

**Southampton City Planning & Sustainability**  
**Planning and Rights of Way Panel meeting 18 September 2012**  
**Planning Application Report of the Planning and Development Manager**

<b>Application address:</b> 161 Middle Road SO19 8PH			
<b>Proposed development:</b> Installation Of A Temporary Modular Three Classroom Building for 5 years, Following Demolition Of The Existing Caretaker House.			
<b>Application number</b>	12/00871/R3CFL	<b>Application type</b>	R3CFL
<b>Case officer</b>	Stuart Brooks	<b>Public speaking time</b>	5 minutes
<b>Last date for determination:</b>	02.08.2012	<b>Ward</b>	Sholing
<b>Reason for Panel Referral:</b>	Referred to Panel by Planning and Development Manager due to wider public interest	<b>Ward Councillors</b>	Cllr Blatchford Cllr Jeffery Cllr Kolker

<b>Applicant:</b> Colin Floyd (SCC Children's Services & Learning)	<b>Agent:</b> Capita Symonds
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<b>Recommendation Summary</b>	<b>Delegate to Planning and Development Manager to grant planning permission subject to criteria listed in report</b>
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**Reason for granting Temporary Permission**

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The modular classrooms will support the Council's school building programme over the next 5 years, ensuring that children at other schools in the city can continue their education whilst the school facilities are improved. The objections from local residents regarding traffic congestion and highway safety involving additional trips by school children is not considered have sufficient weight to warrant refusal of the application, as sufficient measures will be implemented to ensure that the impact on traffic congestion and highway safety on Heath Road and Middle Road are mitigated over the 5 year period. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus temporary planning permission should therefore be granted.

Policies - SDP1, SDP5, SDP7, SDP9, SDP10, SDP11, SDP16, L1 of the City of Southampton Local Plan Review (March 2006) and CS11, CS13, CS16, CS18, CS19, CS25 of the Local Development Framework Core Strategy Development Plan Document (January 2010).

<b>Appendix attached</b>			
1	Development Plan Policies		

### **Recommendation in Full**

Delegate to the Planning and Development Manager to grant planning permission following the completion of an Undertaking from the Executive Director of Children's Services and Learning to secure:

- i. A financial contribution towards strategic transport projects for highway network improvements in the wider area as set out in the Local Transport Plan and appropriate SPG/D;
- ii. The funding of any Traffic Regulation Orders (TRO) required to enable the development to be implemented;
- iii. Submission and implementation within a specified timescale of a revised Travel Plan;
- iv. Submission and implementation of a highway condition survey to ensure any damage to the adjacent highway network attributable to the build process is repaired by the developer;

That the Planning and Development Manager be given delegated powers to delete, vary or add relevant parts of the S.106 Unilateral Undertaking and to delete, vary or add conditions as necessary.

### **Procedural Context**

#### Councils Own Development

The proposed scheme is a Regulation 3 application for Full Permission. A Regulation 3 application relates to proposals made by the Local Authority (in this case as the Local Education Authority) for development that it wishes to undertake as part of its remit as a public sector service provider.

It is general practice that following the proper assessment of the planning merits of the proposal that Regulation 3 applications should be either approved, if considered acceptable, or the application should be requested to be withdrawn if not considered acceptable for justifiable planning reasons that would normally result in a refusal.

#### **1. The site and its context**

- 1.1 This application site is located within the Sholing Infant School fronting Middle Road and Heath Road with the main vehicular access on Heath Road. In the surrounding area there are residential properties to the east and north. Sholing Technology College adjoins the site to the south, and Itchen College and Sholing Junior School

are located further north along Middle Road.

- 1.2 The site is 0.05ha in size consisting of the former caretaker's dwelling and part of a grassed playing area. The school boundary fronting Middle Road adjacent to the site is screened by tall and thick vegetation. The School buildings consists of a mixed style including temporary modular buildings.

## **2. Proposal**

- 2.1 It is proposed to erect a single storey modular building containing 378sq.m. treble classroom block to provide temporary classroom spaces for up to 30 pupils in each classroom over a 5 year period. This will provide classroom accommodation for school children attending other schools in the city which are undergoing capital improvement works under the Council's School Building programme.
- 2.2 It is proposed to demolish the existing caretaker's dwelling and the modular building on this space including a small grassed area, whilst providing a replacement grassed landscape area and retaining the vegetation on the Middle Road boundary.
- 2.3 The external walls of the modular building will be finished in a light render on the lower section and cedar cladding to the upper part, using a grey felt for the curved roof and aluminium powder coated window units.

## **3.0 Relevant Planning Policy**

- 3.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 3.2 The National Planning Policy Framework (NPPF) came into force on 27<sup>th</sup> March 2012 and replaces the previous set of national planning policy guidance notes and statements. Having regard to paragraph 214 of the NPPF, the local policies and saved policies listed in this report retain their full material weight for decision making purposes.
- 3.3 The site is not designated under Local Plan "saved" Policy CLT3 as protected playing fields. The small part of the site which currently consists of a grassed playing area will be reprovided adjacent to the proposed modular building.
- 3.4 LDF Core Strategy Policy CS11 supports the development of new educational facilities on school sites and encourages wider community use of those facilities outside of school hours.

- 3.5 The loss of a dwelling is not considered to be contrary to policy CS16 as the loss of a family dwelling in these circumstances as the accommodation was provided for school employees.

#### **4.0 Relevant Planning History**

- 4.1 There have been various applications for extensions and temporary buildings to provide additional educational facilities.

#### **4.2 Sholing Technology College**

09/01162/R3OL - Redevelopment of the site. Demolition of the existing building and erection of a replacement school building (up to 10,000 square metres gross floor space) with associated parking and vehicular access from Heath Road, Middle Road and South East Road (Outline application with mean of access for consideration at this stage) - CAP

A travel plan will be implemented to encourage the use of alternative modes of travel to and from the site, together with targets and provisions for monitoring and review on an annual basis.

#### **5.0 Consultation Responses and Notification Representations**

- 5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was also undertaken which included notifying adjoining and nearby landowners, and erecting a site notice (28.06.2012). At the time of writing the report 5 representations have been received from surrounding residents. The planning related issues raised that are addressed in the planning considerations section of this report include:

##### **5.1.1 Comment**

The safety of school children, crossing patrols, pedestrians and other road users will be affected by the increased car traffic and cumulative impact of other 4 schools and colleges nearby.

##### **5.1.2 Comment**

Increased demand on on-street parking and congestion on local roads from trips associated with additional 90 school children being dropped off, which will also affect access for emergency vehicles and obstruction of parking restricted areas

##### **5.1.3 Comment**

Increased demand on on-street parking as no parking available for teachers

- 5.2 **SCC Highways** - No objection to impact on highway safety, which can be mitigated through funded alternative car travel measures, and funding for parking controls.

5.3 **SCC Tree team** – No objection, subject to providing an Arboricultural Method Statement to identify important trees to be retained and the method of protection during construction.

## **6.0 Planning Consideration Key Issues**

6.1 The key issues for consideration in the determination of this planning application are:

- i. Principle of Development;
- ii. Design;
- iii. Residential Amenity;
- iv. Highway safety;
- v. Other issues such as trees.

### **6.2 Principle of Development**

6.2.1 The temporary classrooms will provide improved temporary facilities to support the Council's school building programme providing improved facilities for a growing number of children in the city, thereby meeting Council as well as planning policy aims of the Development Plan for Southampton, principally Policy CS11 (An Educated City) from the adopted LDF Core Strategy (2010).

6.2.2 Furthermore the NPPF states that 'the Government attaches great importance to ensuring that 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' (paragraph 72 refers).

### **6.3 Design**

6.3.1 The adopted LDF Core Strategy Policy CS13 continues the Council's commitment to securing high quality design. The scale and massing of the proposed modular building will sit comfortably in the space left by the former caretaker's dwelling. The design of the building is not considered to be out of keeping with the appearance and character of the school site and surrounding area. The existing vegetation along the Middle Road boundary will be retained and tied up, which will screen the bulk of the building from the street scene. Therefore, it is considered that the proposal will not detract from the visual amenity of the local area.

### **6.4 Residential Amenity**

6.4.1 The siting of the proposed modular building within the existing school site will ensure there is no significant impact on the amenity of adjacent residential properties.

### **6.5 Highway safety**

6.5.1 The Highway Officer has raised no objection to impact on highway

safety, which can be mitigated through funded alternative car travel measures, and funding for parking controls.

- 6.5.2 It is recognised that residents living near schools endure disruption at the beginning and end of the school day as a result of parent drop off and collection by car. When a school is to be expanded to increase pupil numbers the amount of disruption can only be expected to increase. SCC are working hard to lessen the impact that all schools have on the local residents, in an attempt to benefit all school locations.
- 6.5.3 Parental drop off is perceived by some to result in a dangerous situation, however, evidence suggests that school children are rarely injured outside of their school as a result of the volume of vehicles generated, but this is largely due to the fact that the drivers themselves are aware of the presence of the school, and children crossing, and that the traffic movement is usually very slow due to the congestion caused at the start and finish of the school day.
- 6.5.4 The Council are continuing to invest in and introduce extensive measures this year and onwards through significant funding as part of citywide programme to take account of school expansions, by educating school children and parents in the benefits of using alternative modes of travel to the car through educational campaigns by Sustrans, improved information about safe cycle and walking routes, cycling tuition for school children, School Travel Plans updated and monitored by the SCC School Travel Plan Officer, accreditation scheme for individual efforts made by schools, better cycle storage facilities, improved bus service and travel information, and parent waiting shelters.
- 6.5.5 Localised improvements will be made to double yellow lines in the near vicinity of Sholing Infants School to prevent parking from occurring on corners, and residents will be consulted on this prior to implementation.
- 6.5.6 A Unilateral Undertaking from the Head of Children's Services and Learning will secure a contribution to cover ~~of £5000~~ for Traffic Regulation Order to allow for revised parking restrictions on the nearby junctions, and a contribution ~~of £10,000~~ towards measures to encourage use of alternative modes of transport.
- 6.6 Other issues such as trees
- 6.6.1 Adopted Local Plan policies SDP1(ii), SDP6(vii), SDP7(i), SDP12 seek to ensure that major planning applications are supported by tree survey work and details of tree protection. There are number of trees which will be affected by the proposed development. The Tree Officer has raised no objection subject to applying a condition to require an Arboricultural Method Statement to identify important trees to be retained and the method of protection during construction.

## **7.0 Summary**

7.1 The modular classrooms will support the Council's school building programme over the next 5 years, ensuring that children at other schools in the city can continue their education whilst the school facilities are improved.

7.2 It is recognised that this will result in additional trips to this Sholing school, however, it is considered that sufficient measures will be implemented to ensure that the impact on traffic congestion and highway safety on Heath Road and Middle Road are mitigated over the 5 year period.

## **8.0 Conclusion**

8.1 This application is recommended for conditional approval subject to the conditions set out below.

### **Local Government (Access to Information) Act 1985** **Documents used in the preparation of this report Background Papers**

1a-d, 2b-d, 4f, 4vv, 6a, c, d, i, 7a, 8a, 9a-b

**SB for 18/09/12 PROW Panel**

### **PLANNING CONDITIONS**

#### **01. APPROVAL CONDITION - Time Limited (Temporary) Permission Condition - Physical development**

The development works hereby permitted shall be discontinued either on or before the period ending on 18th September 2017, or a period of 5 years. After this time the land shall be restored as a playing area, or to a condition to be agreed in writing by the Local Planning Authority prior to this time.

Reason:

To enable the Local Planning Authority to review the special circumstances under which planning permission is granted for the development in order to monitor the use in relation to the amenities of residential property in the area.

#### **02. APPROVAL CONDITION - Materials [Performance Condition]**

The materials and finishes to be used for the external walls, windows (including recesses), drainage goods and roof in the construction of the building hereby permitted shall be in accordance with the approved plans.

Reason:

To enable the Local Planning Authority to control the development in detail in the interest of the visual amenities of the locality and to endeavour to achieve a building of high visual quality and satisfactory visual relationship of the new development to the existing.

### **03. APPROVAL CONDITION - Arboricultural Method Statement [Pre-Commencement Condition]**

No operation in connection with the development hereby permitted shall commence on site until a site specific Arboricultural Method Statement in respect of the protection of the trees during all aspects of work on site is submitted and agreed in writing by the Local Planning Authority. It will be written with contractors in mind and will be adhered to throughout the duration of the demolition and development works on site. The Method Statement will include the following:

1. A specification for the location and erection of protective fencing around all vegetation to be retained
2. Specification for the installation of any additional root protection measures
3. Specification for the removal of any built structures, including hard surfacing, within protective fencing areas.
4. Specification for the construction of hard surfaces where they impinge on tree roots
5. The location of site compounds, storage areas, car parking, site offices, site access, heavy/large vehicles (including cranes and piling rigs)
6. An arboricultural management strategy, to include details of any necessary tree surgery works, the timing and phasing of all arboricultural works and protection measures.
7. Specification for soft landscaping practices within tree protection zones or the canopy of the tree, whichever is greatest.

#### **Reason**

To ensure that provision for trees to be retained and adequately protected throughout the construction period has been made.

### **04. APPROVAL CONDITION - Approved Plans**

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

#### **Reason:**

For the avoidance of doubt and in the interests of proper planning.



**POLICY CONTEXT**

Core Strategy - (January 2010)

CS11	An Educated City
CS13	Fundamentals of Design
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS21	Protecting and Enhancing Open Space
CS25	The Delivery of Infrastructure and Developer Contributions

City of Southampton Local Plan Review – (March 2006)

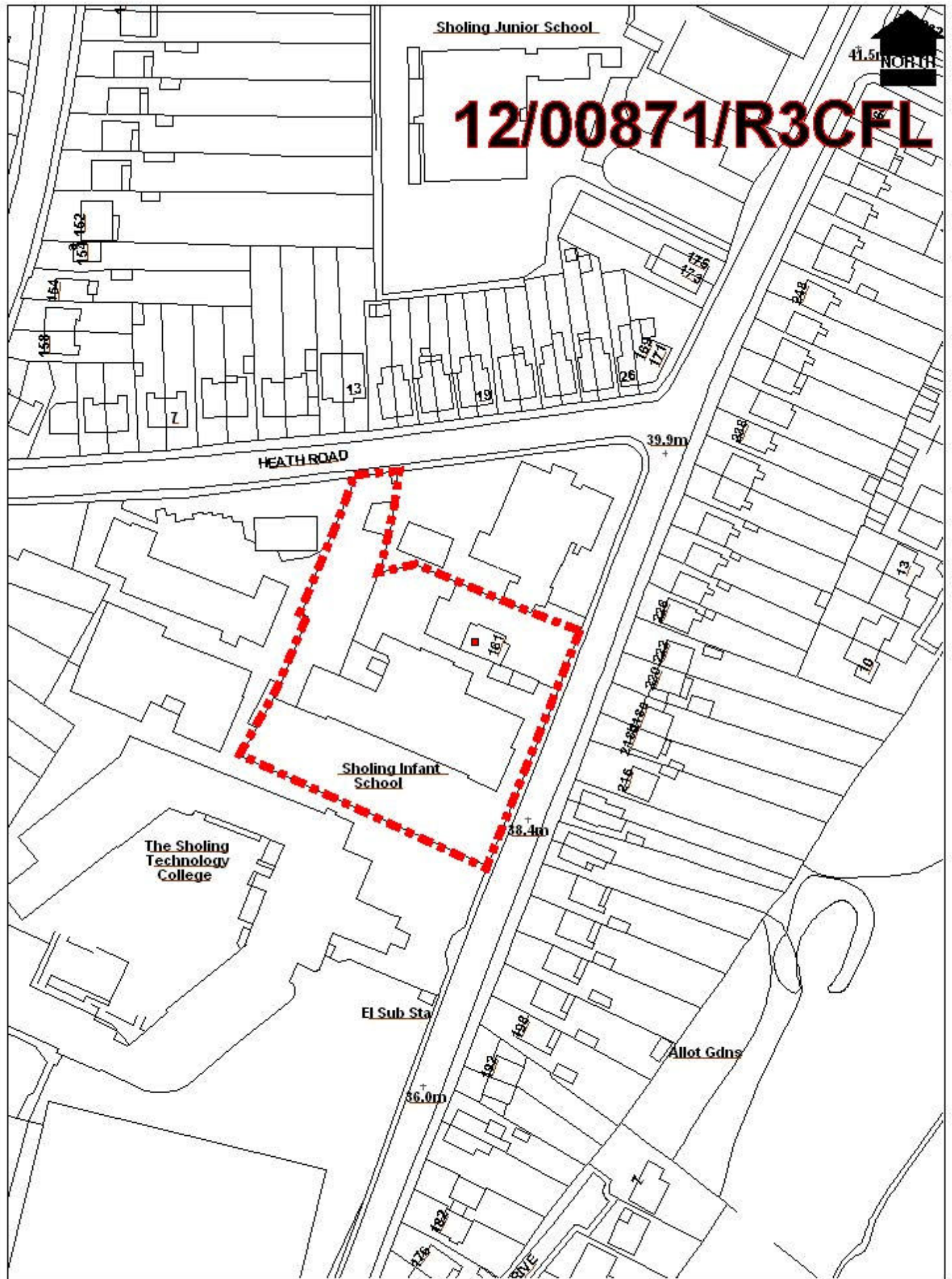
SDP1	Quality of Development
SDP4	Development Access
SDP5	Parking
SDP6	Urban Design Principles
SDP7	Urban Design Context
SDP8	Urban Form and Public Space
SDP9	Scale, Massing & Appearance
SDP10	Safety & Security
SDP11	Accessibility & Movement
SDP15	Air Quality
SDP16	Noise
SDP17	Lighting
CLT3	Protection of Open Spaces
CLT5	Open Space in New Residential Developments
L1	School Development

Supplementary Planning Guidance

Planning Obligations (Adopted - August 2005 and amended November 2006)

Other Relevant Guidance

National Planning Policy Framework (March 2012)



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