
APPLICATION DETAILS

Application No:	19/0090/FUL
Location:	Breckon Hill Primary School, Breckon Hill Road, Middlesbrough, TS4 2DS
Proposal:	Single storey extension at rear to provide classrooms and associated circulation space and facilities, enclosure of existing courtyard to front of school building to provide additional kitchen space, and erection of bin store at front of site
Applicant:	Asset Management, Middlesbrough Council
Agent:	Design Services, Middlesbrough Council
Ward:	Central
Recommendation:	Delegate to officers for decision on or after 5th March 2019 based on approval with conditions, subject to due consideration of any comments received between 1st and 5th March 2019.

SUMMARY

The application seeks planning permission for various improvements to the existing primary school facilities, which includes the creation of three new classrooms at the rear of the building, an enhanced kitchen area at the front, and a bin storage area near to the site entrance.

The proposed development is required at the site as Breckon Hill Primary School to provide adequate pupil spaces for the start of the next school year (September 2019).

The key considerations with the application relate to the design and arrangement of the proposals, the highways related considerations, and the implications on surrounding properties.

The report concludes that all parts of the proposed development are acceptable and would not harm the allocated open space, would neither harm the residential amenities of neighbouring occupiers nor harm the character and appearance of the surrounding area.

There are no additional material planning considerations that officers are aware of at this stage, however, the consultation period for the application does not expire until the 5th March 2019. As such, the recommendation is that members support the approval of the scheme based on this report, although delegate final determination of the application to officers, to

allow officers to consider any additional comments that are received during the remaining days of the consultation phase and to take any measures considered appropriate to address any such additional comments as necessary

SITE AND SURROUNDINGS AND PROPOSED WORKS

Breckon Hill Primary School is situated on the south side of Breckon Hill Road. The school buildings and grounds cover an area of approximately 2.5 hectares.

The area surrounding the primary school is mainly residential. Houses to the north and east of the school site are established terraced and semi-detached properties having been erected during the interwar period. Houses to the south of the site are primarily modern detached properties constructed during the last 10 years.

The school originally received planning permission in 1969, with construction being carried out in the 1970s. Although the buildings within the site vary in style and design, the part of the school building relevant to the current application largely consists of brickwork elevations with flat roofs. The grounds are typical of any primary school and feature tarmac playgrounds and associated playing fields.

The application seeks planning permission for various development within the school, which includes a single storey extension at the rear of the school building to accommodate three classrooms and associated facilities, an in-fill development at the front of the school building to provide additional space within the school kitchen, and the creation of a bin store to the front of the site.

The classroom extension at the rear of the building would measure approximately 22 metres in length, and 26 metres at its widest point. The extension would incorporate a dual-pitched roof measuring 5 metres at the ridge. The materials in the external appearance of the building would be timber cladding, brickwork and render for the elevations and a membrane for the roof.

The in-fill development at the front of the building would be flush with the existing frontage and have a rendered finish.

The proposed bin store area at the site entrance, which would be 3.9 metres in width and 4.5 metres in depth, would be enclosed with 2.1 metre high open-boarded timber fencing.

RELEVANT PLANNING HISTORY

18/0283/FUL

Alterations to main car park to increase number of bays from 20 to 35
Approve with Conditions
18th June 2018

18/0808/FUL

Replacement and extension of security fence
Approve with Conditions
12th February 2019

PLANNING POLICY

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, Local Planning Authorities must determine applications for planning permission in accordance with the Development Plan for the area, unless material considerations indicate otherwise. Section 143 of the Localism Act requires the Local Planning Authority to take local finance considerations into account. Section 70(2) of the Town and Country Planning Act 1990 (as amended) requires Local Planning Authorities, in dealing with an application for planning permission, to have regard to:

- The provisions of the Development Plan, so far as material to the application
- Any local finance considerations, so far as material to the application, and
- Any other material considerations.

Middlesbrough Local Plan

The following documents comprise the *Middlesbrough Local Plan*, which is the Development Plan for Middlesbrough:

- Housing Local Plan (2014)
- Core Strategy DPD (2008, policies which have not been superseded/deleted only)
- Regeneration DPD (2009, policies which have not been superseded/deleted only)
- Tees Valley Joint Minerals and Waste Core Strategy DPD (2011)
- Tees Valley Joint Minerals and Waste Policies & Sites DPD (2011)
- Middlesbrough Local Plan (1999, Saved Policies only) and
- Marton West Neighbourhood Plan (2016, applicable in Marton West Ward only).

In addition the Council has produced its Middlesbrough Local Plan Publication Draft 2018. Whilst not yet adopted is a material consideration in the assessment of planning applications.

National Planning Policy Framework

National planning guidance, which is a material planning consideration, is largely detailed within the *National Planning Policy Framework* (NPPF). At the heart of the NPPF is a presumption in favour of sustainable development (paragraph 11). The NPPF defines the role of planning in achieving economically, socially and environmentally sustainable development although recognises that they are not criteria against which every application can or should be judged and highlights the need for local circumstances to be taken into account to reflect the character, needs and opportunities of each area.

For decision making, the NPPF advises that local planning authorities should approach decisions on proposed development in a positive and creative way, working pro-actively with applicants to secure developments that will improve the economic, social and environmental conditions of the area and that at every level should seek to approve applications for sustainable development (paragraph 38). The NPPF gives further overarching guidance in relation to:

- The delivery of housing,
- Supporting economic growth,
- Ensuring the vitality of town centres,
- Promoting healthy and safe communities,
- Promoting sustainable transport,
- Supporting the expansion of electronic communications networks,
- Making effective use of land,
- Achieving well designed buildings and places,
- Protecting the essential characteristics of Green Belt land

- Dealing with climate change and flooding, and supporting the transition to a low carbon future,
- Conserving and enhancing the natural and historic environment, and
- Facilitating the sustainable use of minerals.

The planning policies and key areas of guidance that are relevant to the consideration of the application are:

DC1 – General Development
 CS4 – Sustainable Development
 CS5 – Design
 E10 – Secondary Open Space

The detailed policy context and guidance for each policy is viewable within the relevant Local Plan documents, which can be accessed at the following web address.
<https://www.middlesbrough.gov.uk/planning-and-housing/planning/planning-policy>

CONSULTATION AND PUBLICITY RESPONSES

Consultation with surrounding neighbours has been undertaken – and is still underway – and does not expire until the 5th March 2019. At the time of writing this report, no objections or other representations had been received. Any comments that may be received shall be reported directly to Committee at the Committee Meeting on the 1st March.

As the consultation phase does not expire until 5th March 2019, which is after the Planning Committee meeting, the recommendation is to approve the scheme but delegate the decision to officers so that this can be issued after the consultation period expires.

Internal Technical Consultees

MBC Highways - No objections subject to a condition requiring cycle parking details.

Statutory Consultees

Sport England - No objections.

Public Responses

Number of original neighbour consultations	34
Total numbers of comments received	0
Total number of objections	0
Total number of support	0
Total number of representations	0

PLANNING CONSIDERATION AND ASSESSMENT

The application before Members is a full application for planning permission for alterations and extensions at the Breckon Hill Primary School. The following considerations are based on the proposed scheme and the consultation responses received to date. As with consideration of all applications, whether or not comments of support, objection or general comment are received from others, it remains to be a requirement for the Local Planning Authority to consider a proposal against all material planning considerations. The considerations below represent a complete consideration of the proposal against relevant planning policy and an assessment of the impacts of the scheme on the surroundings, including neighbouring properties and their associated amenity and privacy.

Whilst all matters known are considered in the report below, the consultation phase of the application does not expire until the 5th March 2019. As such, the application cannot be determined until that date and any comments received within that time period need to be considered in reaching a decision on this application. In view of this, the following considers all known matters and makes a recommendation although requests that the final decision be delegated to officers so that any additional comments received post committee and prior to the expiry of the consultation phase, can be considered and taken into account as appropriate.

Relevant National and Local Policies

National guidance relating to development that supports economic prosperity in rural areas is contained within the National Planning Policy Framework (NPPF). Relevant to educational development, the NPPF states that Councils should '*make sufficient provision for community facilities (such as education)*' and that decisions should help provide community needs.

Paragraph 94 makes clear the role of local planning authorities with regard to education and school improvements. The paragraph states that '*it is important that a sufficient choice of school places is available to meet the needs of existing and new communities*'. The NPPF emphasises that '*local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education*.' In particular, local planning authorities are advised to '*give great weight to the need to create, expand or alter schools through the decisions on applications*.'

The relevant policies in the Local Development Plan regarding this application are DC1 (General Development), CS4 (Sustainable Development) and CS5 (Design) of the Core Strategy (adopted 2008), and E10 (Secondary Open Space) of the Local Plan (adopted 1999). In general terms, these policies seek to achieve high quality development that is situated in the right place and minimises the impact on neighbouring occupiers.

Principle of Proposed Development

In principle, the proposed development is considered to be in accordance with national guidance, as it would bring about improvements to the existing school and facilities for the local community.

Policy E10 requires areas of the areas of Secondary Open Space, as identified on the adopted Proposals Map, to be protected from development. Secondary Open Spaces include institutions in large grounds, such as educational buildings. The Local Plan recognises that these spaces make important contributions to visual amenities in Middlesbrough's urban areas. These spaces can also offer ecological and conservation value and should be protected from development, unless their open space value to the community can be maintained or enhanced by allowing very limited development. The Policy states that planning permission will be granted where the development will not result in the loss of an area of significant value.

In the case of the proposed development, although the extensions would cover an area of over 450 square metres, the areas of development are not considered to represent areas of

significant value. The land upon which the proposals would be situated is not a significant recreational, visual or amenity resource and does not form part of an area notably beneficial to nature conservation. It is clear that the proposals would not harm the predominantly green character of the open space, which would still be retained. As such, the proposals are considered to be in line with Policy E10.

Policy CS4 requires all development to contribute to achieving the principles of sustainable development including ensuring that everyone has access to education. Evidently, the proposed development by providing additional facilities and resources for the anticipated numbers of pupils is considered to contribute to achieving this.

Design, Scale and Impacts on Surrounding Areas

In terms of the design criteria of Policy CS5, proposals are required to contribute towards securing a high standard of design that is well integrated with the immediate and wider context. The Policy also seeks to ensure a quality of new development that enhances the built and natural environment.

The proposals would be seen as improving the existing school facilities with new classrooms which are complemented by ancillary circulation space, in a modern arrangement whilst the extended kitchen facilities and bin store will serve to allow updating of the current facilities and provide for screening of the refuse bins from the wider area. In addition, it is considered that the scheme will improve the current site environment through its external appearance.

Policy DC1 seeks to ensure that the effect upon the surrounding environment and the amenities of occupiers of nearby properties will be minimal as a result of development. The nearest properties to the south of the site, which are located on Transporter Way, would be separated from the classroom extension by a distance of approximately 60 metres. For a development of this type and scale, it is considered that such a separation distance would result in no harmful impacts on the living conditions of any nearby residential occupiers.

The proposed courtyard enclosure at the front of the building would be approximately 25 metres from the highway, and would not project forward of the existing building, instead being flush with the existing kitchen, boiler house and store areas. This element of the proposals would have a rendered finish, allowing the development to match the existing school building. It is, again, considered that there is sufficient intervening distance between this part of the proposal and the nearest residential properties to prevent any undue impacts on their associated privacy or amenity.

The proposed bin store at the front of the site would occupy a more prominent location. The location of where the bins are positioned however is not something which requires planning permission, only the enclosure behind which they would be stored. It is considered that the proposed timber fencing at 2.1 metres in height would be perceptible from the nearest public vantage point although is by no means a significant structure given the nature of the grounds to which it relates and the associated surrounding structures.

Highways Related Matters

The council's standards for parking associated with schools does not require parking to be provided external to the school for parents etc.

Whilst it is recognised that streets around schools can be busy at the start and finish of the school day as a result of drop off's and collections, it is both national and local policy to seek development to operate in a sustainable manner which, in traffic terms, is to prevent over provision of parking and to encourage other means of transport than the private motor car such as walking and cycling.

This application relates to a primary school and it is expected that many of the children attending the school will be from the local area where walking and cycling is a viable option and this is considered to be the most appropriate option.

The council's highways officer has considered the proposed extension to the school and has raised no concerns over the level of parking at the site, which was expanded following approval of a car park at the school in 2018 which has since been constructed. It has been requested however, that additional cycle parking is provided at the school to support sustainable travel and a condition is recommended to achieve this.

Conclusion and Delegated Procedure

Overall it has been demonstrated that the proposed development would constitute a high quality, sustainable development, which will enhance the school site, without harming the allocated open space, and provide essential facilities and resources to meet anticipated demand. It is also considered that the design and layout of the scheme are acceptable and fully in accordance with the relevant local and national policies and has no undue harm to surrounding uses.

There are no additional material planning considerations that officers are aware of at this stage, however, the consultation period for the application does not expire until the 5th March 2019. As such, the recommendation is that members support the approval of the scheme based on this report, although delegate final determination of the application to officers, to allow officers to consider any additional comments that are received during the remaining days of the consultation phase and to take any measures considered appropriate to address any such additional comments as necessary

RECOMMENDATIONS AND CONDITIONS

Delegate to officers for decision on or after 5th March 2019 based on approval with conditions, subject to due consideration of any comments received between 1st and 5th March 2019.

1. Time Limit

The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.

Reason: The time limit condition is imposed in order to comply with the requirements of Section 91 of the Town and Country Planning Act 1990.

2. Approved Plans

The development hereby approved shall be carried out in accordance with the following approved plans:

- Site Location Plan Drawing No (A) 001
- Phasing and Constraints Drawing No (A) 002
- Area A Classroom Extension Key Plan Drawing No (A) 005
- Area A Classroom Extension External Works Drawing No (A) 007
- Area A Classroom Extension Elevations Drawing No (A) 008
- Area A Classroom Extension Drainage Plan Drawing No (A) 015
- Area B Kitchen Alterations Key Plan Drawing No (A) 021
- Area B Kitchen Alterations Drainage Drawing No (A) 024

- Area B Kitchen Alterations External Works Drawing No (A) 025

Reason: To ensure a satisfactory form of development and for the avoidance of doubt.

3. Details of Cycle Parking

Details of the cycle parking areas, including numbers and means of enclosure, shall be submitted to and approved in writing by the Local Planning Authority. The classroom development hereby approved shall not be brought into use until the cycle parking areas and means of enclosure have been provided within the site in accordance with such approved details, and these areas shall not be used for any purpose other than the parking of cycles.

Reason: To promote use of cycles thereby reducing congestion on the adjacent roads and in the interests of the amenity of neighbours.

REASON FOR APPROVAL

The proposed single storey classroom development at rear, the enclosure of the existing courtyard at the front of the building and the erection of bin store are considered to be appropriate as it is in full accordance with national and local planning policies, statements and guidance.

In particular, the proposals are in accordance with the National Planning Policy Framework, and the policies regarding educational and community development, sustainable development, the efficient use of land, appropriate scales of development, the protection of open spaces of different characters and uses, good quality design, and transport and accessibility, whilst proposing a development that would not be out of scale and character within the surrounding area, and would not be detrimental to the local and residential amenities of the area.

Issues of principle regarding the use of this site and the generation of traffic have been considered fully and are not considered, on balance, to give rise to any inappropriate or undue affects. Accordingly, the Local Planning Authority considers that there are no material planning considerations that would override the general assumption that development be approved unless other material factors determine otherwise.

INFORMATIVES

Case Officer: Peter Wilson

Committee Date: 1st March 2019

