

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 14

PLANNING APPLICATIONS COMMITTEE: 11th November 2015

Ward: Park

App No.: 151681/REG3 and 151682/LBC

Address: New Town Primary School, School Terrace, Reading

Proposal: Internal refurbishment and reconfiguration to re-establish the school as a 2FE (420 pupils) to include re-cladding the entrance canopy and relocating the school entrance.

Applicant: Reading Borough Council

Date validated: 25th September 2015

Other Application: 8 week target decision date: 20th November 2015.

26 week date: 25th March 2015

RECOMMENDATION

151681/REG3

GRANT subject to the concerns raised by Natural Environment Trees and Ecology being addressed.

Conditions to include:

1. Time limit - three years
2. Approved plans
3. Bicycle storage (pre-com)
4. Construction Method Statement (pre-com)
5. Travel Plan
6. Annual Review of Travel Plan
7. Hours of work

Informatives to include:

1. Pre-commencement conditions
2. Terms and conditions of permission
3. Building Regulations
4. Construction and demolition
5. No bonfires
6. Damage to the highway
7. School Emergency Response Plan
8. Positive and proactive

RECOMMENDATION

151682/LBC

The application to be referred to the Secretary of State; and the Secretary of State to be informed that were the Local Planning Authority in the position to it would have GRANTED consent subject to the following conditions:

Conditions to include:

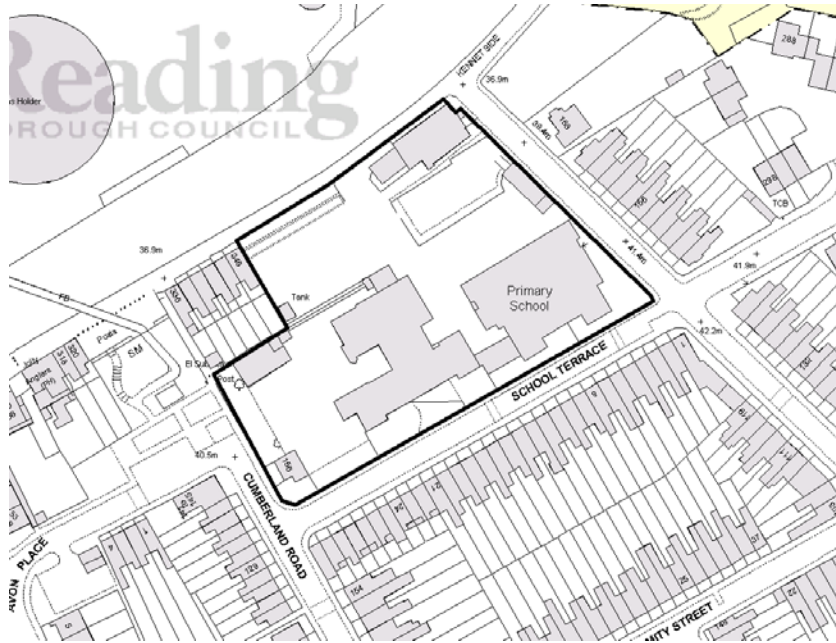
1. Listed Building Time Limit - 3 Year
2. Workmanship
3. Works to match existing
4. External gate to match existing
5. Details to be submitted - new windows and doors
6. Details to be submitted - materials
7. Details to be submitted - internal joinery

Informatives:

1. Positive and Proactive
2. No works other than those detailed in application without further LBC

1. INTRODUCTION

- 1.1 The site comprises New Town Primary School which is a Grade II listed Victorian building. The surrounding area is predominantly residential. The school has historically been a 2FE school (420 pupils) which reduced to a 1FE (210 pupils). It has now been identified as one of the schools for expansion back to a 2FE. The school has already commenced its expansion with additional Year R, 1 & 2 to deal with the immediate demand for places which are accommodated within the existing school.
- 1.2 The school has two main buildings known as West building and East building which front School Terrace. Most of the school operates from the West building and the East building contains the main school hall. An independently run nursery called Riverside Day Nursery currently rents part of the East building. As part of the expansion, the Riverside Day Nursery is proposed to be relocated to the East Reading Adventure Playground Association (ERAPA) Children's and Community Centre located in Palmer Park. The relocation of the nursery is subject to a separate planning application (application ref: 151511/REG3).
- 1.3 Under the provisions of the Town and Country Planning Regulations 1992 the Council is unable to determine its own applications for listed building consent. Therefore, the Committee is asked to confirm the decision it would have made had it been in a position to determine the listed building application (with reasons). The listed building application will then be referred to the Secretary of State for Communities and Local Government for a decision.



2. PROPOSAL

- 2.1 The proposals are for a number of alterations and refurbishment predominantly within the East building which involve removing false partitions and ceilings, restoring doors and windows and removing earlier unsympathetic alterations. The existing school reception is deep within the West building and the school entrance is monitored by video link. The proposal is to relocate the school entrance to the East building and return the original entrance door in the East building as the principle entrance.
- 2.2 An old ramp, timber shed and chain link fence to the front of this entrance will be removed and a raised forecourt and ramp built to create the school entrance. The original entrance door is a significant feature and this door is proposed to be retained and refurbished with a fully glazed automated door added to the inside. A new internal door is proposed to be created to the southern end of the hall which will also be used as a route between the two buildings. The removal of an external store and the addition of a door and ramp are proposed to the south west elevation of the East building.



Original entrance door with ramp

- 2.3 The first floor of the East building is currently vacant and the proposals include removing an existing staircase and partition walls and creating a new relocated staircase.
- 2.4 Currently there is a vacant classroom at the end of the main hall in the East building and it is proposed to remove the original partition separating the hall and the classroom to enlarge the size of the hall. The lower level infill panels only are to be removed retaining the structure and upper panels.



View from the hall to the vacant classroom

- 2.5 An existing canopy structure links the two main buildings and it is proposed to create an additional opening to both the boundary wall and the inner wall under the canopy. The corrugated metal roof is proposed to be replaced with a metal standing seam finish with a section of glazing.



Front elevation of canopy



Rear elevation of canopy with existing access

- 2.6 Some internal works are proposed to the West building including the removal of low partitions to the library and cloakrooms to enlarge the ground floor hall and the addition of doors for safer routes to the stairwell and for improved fire safety reasons.

3. PLANNING HISTORY

10/02061/REG3 (Civica Ref: 102049) & 10/02062/LBC (Civica Ref: 102140) - Construction of a new canopy to outdoor play area and storage shed to accommodate play equipment. Permitted 28/04/2011.

12/00189/REG3 (Civica Ref: 120070) & 12/00190/LBC (Civica Ref: 121024) - Installation of roof mounted solar photovoltaic (PV) panels. Permitted 20/03/2012.

4. CONSULTATIONS

4.1 Statutory:

Historic England - made detailed comments on previous pre-application drawings but have advised they do not wish to offer any comments on this occasion and the applications should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.

4.2 Non-statutory:

Development Control Transport - raised no objections subject to conditions and informatives.

Natural Environment Trees - advised the proposals do not directly affect trees on the site and are acceptable in principle. However, the Tree Protection Plan needs to be clarified. The Design and Access Statement also refers to soft landscaping but no details have been submitted. The applicant has been asked to provide this additional information but at the

time of writing the report this information had not been received. An update will be provided.

Building Control - no comments at the time of writing.

Environmental Health - raised no objection subject to conditions relating to the hours of working and informatives relating to construction and demolition and no burning of waste on site.

Reading Borough Council Ecology - There are bat roosts known to exist in the building and a plan is required showing the location of the bat roosts and confirmation as to whether any of the works are within the vicinity of these roosts. Assuming that there is no impact upon these areas there should be no objections to the proposals on ecology grounds subject to a condition requiring any external lighting to be designed in such a way as to minimise light spillage onto the bat roosts and adjacent habitats used by bats. An update will be provided.

Reading Borough Council Emergency Planner - The northern end of the school site falls within Flood Zone 2 and is also within close proximity to the Gas Holder Stations located within the Wokingham borough. The emergency planner advised that the school should update their Rainbow Plan (Emergency Plan) to reflect the new development/buildings. An informative has been included.

Reading Borough Council Historic Buildings Consultant - raised no objections subject to relevant conditions.

4.3 Public consultation:

Properties at 136-168 (e) Cholmeley Road, 1-31 (all) School Terrace, 336-346 (e) Kennet Side and 121-145 (o) Cumberland Road were consulted. No responses have been received at the time of writing.

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.
- 5.3 The following local and national planning policy and guidance is relevant to this application:

National Planning Policy Framework (2012)
Paragraph 72

Reading Borough Core Strategy (January 2008):

- CS4 (Accessibility and the Intensity of Development)

- CS5 (Inclusive Access)
- CS7 (Design and the Public Realm)
- CS22 (Transport Assessments)
- CS24 (Car / Cycle Parking)
- CS31 (Additional and Existing Community Facilities)
- CS33 (Protection and Enhancement of the Historic Environment)
- CS34 (Pollution and Water Resources)
- CS35 (Flooding)
- CS36 (Biodiversity and Geology)
- CS38 (Trees, Hedges and Woodlands)

Reading Borough Sites and Detailed Policies Document (2012):

- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)
- DM17 (Green Network)

Supplementary Planning Documents

- Revised Parking Standards and Design (Oct 2011)

6. APPRAISAL - Planning Applications

(i) Legal context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

(ii) Main Issues

6.1 The main issues are considered to be:

- (i) The principle of development;
- (ii) Impact on the character, appearance and historic integrity of the listed building
- (iii) The effect upon visual amenity and the public realm
- (iv) Impact on neighbouring amenity
- (v) Traffic generation and parking
- (vi) Other Matters

(i) The principle of additional classroom accommodation

6.2 New Town Primary School was historically a 2FE school which became a 1FE when pupil numbers reduced. The proposal is to bring the school back to a 2FE. Policy CS31 (Additional and Existing Community Facilities) of the Reading Borough Core Strategy states that "*Proposals for new, extended or improved community facilities will be acceptable, particularly where this will involve co-location of facilities on a single site.*" The site is within an existing school site and would provide extended and improved community facilities which would meet an identified need within the Borough. As such it is considered that the general principle of becoming a 2FE school is in accordance with policy CS31 of the Reading Borough Core Strategy.

(ii) **Impact on the character, appearance and historic integrity of the listed building**

6.3 Historic England, when commenting on the pre-application enquiry, advised that New Town Primary School is a fine example of an early Board School built in 1874 probably to the designs of the County Surveyor, Joseph Morris. The school fronts on to School Terrace which is a very distinctive row of terraced housing by the same architect and in a similar style. Historic England commented that it is extraordinary how much of the original plan survives. It is still all legible and in addition much of the original detailing survives. Nearly all the joinery is original, demonstrating very high quality in design and craftsmanship in windows, doors and including store cupboards. Most of the rooms were heated with open fires and some fine fire surrounds survive.

6.3.1 The proposed internal alterations largely involve reconfiguration of the existing internal partitions within the East building, which are largely of modern origin, the removal of internal stairs, creation of new stairs and the removal of the part-glazed internal partition within the main hall. The existing stairway is not of special interest and there is no objection to the alteration although the proposed new stairs to the first floor would divide the large vacant front office space. Historic England raised no objections to the removal of the stairs subject to the stairs being recorded on removal. The proposed removal of the part-timber partition within the important main hall would retain the upper section, signifying the original historic layout of the hall. Historic England raised no objection subject to a downstand being retained to mark the site of the partition wall.

6.3.2 The main external alterations consist of the creation of new openings within the East buildings west elevation and within the attached canopy, alterations to the canopy roof, the removal of the front store and access ramp and creation of new front stairway and access ramps and new side access ramp. The new double side opening would be located below the existing windows and would retain the upper section of the window. The removal of the existing external store, which detracts from the building setting, and the removal of the modern ramp access are to be welcomed as long as the detailed design for the replacement stairs and access ramp harmonise with the existing front elevation. The alterations to the existing canopy would affect a feature of minimal architectural or historic interest and would not adversely affect the setting of the Listed Building.

6.3.3 The proposed alterations would therefore have no significant adverse impact on features of special architectural or historic interest and the upgrading and reconfiguration of the building would contribute to bringing the school back into full use and support its active use as a school with community use and there are no objections to the proposed works subject to relevant conditions.

6.3.4 On this basis it is considered that the proposed works would not have a detrimental impact on the character, appearance or historic integrity of the building and complies with Policy CS33 (Protection and Enhancement of the Historic Environment) and national policy contained within the NPPF and associated guidance.

(iii) The effect upon visual amenity and the public realm

6.4 The main external changes are to the existing entrance canopy linking the two school buildings and the original main entrance to the school which are clearly visible from the road. The removal of the unsightly ramp to the original main entrance, chain link fence and the timber shed adjacent to the door are welcome and aesthetically the former main entrance to the school is marred by these insensitive additions. The existing covered canopy has decorative columns which are to be retained but the corrugated metal roof creates a dark enclosed space, replacing the roof with a metal standing seam finish with a section of glazing is more acceptable. The proposals to the front elevation of the school are considered to enhance these important elements of the school which would benefit the street scene.

6.4.1 The other external alterations are not visible from the public realm and the internal changes are covered in the section above when assessing the impact of the proposals on the listed building. Officers therefore consider that the proposals would not have an adverse visual impact on the surrounding area and are considered acceptable and in accordance with Core Strategy policies CS7 (Design and the Public Realm) and CS33 (Protection and Enhancement of the Historic Environment).

(iv) Impact on neighbouring amenity

6.5 The proposed alterations to the front of the school will alter the outlook for residents of properties along School Terrace however the proposals should not have a harmful impact on the neighbouring properties in terms of outlook and overbearing effects. The proposal will facilitate an increase in the number of pupils at the school which could increase the potential for noise associated with it however, as the school was historically a 2FE school it is considered that within the context of the established school use it is unlikely that any additional noise would result in significant harm to neighbouring occupiers in terms of noise and disturbance.

(v) Traffic generation and parking

6.6 The current number of pupils at the school is below the published admission number and the additional pupils are within the capacity of the school and could be accommodated in the existing school without the need for planning permission. Notwithstanding this, a travel survey of the school has shown that 95% of the pupils either walk, cycle or bus to school and it is the aim of Transport to maintain this percentage. Members at the Traffic Management Sub Committee in March 2014 approved the strategy document "School Expansion and Sustainable Travel in Reading". This document details the requirements for all the schools in the expansion programme on how to update their Travel Plans to ensure that parents and pupils come to the school by sustainable modes and do not add to the existing congestion issues. As such a condition to upgrade the travel plan is recommended to ensure that the school undertakes this and implements the requirements of the document. The travel plan should promote walking and cycling and the use of walking buses, where groups of children are met at a safe location and then walked to school.

6.6.1 The school currently has an off-site staff car park across the road on Cholmeley Road providing 26 spaces, 2 of which are dedicated visitor bays.

The existing number of full and part time staff is 45 (34.01 FTE) and this is expected to gradually increase until reaching 55 (41.51 FTE) in 2020. It will not be possible to increase the parking provision due to the constraints of the site. Failing to provide parking for the increase in staff would not be in strict accordance with the Council's Parking Standards and Design SPD, there are extensive on street parking controls that surround the local area and therefore the development will not result in an increase of on street parking to the detriment of the local area. Further the staff travel survey has shown that 58% of the staff either walk or bus to the school. Transport is therefore happy that the provision of parking is acceptable.

6.6.2 Additional cycle parking will be required and this should be at a ratio of 1 space per 5 Full Time Equivalent staff and 1 space per 15 pupils (years 1-3) and 1 space per 10 pupils (years 4-6). The cycle parking must be located within a conveniently located store that is covered and equipped with Sheffield type stands. Transport is happy for this to be dealt with by way of a condition.

6.6.3 In terms of construction, the contractor will utilise the school's maintenance vehicle access from Cumberland Road for the contractor compound. The works will be phased and holiday periods will be maximised in order to minimise disruption to the school and works on site are planned to commence early 2016. A Construction Method Plan must be submitted and Transport is happy for this to be dealt with by way of a condition.

6.6.4 As such, it is considered by the Council's Transport section that the proposal would be acceptable in regard to transport, access and parking and when assessed against DM12 of the Sites and Detailed Policies Document and policy CS22 of the Reading Borough Council Core Strategy.

(vi) Other Matters

6.7 In determining this application the Council 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.

6.7.1 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

6.7.2 The Community Infrastructure Levy (CIL) was implemented by the Council from April 1st 2015. Although the proposed scheme would be CIL liable development, because education facilities attract a zero CIL charge in the Borough there would be no CIL payable for this scheme.

7. CONCLUSION

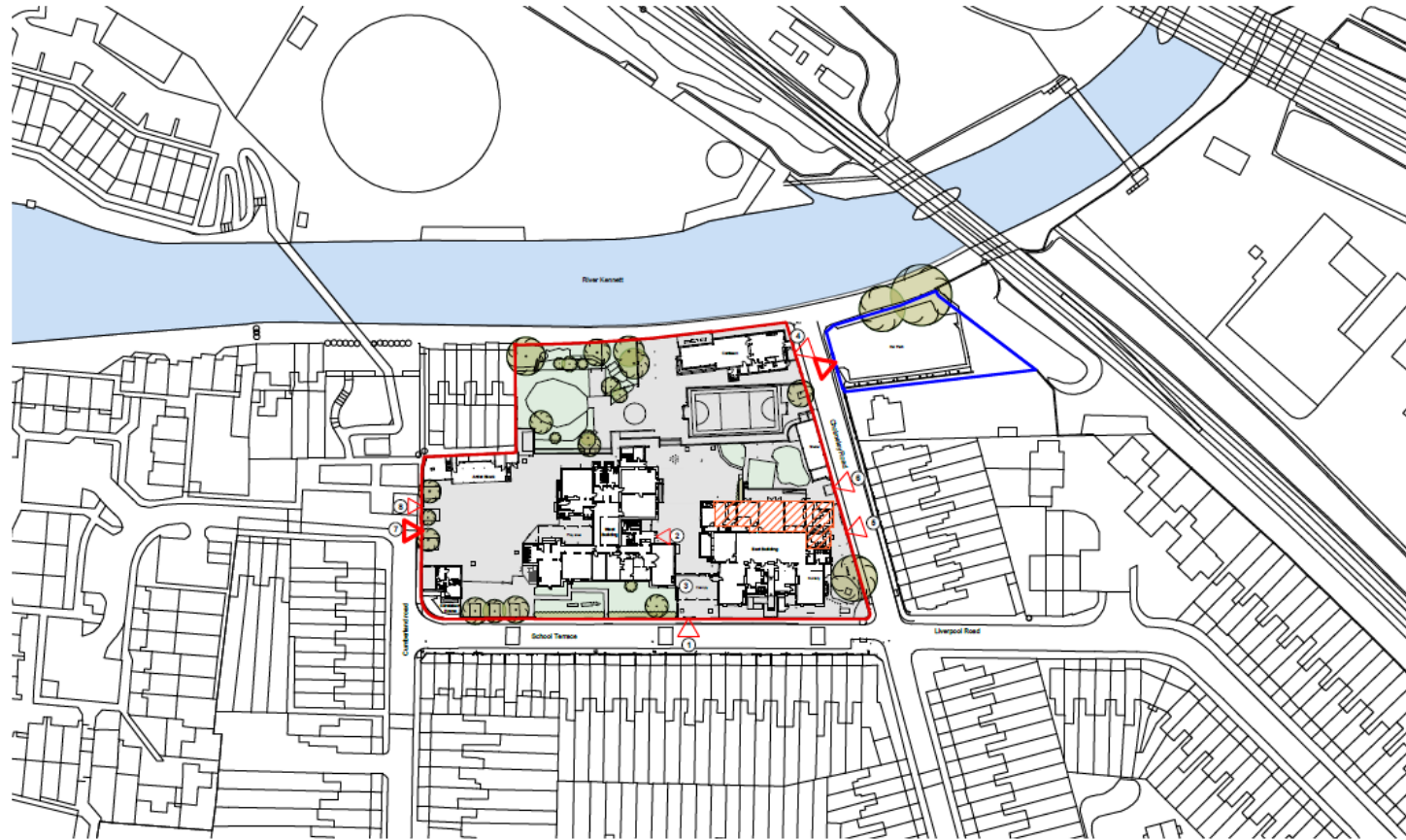
The proposed development requiring Planning Permission and works to the listed building requiring Listed Building Consent are considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the application is recommended for approval,

subject to the concerns raised by Natural Environment Trees and Ecology being addressed.

Plans:

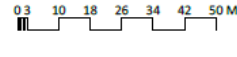
Drawing No: E02156_000 - Aerial View
Drawing No: E02156_001 - Location Plan
Drawing No: E02156_002 - Existing Block Plan
Drawing No: E02156_003 - Existing Site Plan
Drawing No: E02156_004 - Existing Ground Floor Plan
Drawing No: E02156_005 - Existing Upper Ground Floor Plan
Drawing No: E02156_006 - Existing First Floor Plan
Drawing No: E02156_010 - Proposed Block Plan
Drawing No: E02156_011 - Proposed Site Plan
Drawing No: E02156_012 - Proposed Ground Floor Plan
Drawing No: E02156_013 - Proposed Upper Ground Floor
Drawing No: E02156_014 - Proposed First Floor Plan
Drawing No: E02156_015 - Fire Access Strategy
Drawing No: E02156_016 - Street Elevation
Drawing No: E02156_017 - Elevations
Drawing No: E02156_018 - North West Elevations
Drawing No: E02156_019 - Existing and Proposed Section A With Internal Elevations
Drawing No: E02156_020 - Existing and Proposed Section B With Internal Elevations
Existing Ground Floor Plan - East Building
Existing Ground Floor Plan - West Building
Existing Ground Floor Plan - Artist Studio
Existing Upper Ground Floor Plan
Existing First Floor Plan - West Building & Studio
Site Photos
Drawing No: 600-01 - Tree Constraints Plan
Received by the local planning authority on 21st September 2015

Case Officer: Claire Ringwood



- Key**
- ① Principle pedestrian access
 - ② Main entrance leading to reception
 - ③ Parent waiting for drop-off/pick-up
 - ④ Access for school kitchen deliveries
 - ⑤ School Nursery dedicated access
 - ⑥ Riverside Day Nursery dedicated access
 - ⑦ Maintenance vehicles access into school site
 - ⑧ Access for artists to rented Artist Block
- △ Pedestrian entrance
 - ▲ Vehicular entrance
 - School site
 - Car Park
 - ▨ Spaces rented to external organisations

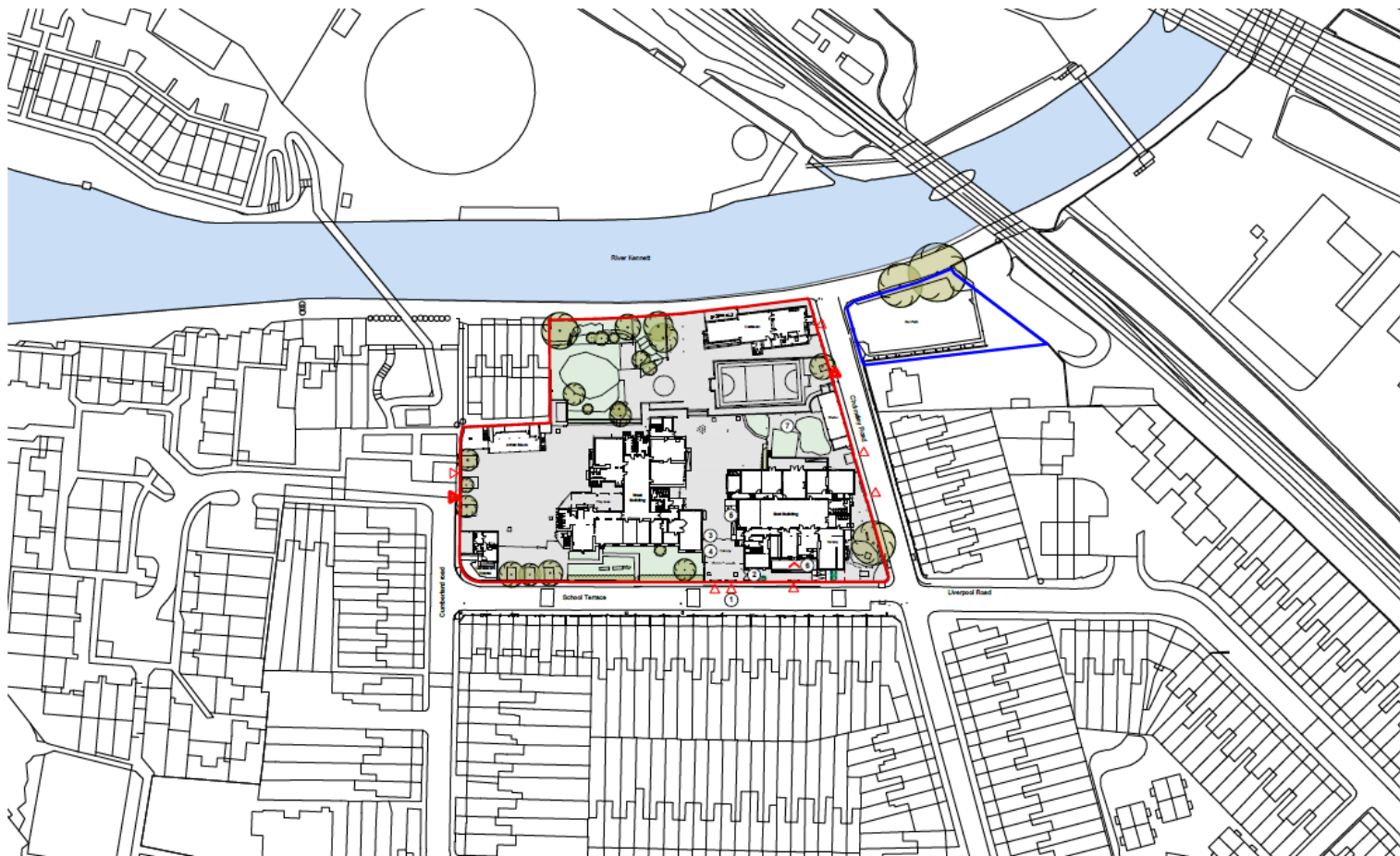
Site Address: New Town Primary School,
School Terrace,
Reading



Planning Submission

Hampshire County Council
HCC Property Services,
Three Ministers House,
76 High Street, Winchester SO23 8UL
tel: (01962) 847801

PROJECT Reading Borough Council New Town Primary School Expansion to 2FE			SHEET CONTENTS Existing Site Plan		
SCALE: 1:500 @ A1 1:1000 @ A3	DATE 19.06.15	DRAWN CJW	CHD. (blank)	DRAWING NO. E02156_003	



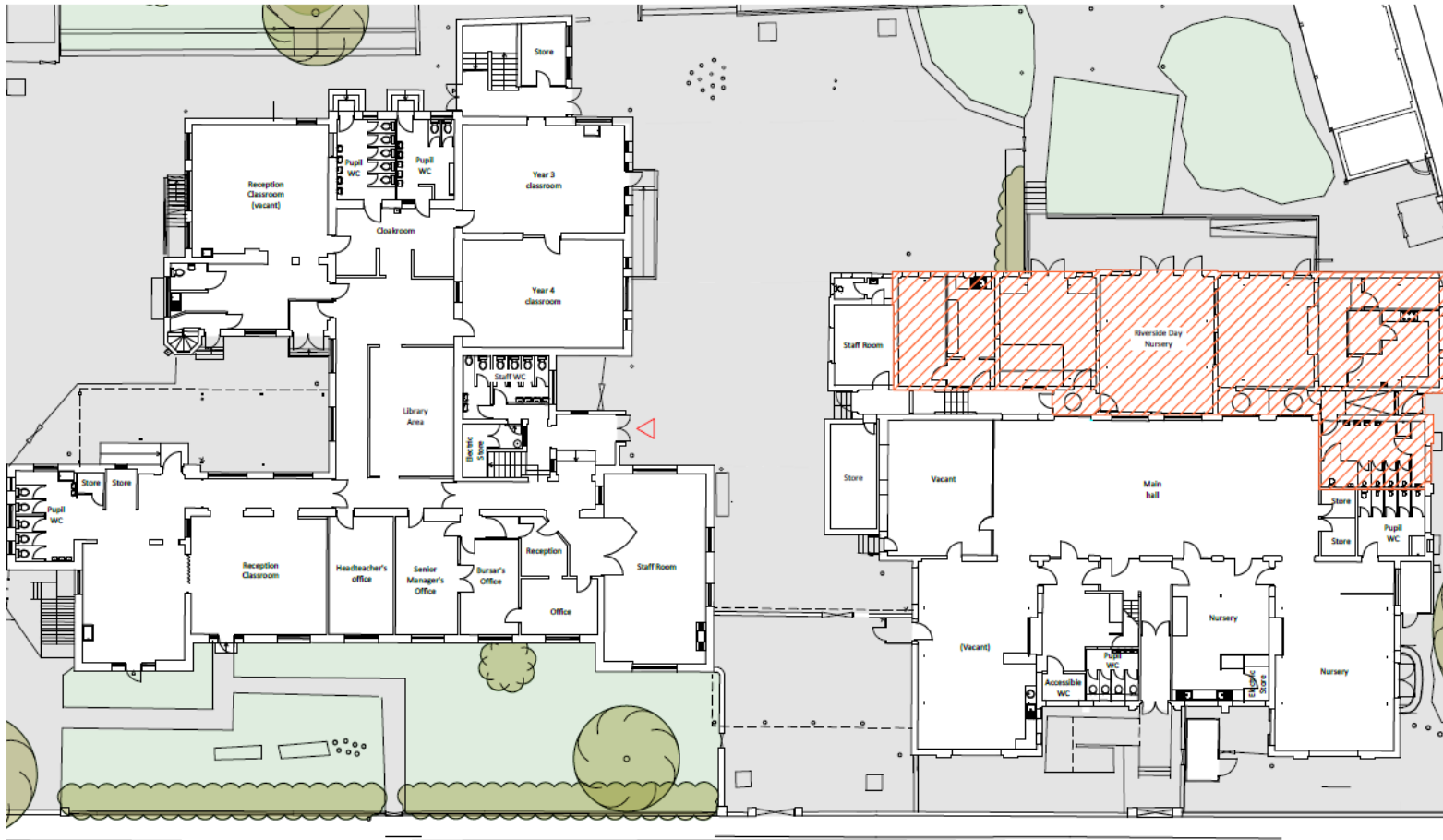
- Key
- ① New additional opening formed in boundary wall.
 - ② New gate to secure entrance forecourt.
 - ③ New additional opening formed in wall to ease congestion during peak hours.
 - ④ Closing to canopy between East & West Building replaced.
 - ⑤ External store taken down and new ramp constructed to improve access between East & West Buildings.
 - ⑥ External entrance forecourt with new steps leading to main entrance.
 - ⑦ New 10 play external play area.
- △ Pedestrian entrance
 - ▲ Vehicular entrance
 - New Town Primary Main School site
 - School Car Park

Site Address: New Town Primary School,
School Terrace,
Reading

Planning Submission

Hampshire County Council
 HCC Property Services,
 Three Minsters House,
 76 High Street, Winchester SO23 8UL,
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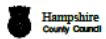
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△ Main entrance

▨ Spaces rented to external organisations

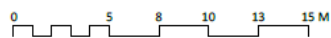
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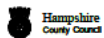
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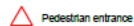
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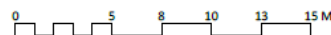
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△ Pedestrian entrance




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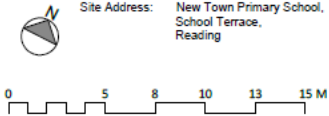
PROJECT Reading Borough Council New Town Primary School Expansion to 2FE		SHEET CONTENTS Proposed Ground Floor Plan		
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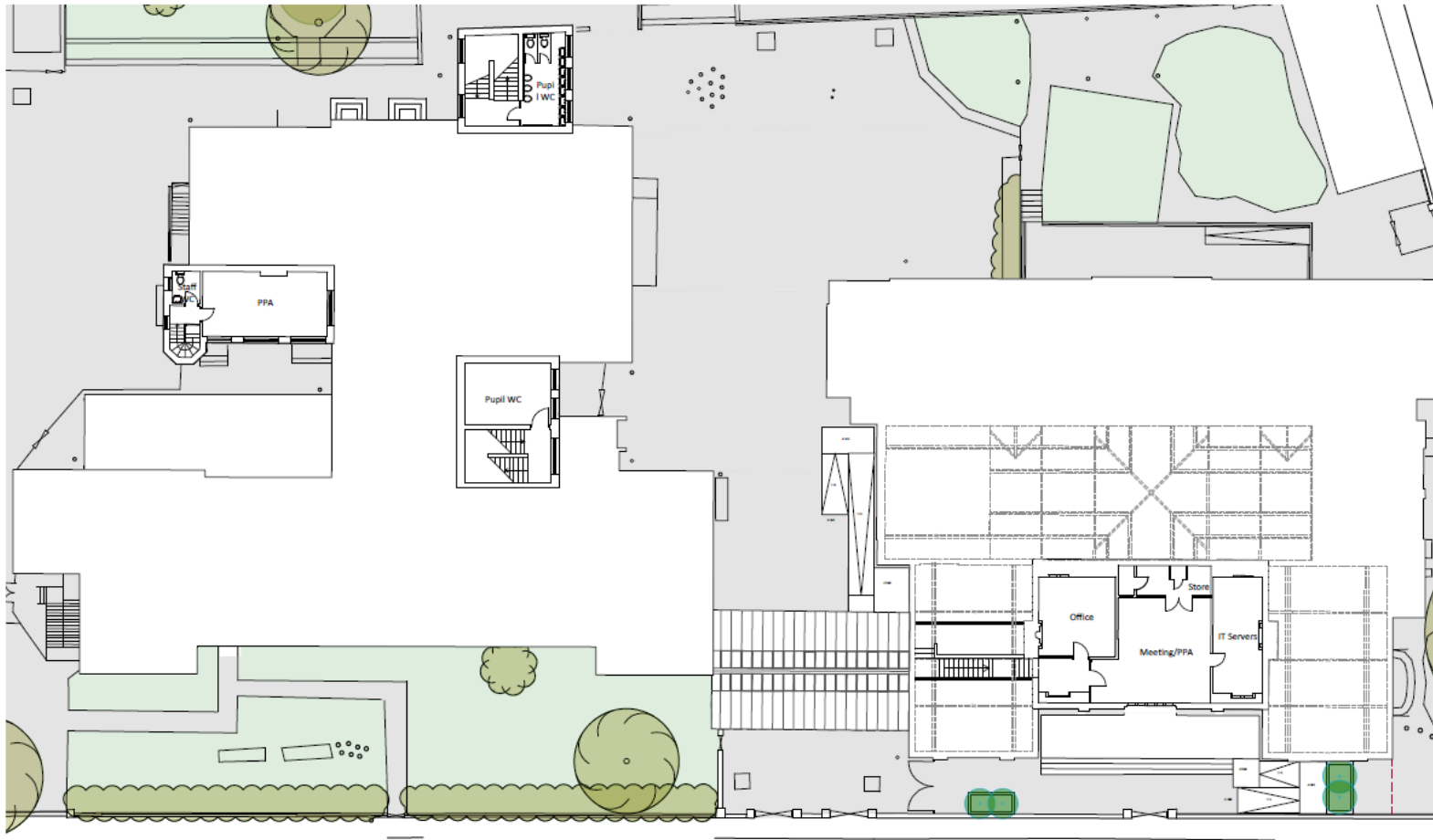
Planning Submission

 Hampshire
County Council

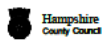
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Tel: (01962) 847801



PROJECT Reading Borough Council New Town Primary School Expansion to 2FE				SHEET CONTENTS Existing Upper Ground Floor Plan		
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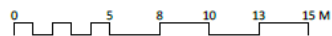
Planning Application



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Site Address: New Town Primary School,
School Terrace,
Reading



PROJECT Reading Borough Council New Town Primary School Expansion to 2FE		SHEET CONTENTS Proposed Upper Ground Floor		
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DRAWING NO: E02156_013			REVISION:	



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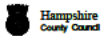
Site Address: New Town Primary School,
School Terrace,
Reading



PROJECT Reading Borough Council New Town Primary School Expansion to 2FE		SHEET CONTENTS Existing First Floor Plan		
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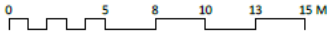
Planning Submission



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Site Address: New Town Primary School,
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Reading



PROJECT
Reading Borough Council
New Town Primary School
Expansion to 2FE

SCALE
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DATE
19.06.15

DRAWN:
C.J.W.

CHKD:

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SHEET CONTENTS
Proposed First Floor Plan



REVISION



Existing Elevation



Proposed Elevation

Planning Submission


Hampshire
County Council

City Services,
Herrn House,
West Winchester SO23 8UL
J847801



Site Address: New Town Primary School,
School Terrace,
Reading



PROJECT Reading Borough Council New Town Primary School Expansion to 2FE				SHEET CONTENTS Elevations		 Property Services
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Existing Elevation



Proposed Elevation

Planning Submission

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Site Address: New Town Primary School,
School Terrace,
Reading

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PROJECT Reading Borough Council New Town Primary School Expansion to 2FE		SHEET CONTENTS North West Elevation		 Property Services
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				REVISION



Existing Street Elevation



Proposed Street Elevation

Planning Submission



HCC Property Services,
Three Ministers House,
78 High Street, Winchester SO23 8UL.
tel: (01962) 847801

Site Address: New Town Primary School,
School Terrace,
Reading



PROJECT Reading Borough Council New Town Primary School Expansion to 2FE				SHEET CONTENTS Street Elevation		
SCALE 1:200 @ A1 1:400 @ A3	DATE 09.09.15	DRAWN C.JW	CHKD.	DRAWING NO. E02156_016	REVISION	
FILE REF.						