

Parish: Sowerby
Ward: Sowerby & Topcliffe
10

Committee Date : 25 July 2019
Officer dealing : Mr T J Wood
Target Date: 3 July 2019
Date of extension of time (if agreed):

19/01037/REM

Reserved matters application for the approval of details of appearance, landscaping, layout and scale in relation to the development of the primary school on the allocated school site pursuant to application 10/02373/OUT, as amended by 15/00145/MRC, and comprising a single-storey teaching block with associated hard/soft landscaping and playing field; car park and cycle parking; vehicular/pedestrian means of access; and secure line fencing. Discharge of Condition 21 (Archaeological Works) relating to planning approval 10/02373/OUT, as amended by 15/00145/MRC, proposal school amended by revised details of parking, turning received 29 August 2019 and elevation treatments received 28 August 2019.

**At: Land East Of Topcliffe Road And South Of Gravel Hole Lane Topcliffe Road Sowerby North Yorkshire
for Ms Emily King.**

The proposal is to Planning Committee at the request of a Councillor.

Update details

- 1 This application was considered at the Committee meeting on 25 July 2019. The resolution was to defer the application for the applicant to re-consider the car and coach parking provision and the design of the building and its sustainability. Revised parking and turning arrangements are proposed and elevation drawings have been provided. Discussions have taken place with the applicant, the Department for Education and this Council regarding
 - a. the provision of a full width pedestrian link from the school to the plaza, a
 - b. bus and car turning roundabout on the Sowerby Sport Village access road, and
 - c. waiting space for cars and a bus on the side of the Sowerby Sports Village access road and
 - d. use of the Sowerby Sports Village car parking particularly during the morning and afternoon drop-off and pick-up periods.
- 2 The revised parking layout shows within the site an increase from 6 parking space to provide 20 spaces, these are shown to be for “drop off visitor and disability parking”, the 2 disability parking spaces are shown parallel to and close the school building. The 21 space staff parking area remains unchanged. The revised car park layout is to be accessible for on-site coach parking.
- 3 The use of the Sowerby Sports Village car park and access are considered preferable to the submitted revised proposals, as the scheme would achieve the full pedestrian access to the plaza and would not involve abortive construction work, the bus does not need to reverse or enter the school land, more parking is available and it provides however the final details and contractual agreement to provide the turning and access on the Sowerby Sports Village land have not completed.
- 4 Amendments have been made to the elevations by the provision of a façade to the main entrance and nursery entrance and side elevation. These are shown to have a mono-pitch clad ‘Cedral weatherboard’ (a non-combustible timber effect cement board with wood grain) of maximum height of 5.3m reducing to 4.3m. The flat roof building has unchanged height of 3.8m

1.0 SITE CONEXT AND PROPOSAL

- 1.1 The site lies to the south east of Topcliffe Road within the land granted outline planning permission in 2012 for a mixed use scheme comprising housing, employment neighbourhood centre and recreation uses.
- 1.2 The land is generally flat, formerly in agricultural use for cereal production. A native hedge forming a boundary with the application site and the agricultural land to the south remains throughout the southern boundary of the site.
- 1.3 There is no built development on any of the land adjoining the application site.
- 1.4 The proposed development is to provide a single form entry Primary School. The applicant intends that students at the temporary school, referred to in paragraph 2.6 below, will transfer to the new permanent Primary School from September 2020 together with a new intake of the youngest students. The school number are then planned to enlarge year by year to 2025.
- 1.5 Pedestrian access routes from Topcliffe Road are planned via the Town Square, crossing the Sowerby Sports Village access on a raised table, as well as the footway beside the Aldi foodstore development and the footway along the road access from the 'southern' Topcliffe Road roundabout (this the road that is to serve the school and that serves the foodstore and will service the Sowerby Sports Village and other land allocated for commercial purposes).
- 1.6 On site drop-off spaces are provided for 18 vehicles and a further 2 accessible parking bays are provided close to the entrance path as noted in paragraph 2 above.. 21 staff parking spaces are provided. Access for on-site coach parking is to be provided.
- 1.7 The mainly single storey building is shown to be 79m x 19m formed using a 'Hamlet' (a cream colour) and 'Anthracite' (dark grey) cladding with feature doorway colour 'Ocean Blue' and the main entrance in a 'Cedral weatherboarding' a dark oak coloured vertical board timber grained cladding. The main building is about 3.8m from ground to parapet wall top, only the main hall within the school about 16m x 13m is two storey with overall height of about 8m. The landscaped grounds are shown with a secure 2.4m high fence around the proposed native species hedge. The nursery/reception class is to be at the northern end of the school with its own separate access and soft landscaped are including an area with tree planting to form the 'informal plan and forest school'.

2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY

- 2.1 10/02373/OUT - Outline application for a mixed use development comprising of 925 dwellings (C3), employment (B1, B2 & B8), neighbourhood centre, comprising: shops (A1), financial and professional services (A2), restaurant(s) and cafe(s) (A3), drinking establishment(s) (A4), hot food takeaway(s) (A5), hotel (C1), extra-care facility (C2) and medical centre and other non-residential institutions (D1), primary school (D1), community uses including recreation playing pitches and allotments, car parking and means of access (all matters reserved apart from means of access). Phase I residential 107 dwellings & Phase I commercial (B1c) all details to be considered; Granted 21 August 2012 subject to conditions and a section 106 agreement. Phase 1 housing complete, phase 2 and 3 housing under construction. Phase 1 commercial land consented and ready to start. This reserved matters application follows the outline permission for the primary school referred to above.

- 2.2 13/02427/REM - Reserved matters application for the provision of 90 unit extra care facility and associated retail units, public realm works and highways works; Approved 17 March 2014. Development complete and occupied.
- 2.3 14/01945/REM - Reserved matters application for appearance, landscaping, layout and scale of the proposed Sports Village consisting of two main buildings, sports facilities, access road, ancillary buildings, car parking and footpath/cycle links; Approved 26 March 2015. Development commenced sports land laid out, a phased sequence of works continue.
- 2.4 15/00145/MRC Variation of conditions 34 and 35 of application reference number: 10/02373/OUT- relating to highway improvements and widening of mini roundabout as amended by details received 2 July 2015. Development commenced and highway works for all way junction with the A168 open.
- 2.5 15/00274/REM - Reserved Matters application for food store and associated landscaping and car parking; approved 19th June 2015 - Aldi foodstore constructed and open.
- 2.6 19/00661/FUL - Siting of 2 portable buildings and formation of car park, hard/soft landscaping and secure line fencing for a temporary period until September 2020 for use as a temporary primary school, prior to the opening of a permanent primary school development identified in the approved plans for the Sowerby Gateway Development. Granted 12 June 2019 works have commenced.

3.0 RELEVANT PLANNING POLICIES:

- 3.1 The relevant policy of the Development Plan and any supplementary planning policy advice are as follows;

Core Strategy Policy CP1 - Sustainable development
 Core Strategy Policy CP2 - Access
 Core Strategy Policy CP3 - Community assets
 Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets
 Core Strategy Policy CP17 - Promoting high quality design
 Development Policies DP1 - Protecting amenity
 Development Policies DP2 - Securing developer contributions
 Development Policies DP3 - Site accessibility
 Development Policies DP4 - Access for all
 Development Policies DP5 - Community facilities
 Development Policies DP32 - General design
 Allocations Document Policy TM2D - South West Thirsk Area - East of Topcliffe Road, Sowerby - adopted 21 December 2010
 Allocations Document Policy TM2E - South West Thirsk Area, Gravel Hole Lane, Sowerby - adopted 21 December 2010
 National Planning Policy Framework

4.0 CONSULTATION

- 4.1 Sowerby Parish Council - The council do not consider a long flat roof acceptable to the environment of the new Sowerby gateway development. Members request that that more vision needs to be given to the design of the school as, whilst the provision of a school in this location is welcomed, more thought needs to be given to the nature of this building which will be in its surroundings for many years to come.

Response to re-consultation awaited any response will be reported to the meeting.

- 4.2 NYCC Highways – raise concern regarding the adequacy of the parking provision to meet the needs of visitors particularly in the morning peak period.

Response to re-consultation awaited any response will be reported to the meeting

- 4.3 NYCC Archaeology – The written scheme of investigation satisfies the condition for the land. Additionally a geophysical survey results do not suggest that very significant archaeology will be present but there are a couple of anomalies that should be investigated by trial trenching, the location of the trial trenching are considered appropriate and have been agreed.

- 4.4 Publicity – No responses

5.0 ANALYSIS

- 5.1 The main issues to consider in this case are:
- The principle of a primary school,
 - The scale and location of the primary school,
 - Pedestrian access
 - Highway safety
 - The design of the building and spaces

Principle

- 5.2 The principle of developing a Primary School within the land allocated in the Local Development Framework was secured by the grant of planning permission for the development noted at 2.1 above, in August 2012. The outline planning application included a range of uses including a primary school as part of a sustainable community. The planning obligation (under section 106) that forms part of the 2012 decision (and repeated in the later planning application (15/00145/MRC) and in the 2017 planning obligation) provides that the school is not to replace an existing school, it is to meet the additional needs of the community.

Scale and location

- 5.3 The school is proposed to have a single form entry and is planned to reach capacity of 210 places over a 6 year period. Additionally a nursery is proposed to occupy part of the site and will operate as part of the school. The layout achieves the objective of providing educational facilities to meet the needs of the growing population of Sowerby in a location that is well related to the neighbourhood centre with links to the Sowerby Sport Village. The proposal is to meet the needs for community facilities and is proportionate to the size of the growing population and is supported by LDF DP5 as it will enhance the sustainability of the local community.

Pedestrian access

- 5.4 The layout of the developments on adjoining land have sought to promote travel on foot and by cycle this is supported by LDF DP3 that seeks to promote site accessibility by sustainable forms of travel. Dedicated off-road routes have been created to link the residential and other developments to reduce the reliance on the car. The layout of the site is focused to use the pedestrian links to the north and south of the Topcliffe Road roundabout. The link across the plaza to emerge on to Topcliffe Road beside Bistro 13 and along the footway to emerge on to Topcliffe alongside the public art installation close to Aldi are both to be created through the scheme. Works are required across land not in the control of the applicant and

planning controls, using a Grampian style condition, (that is to require works to be undertaken before the use commences) is appropriate to ensure that the accesses are created and available for use by pupils, carers and other visitors.

5.5 The access to the Square is shown within the masterplan for the Sowerby Sport Village, the land is in the ownership of Hambleton District Council, agreement outside of the function of the Council as Local Planning Authority, will be required to complete access to the school by this route. The access to the footway to the east of the Aldi car park will require the completion of the highway and footway works due to be undertaken by Taylor Wimpey under the terms of the planning obligation. The works by Taylor Wimpey will be required to be complete to enable the opening of the school.

5.6 The creation of the pedestrian access links should enable a reduction in the anticipated level of journeys that are detailed in the submitted travel plan. The submitted details show the commitment to appoint a travel plan coordinator whose role is to seek to promote sustainable travel and reduce reliance on the car.

Highway safety

5.7 LDF Policy CP1, DP3 and DP4 each seek to achieve safe developments, and require “minimum levels of car parking commensurate with road safety, the reduction of congestion, and the availability of alternative means of transport” (CP4 v.) and to provide easy access available to all potential users.

5.8 The concerns raised by the Local Highway Authority, as detailed above, are that the level of vehicle movements identified in the documents submitted with the application show that vehicle movements (particularly in the morning 176 two-way movements in the peak period, such as 86 arrivals and 86 departures) will exceed the space available within the site. As noted earlier the revised proposal has increased the number of drop off spaces from 4 to 20 spaces on-site and expectation of some on-street parking together with a maintained 21 staff spaces on-site and bus access and turning space.

5.9 Previous decisions including the layout of the Aldi foodstore and the 92 space car park have assumed that space within the car park could be used by visitors to the school and that linked trips would occur. The peak usage of the Aldi car park is not anticipated to coincide with the peak morning trips relating to the school. As such it is considered that there is a realistic prospect that the design and mitigation measures can reduce the likelihood and severity of the impact of congestion in the morning. The drop-off time in the mornings is relatively short, the waiting time in afternoons is relatively longer but may be linked trips to the shop or leisure activities and may reduce the parking demand close to the school.

Design

5.10 The LDF policies CP17 and DP32 seek a high quality of design that respects the local context. The layout of the site with the access to the western side with the service access set away from the main pedestrian entrance, with the school building orientated to face towards its playing fields and amenity areas enclosed within a secure boundary and with space for landscaping all achieve appropriate high quality of design. The modular basis of the building design using panels of material and factory fabrication will achieve an efficient build in terms of environmental impact, cost and timeliness. Innovative forms of design are supported by DP32.

5.11 The resulting building is flat roofed, with a higher flat roof section over the main hall. The designs of buildings both constructed and approved on adjoining sites have generally avoided flat roofs. A notable exception is the main food-hall, store and

loading area of the Aldi foodstore. The Thirteen Group extra care building also has an area of flat roof over the retail units and bistro that face on to the Square, however the function of this flat roof is a balcony to the apartments. The approved pavilion building for the Sowerby Sports Village includes both mono-pitch and lean-to roof structures and a pyramid form over an open sided shelter. The residential buildings in the vicinity are almost all convention two storey with pitched roofs. Whilst the use of a flat roof is not common place in Sowerby many of the buildings at Thirsk School and Sixth Form College are two storey with flat roofs. The location of the proposed building is away from the main thoroughfare of Topcliffe Road to the rear of the Aldi foodstore and Thirteen Group apartment building and within a site that is to be landscaped with trees and shrubs allows for innovative designs without causing harm to the character of the settlement. The site is not prominent from Topcliffe Road, the issues relating to the impact of the site are much less than found at the Premier Inn hotel or Aldi foodstore sites where design amendments were required, and achieved, to ensure that the impact of those buildings are more sympathetic to the traditional forms of buildings along Topcliffe Road.

- 5.12 The applicants have given consideration to the use of a pitched roof but have advised that design is considered appropriate, has been successful as a school and has been successful as a built form in other sensitive locations. Furthermore a change to a different form of roof design is prohibited by the costs and that the budgets available for the scheme from the Department for Education do not allow for such changes.
- 5.13 As noted, at paragraph 4 above, amendments have been to include a timber effect façade to give the appearance of a mono-pitch roof over the main entrance and nursery entrance and the north elevation. A timber effect weatherboarding is also proposed for part of the west elevation at the school hall.

Planning conditions and planning obligation

- 5.14 The planning conditions and obligations of the outline permission control many of the important aspects of the proposal. Matters such as archaeology, land contamination, drainage, highways and other construction issues, materials and landscaping are all detailed in the outline planning permission. There is a need to ensure that the phasing of the development is appropriate to ensure that all the access arrangements are created and made available for use and that the details of the travel plan set out in this application are implemented.

Archaeology

- 5.15 The proposal also seeks to address the matter of the outline planning application condition relating to archaeology. A written scheme of investigation has been submitted and as noted at paragraph 4.3 is found to be acceptable.

Public benefits

- 5.16 The creation of a single form entry primary school with nursery would provide significant benefits to the local residents and achieve an important component for a sustainable community as sought through the strategic allocation. The relationship to the neighbourhood centre, retail, sports and leisure uses are appropriate and with the provision of a network of non-vehicular travel routes promotes sustainable means of travel. The proposal is considered to provide social and environmental gains and will provide a place of employment for teaching and ancillary staff and will provide long term economic gains alongside the substantial community benefits.

6.0 RECOMMENDATION:

6.1 That subject to any outstanding consultations the application be **GRANTED**

1. The permission hereby granted shall not be undertaken other than in complete accordance with the drawings by sculpted earth 1638 001 Revision 03, 008 Revision 02, 009 Revision 02, and drawings by Portakabin (10)-001 P013, (10)-004 P06, (20)-00 rev P09, and (30)-001 P06 including all details of building design, finished levels, surface materials, hard and soft landscaping, pedestrian access and the provision of parking, turning space as shown on the submitted plans noted above and as detailed in the landscaping documents received by Hambleton District Council on 9th September 2019.

2. No part of the development shall be brought into use until the approved direct pedestrian access from the main entrance to Topcliffe Road via the Square has been formed in accordance with the sculpted earth drawing 001 Revision 03 and kept available for use thereafter.

3. Any barrier or gates to the vehicular site access shall remain open during school drop off and collection periods.

The reasons are:-

1. In order that the development is undertaken in a form that is appropriate to the character and appearance of its surroundings and in accordance with the Development Plan Policies CP1, CP17 and DP3, DP4 and DP32.

2. To ensure that an appropriate access is provided for pedestrian and vehicular users in the interests of pedestrian and road safety in accordance with the Local Development Framework Policies CP1 and DP4.

3. To ensure that the on-site vehicular access, parking and turning is kept available for users of the development in accordance with the Local Development Framework Policies CP1 and DP4.