the fence
 - The fence is a semi-permanent structure and concerned for the length of time it may remain
 - Advises that Christchurch Meadows is unsuitable, being across a busy road and is overused
- 3.4 Yesterday, an email was sent to all members of the Committee by the **Friends of Westfield Park**, a community group recently formed in response to the latest extension application from The Heights Primary School. Officers consider that all the points therein are either covered in the main Agenda report or this update report or are otherwise not relevant material considerations to the assessment of this planning application.

4. FURTHER OBJECTIONS RECEIVED

4.1 The following section addresses further issues in objections, where not covered in the main Agenda report. The current number of objections to the scheme received is 315.

Concern	Officer response
Concern for parents' cars idling and air pollution levels in Caversham showing that levels are currently above national limits. Reading Borough Council has a duty to review this data and act upon it for the well-being of the residents of the area.	This is a matter which would be controllable under the Environmental Protection Act and not planning.
Traffic to the school has increased. This is intolerable and unacceptable when the travel to school distances are comparatively short. No attempt has been made within this planning application to formalise parking arrangements for The Heights families and there are opportunities in car parks nearby. A high proportion of parents drive pupils to school and this is not acceptable.	School travel plan is updated and is accepted. Travel data is accepted.
Object to the knocking down of the wall and the making of the hardstanding area.	The main Agenda report explains that these are reversible actions and conditions can require this.
Disagrees with the statement in the School's Frequently Asked Questions sheet that 20% of the park is affected	The main agenda report explains the effect on the park.
This area also crosses the path which I believe is a public right of way and is widely used by pedestrians and cyclists.	This is not a public right of way and RBC Parks and Recreation does not object to the temporary effect of the fenced off area on this pathway.
Does not believe that another two years will be enough; what if the permanent site is not delivered?	Each application must be considered on its individual merits.
The application suggests that the site is very possibly going to continue to be used as an educational establishment after The Heights have moved. Concerned that if the park is annexed off this will remain in place and green space would be lost permanently.	The main Agenda report explains that the D1 use would continue, but to be clear, this would only extend to the 82 Gosbrook Road site.
Believes there are alternatives to the	Application has been assessed on its

	mente and it is not according for a
submitted plans and there should be	merits and it is not necessary for a
consultation on these.	range of alternatives to be analysed.
Use Christchurch Meadows instead	Applicant advises that Christchurch
	Meadows is already being used for P.E.
	lessons for older pupils, but a minimum
	area of school playground is still
	required for the school.
Height of fence at 1.2 metres will	Height will not obstruct surveillance.
attract antisocial behaviour and	Bow-top metal fence should be
vandalism and be overbearing.	resistant to vandalism.
Annexed area offers no shade or natural	Area considered suitable for a
areas for play.	playground by the LEA (applicant).
	prayground by the EER (approant).
Annexed area would require more	Maintenance liability is not a material
maintenance and therefore cost, which	consideration although RBC Parks and
is not accounted for.	
	Recreation will control any additional
	temporary surfacing arrangements, as
	may be required.
Westfield Park should be designated as a	The emerging local plan designates this
'Local Green Space', as advised in the	as local green space, but little weight
National Planning Policy Framework.	can be afforded to this document in
	development control decisions on
	planning applications at this time. The
	present designations in the adopted LDF
	documents must apply.
Concerned that work was carried out to	The clearance works carried out were
chop down trees and undergrowth in St	not development and therefore not
Anne's playing field during the nesting	capable of control.
season, which is contrary to ecologist	HELEN D, anything else?
advice and irresponsible behaviour.	neeen by anything oldo.
Application consideration should be	Covered elsewhere in this update
deferred for reasons of non-provision of	report.
staff parking/management plan	
Application consideration should be	St. Anne's is owned by the Council.
	5
deferred for reasons of the ownership	CHECK!
boundaries of St Anne's playing field	
Application consideration should be	Covered elsewhere in this update
deferred due to considerations over site	report.
access routes for building work	
Application consideration should be	Covered elsewhere and not related to
deferred for reasons of paperwork trail	the consideration of the planning
subject to a FOI request relating to Area	application.
8 of the park which was privately	
funded by The Heights Parents	
Association and secured a community	
use agreement without public	
consultation or notification. This area	
should be considered within the	

planning application so the area annexed for use by The Heights can be considered in its entirety and therefore more accurately.	
Fence will lessen value of open space. Open space value set out in CABE documents and Council's own Open Spaces Strategy	Minor effect on function and openness of park, as explained in main Agenda report.
Schools are supposed to unite local communities, however The Heights' tenancy in Lower Caversham has put a huge stress on many of the local people Why should we lose public green space for a private school?	Noted that the school has been on the temporary site and now proposes to take in land beyond the former nursery school site. This is a state school.
On weekends the park on the opposite side of Gosbrook Road is taken up with football with cars parked all over the footpath outside Elizabeth House.	Not connected to this planning application.
The whole situation is unfortunate but is the result of poor and misguided governmental decisions. Local communities must not be penalised for poor national government decisions.	The application is being considered on its individual planning merits. The public benefit of this school is set out in the main Agenda report.

5. OTHER MATTERS

- 5.1 The applicant has advised that whilst the proposed school hours condition is usually suitable, it would preclude them from running other activities, e.g. school fetes, on various dates throughout the year. Officers are conscious of the disturbance that such events may cause and propose a similar condition to that used for other new schools in residential locations. Condition 24 hours of use of classrooms, now proposes up to five events at weekends per School year.
- 5.2 The applicant has supplied a remediation strategy for dealing with the results of the contaminated land report, but a response from the EP team is not available at the time of writing, therefore a pre-commencement condition is still required. Condition 3 requires this.
- 5.3 For completeness, the previous update report to application 151823 is appended to this update report.
- 5.4 The site location plan was missing from the main Agenda report, it is supplied below.

Case Officer: Richard Eatough

Site Location Plan is E03620-A-PL-1010

