

**HAMPSHIRE COUNTY COUNCIL  
Decision Report**

<b>Decision Maker:</b>	Regulatory Committee
<b>Date:</b>	12 September 2018
<b>Title:</b>	Retrospective permission for the permanent siting of a modular classroom for use as a pre-school and school room at Burnham Copse Primary School, Newchurch Road, Tadley, RG26 4HN (Application No. 18/01131/CC3) (Site Ref: BAE024 )
<b>Report From:</b>	Head of Strategic Planning

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**1. Recommendation**

1.1. It is recommended that planning permission be granted, subject to the conditions listed in integral Appendix B.

**2. Executive Summary**

2.1 Burnham Copse Primary School has a permanent need to retain a single storey modular building to accommodate pre –school places for children attending a nursery and Breakfast, after school and holiday clubs. The current temporary classroom was granted a time limited planning consent which has now expired (planning permission [13/00762/CC3](#)).

2.2 The issues covered in this report are:

- i) the change from temporary to permanent permission for the modular building;
- ii) the traffic impact on residential properties from early morning drop off on Bishopswood Road of children attending Breakfast and Holiday Club & Pre School nursery;
- iii) the noise impact by users of the building and playground area on nearby residential properties during term and holiday periods;
- iv) the location and visual impact of the modular building; and
- v) ground maintenance issues.

2.3 Whilst it is acknowledged that there is a visual and amenity impact on nearby local residential properties, this is considered insufficient to outweigh the need for the pre-school places created by the proposal. It is considered that the development would not materially harm the character of the area and provides a service and building that is durable, adaptable and able to respond to changing social and economic conditions and required by the community. The proposal is considered that the proposal would be in

accordance with the relevant policies of the adopted [Basingstoke and Deane Borough Local Plan 2011-2029 \(Adopted May 2016\)](#).

- 2.4 The proposed development is not an Environmental Impact Assessment development under the [Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#).
- 2.5 The committee are determining the proposal as a number of objections have been received from local residents to the proposal.
- 2.6 The committee visited the site on 3 September 2018 in advance of the proposal being considered by committee.
- 2.7 That planning permission be granted subject to the conditions listed in integral Appendix B.

### **3. The Site**

- 3.1 Burnham Copse Primary School is located in Tadley within a residential area.
- 3.2 The main vehicular and pedestrian access to the primary school is from Newchurch Road located at the front of the school which links to an on site staff parking area. The main access used to be from Bishopswood Road, a cul-de-sac. However, due to the increasing level of school traffic using this residential road, the main access point changed to Newchurch Road so flipping the aspect of the school back to front. The Bishopswood Road vehicular access is mainly locked and only used in special circumstances. The pedestrian gates are only unlocked at the beginning and end of the school day for security reasons.
- 3.3 Opposite the school entrance on Newchurch Road is a public car park. This is used by parents during drop off and pick up time.
- 3.4 The boundaries of the nearest residential properties on Bishopswood Road are approximately four metres to the west and 1.5 metres to the north of the modular building. The site is mainly screened by vegetation along its boundaries.
- 3.5 The school is located within the safety zone associated with the Aldermaston Research Establishment. As the school is situated within an existing residential area and as the children live in this area, there is not an increased risk associated with being in the safety zone.
- 3.6 The proposed development is not an [Environmental Impact Assessment development under the Town & Country Planning \(Environmental Impact Assessment\) Regulations 2017](#).

## 4 The Proposal

- 4.1. Burnham Copse Primary School has a need to permanently retain a single storey modular building to accommodate Pre-School children and pre and after school care during term and holiday time. The application is for the permanent retention of the modular building placed on site in July 2013 under a temporary permission (Planning Permission [13/00762/CC3](#)) until 31 August 2017. This permission has now expired.
- 4.2 Hampshire County Council, as the Local Education Authority, has a statutory obligation to ensure there are sufficient pre-school places for parents wishing to send their children to a nursery or pre-school. The current [Hampshire School Places Plan](#), was approved by the Executive Lead Member for Children's Services on 15 January 2018. This Plan acknowledges the fact that there is in Hampshire, as there is nationally, a significant rise in the birth rate over the last 10 years. Migration into the County as well as the Government Pre-School Voucher scheme with 30 hours free nursery care have all increased the pressure on nursery provision beyond the level that was predicted 5 years ago.
- 4.3 The increase in the requirement for pre-school places is not consistent across all areas of the county. In Tadley, where Burnham Copse Primary is situated, there has been a steady demand for more nursery provision in the last 5 years, resulting in the need for this additional permanent facility. As a result of this local demand the building granted a time limited consent in 2013, is now required for the foreseeable future.
- 4.4 The dimensions of the building are 21.22 metres (length) x 8.64 metres (width) x 3.60 metres (height). The roof of the building is shallow pitched in design and coloured grey, with the walls of the building clad with plasticol colour coated panels and coloured moorland green.
- 4.5 The building is not attached to the school, but is on the same site to the rear of the main school buildings. In addition to the actual building, there are associated tarmac footpaths. Drainage and services are linked to those of the main school building.
- 4.6 The building is divided internally into two sections. The section nearest the school buildings provides an opportunity for its pupils to benefit from before and after school activities including a Breakfast Club (Starlings) and activities to support additional learning with supervised recreation. These are an essential part of the school's offer to parents for which there is a significant demand. This section is also used by the school when additional space is required for additional classroom use. The section nearest residential property is used for pre-school children principally during school term time with occasional holiday time use. Whilst the site and its' building is owned by the County Council, the pre-school nursery is privately run. The early morning opening and evening operation reflect the demand for such provision.

- 4.7 The hours of operation for the Breakfast club are 7.30am – 8.30am when the children remain in the modular building prior to be taken across to the main school buildings; the after school from the end of the school day until 6pm and the pre- school nursery school from 8.30am – 6pm. The pedestrian gateway off Bishopswood Road is the most direct access route to the temporary building where these activities take place. The main school entrance off Newchurch Road is not open until 8.00am for security reasons, hence the need to use the Bishopswood Road entrance, which is only open for pedestrian access only during pick up and drop off times.
- 4.8 The school has a School Travel Plan (STP) (2018) which has achieved Bronze STARS accreditation which is a light touch travel plan but is of a national standard. The STP is currently being developed further to take account of new developments in the area which will have an impact on the STP.

## **5. Planning History**

- 5.1 Planning permission was granted on 16 June 2014 (Planning consent [14/00724/CC3](#)) for a single storey two classroom (200m<sup>2</sup>) extension to the existing school with additional paths, landscaping and associated development including 15 new car parking spaces, 8 new cycle spaces, demolition of old dentist surgery in the school grounds, and increasing height of fence at rear access to 2.4m off New Church Road.
- 5.2 Temporary planning permission was granted on 31 August 2017 ([13/00762/CC3](#)) for a single storey modular classroom.

## **6. Development Plan and Guidance**

- 6.1 The following plans and associated policies are considered to be relevant to the proposal:

### **[National Planning Policy Framework \(2018\)](#)** (NPPF)

- 6.2 The following paragraphs are relevant to this proposal:

- Paragraph 11: Presumption in favour of sustainable development;
- Paragraph 12: Determination in accordance with the development plan;
- Paragraph 94: Ensuring sufficient choice of school places is available to meet the needs of existing and new communities;
- Paragraph 102: Promoting sustainable transport; and
- Paragraph 122: Making effective use of land.

### **[Basingstoke and Deane Local Plan 2011 to 2029 \(2016\)](#)** (BDLP)

- 6.3 The following policies are relevant to the proposal:

- SD1 Presumption in favour of sustainable development;
- CN7 Essential facilities and services;
- CN8 Community, leisure and cultural facilities;
- CN9 Transport; and
- EM10 Delivering high quality development.

## 7. Consultations

7.1 **Tadley Town Council:** Has no objection.

7.2 **Basingstoke and Deane Borough Council:** Has no objection.

7.3 **Councillor Mellor:** Has no objection and supports the application.

7.4 **Local Highway Authority:** Has no objection.

## 8. Representations

8.1 Hampshire County Council's [Statement of Community Involvement \(2017\)](#) (SCI) sets out the adopted consultation and publicity procedures associated with determining planning applications.

8.2 In complying with the requirements of the SCI, Hampshire County Council:

- Published a notice of the application in the [Hampshire Independent](#);
- Placed notices of the application at the application site and local area, extending the period of neighbour consultation;
- Consulted all statutory and non-statutory consultees in accordance with [The Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#); and
- Notified by letter all residential properties within 50 metres of the boundary of the site.

8.3 As of 22 August 2018, a total of four representations to the proposal have been received. They all object to the proposal. The main areas of concern raised in the objections related to the following areas:

- The change from temporary to permanent permission for the modular building;
- The use of Bishopswood Road for car parking at unsocial hours from early morning drop off by children attending Breakfast & Holiday Club, and Pre- school nursery causing disruption and disturbance to residents and other pedestrians;
- Use of school buildings during school and holiday times causing noise disturbance from children when using the school playground area adjoining residential properties;
- Location and Visual impact on the modular building;
- School Travel Plan not up to date and not enforceable; and
- Ground maintenance issues.

8.4 The above issues will be discussed and addressed primarily within the following commentary, except where identified as not being relevant to the decision or included as a factual record for clarification.

## **9. Commentary**

### Principle of the development

9.1 The proposal is on an existing school site and the principle of the use of the site is already established. The temporary classroom has been on site for five years. It is still required to meet the needs of the school and is a facility valued by the local community with children of pre-school and school age as is demonstrated by the number of children which attend. The proposal is considered to be in accordance with Policy SD1 (Presumption in favour of sustainable development) of the Basingstoke and Deane Local Plan 2011-2029 (2016) as well as paragraphs 11: (Presumption in favour of sustainable development) and 12 (Determination in accordance with the development plan) of the National Planning Policy Framework (2018).

### The Permanence of the Use

9.2 It has been demonstrated that the school still has a requirement for the additional space, which the modular building provides. The forecasted numbers of children in the area continues to indicate that school pupils requiring a place remain at the current level so there will continue to be a need for this facility. The trend for child care provision is also likely to continue particularly by parents that live in the adjoining residential area that wish for their children to attend the primary school, when of the required age, as the children will be familiar with their surroundings making it an easier transition for them. Basingstoke and Deane Borough Council has not raised an objection to the proposal. The proposal is therefore in accordance with paragraphs 94 (Ensuring sufficient choice of school places) and 122 (Making effective use of land) of the National Planning Policy Framework (2018) as well as Policies SD1 (Presumption in favour of sustainable development), CN7 (Essential facilities and services) and CN8 (Community, Leisure and Cultural facilities) of the Basingstoke and Deane Local Plan 2011-2029.

### Highway impact

9.3 The primary school site is within a residential area where the majority of the children can walk to school. This is demonstrated by the existing School Travel Plan (2018). This is currently in the process of being updated. The school also benefits from a car park opposite its' main entrance for parents who need to transport their children by car. The issue raised by local residents relate to parents who drive their children to attend the Pre-school nursery, Breakfast Club and holiday club who use the rear entrance via Bishopswood Road, a cul-de-sac to drop their children off early in the morning. This is because it is the nearest entrance to the modular building. It is understood that the school are aware of this and in addition to ensuring that the pedestrian gate is not open until 7.30am have requested parents to park responsibly in this area to not inconvenience residents. However, any further action is out of the schools' control as it is outside the school

boundary and is therefore an issue for Development Control Highways at Basingstoke and Deane Borough Council who have the powers, if considered necessary to introduce parking restrictions. It is understood that parking restrictions were previously offered but rejected by residents.

- 9.4 The school are in the process of updating the School Travel Plan (2018) through which it will continue to encourage parents to walk with their children. This is in accordance with Paragraph 102 (Encouraging sustainable transport) of the National Planning Policy Framework (2018) as well as Policy T9 (Transport) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016). It is recognised that with in some instances (e.g. drop off of very young children, requirement to drop children before)that it is not always in practice a workable solution.

#### Noise impact

- 9.5 Concern has been raised by residents on the noise impact from children using the school playground over extended periods of time. The issue appears to be with children using the Pre-School Nursery & Holiday Club rather than children that use the Breakfast Club who are not allowed in the school playground during its operation to ensure there isn't any noise impact on residential properties. It is accepted that children make a noise during playtime. Prior to the modular building being located in this area, it was a playground for use by the whole school. Since the use of the modular building, for safeguarding reasons, due to the age of the children concerned, an area of the playground has been specifically cordoned off preventing use by all the children attending the school during term time. Any potential noise impact has therefore been reduced since the location of the modular building.
- 9.6 It is accepted that schools are extending their periods of operation to include longer days and holiday periods to meet the needs and demands of working parents which can give rise to conflict with adjoining neighbours. The school has taken steps to reduce this impact and it is not considered that this impact is unacceptable given that the school has always had a school playground in this location and the Pre-School nursery hours also has a later start at 8.30am which is not considered to be particularly early. The Pre-School nursery does not always operate during the whole of every school holiday period.
- 9.7 Basingstoke and Deane Borough Council, which includes the Environmental Health Officer responsible for noise issues, has not raised objection to the proposal. The proposals is therefore in accordance with Policies CN7 (Essential facilities and services) and CN8 (Community, leisure and cultural facilities) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016) as well as paragraph 94 (Ensuring sufficient choice of school places is available to meet the needs of existing and new communities) of the National Planning Policy Framework (2018).

## Location and visual impact

9.8 The modular building had originally been intended as a temporary development to meet the forecasted demands of the school for a certain time scale. It was not known at the time, that this would need to be extended to meet the continued need and demand for the facility. The building has proved to be adaptable in the provision of space required for its different requirements. Its location at the rear of the school site fits in well with the running of the main school as it reduces any disturbance that might otherwise arise. It is not an unusual building to have this type of building on a school site. The modular classroom is not considered to be aesthetically detrimental to the appearance of the main school buildings. It also benefits from having its own pedestrian access which avoids safeguarding issues for the main school site as it can be carefully controlled by those that run these facilities. It is considered to be in accordance with Policies EM10 (Delivering high quality development) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016).

## Ground Maintenance Issues

9.9 The school has vegetation along its boundary including trees. A few trees have already been felled due to their size and impact on residential properties which have been replaced by young trees. The Grounds Maintenance section within the County Council is aware of the issues that have been raised and is dealing with this matter separately and they are not an issue for consideration of the application.

## **10. Conclusions**

10.1 It is considered that the proposal would be in accordance with the relevant policies in the development plan, the Basingstoke and Deane Borough Council 2011-2029 (2016), which support the principle of provision of education facilities and supporting the needs of the community as well as guidance in the National Planning Policy Framework (2018).

### Appendices:

Integral Appendix A – Corporate or Legal Information

Integral Appendix B – Conditions

Appendix C - Location Plan

Appendix D – Layout Plan

Other documents relating to this application:

<https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19239>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/733637/National\\_Planning\\_Policy\\_Framework\\_web\\_accessible\\_version.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf)



**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	No
<b>People in Hampshire live safe, healthy and independent lives:</b>	No
<b>People in Hampshire enjoy a rich and diverse environment:</b>	No
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	No

**OR**

**This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because:**

The proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because the proposal is an application for planning permission and requires determination by the County Council in its statutory role as the minerals and waste planning authority.

**Section 100 D - Local Government Act 1972 - background documents**

**The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)**

Document

Location

[18/01131/CC3](#)

Hampshire County Council

BAE024

Burnham Copse Primary School, Newchurch Road, Tadley, RG26 4HN

(Retrospective permission for the permanent siting of a modular classroom for use as a pre-school and school room

## CONDITIONS

### Plans

1. The development hereby permitted shall be in accordance with the following approved plans: **P10153/TPSNSU/13/01 Rev B.**

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

2. Access to the school site and the modular building shall be controlled by the school in accordance with their safeguarding requirements.

Reason: To endure the safety of children in accordance with Policy EM10 (Delivering high quality development) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016).

3. In the event that the modular building is no longer required, it shall be removed from the site and the land restored to its former condition within 3 months of the buildings removal.

Reason: To ensure the satisfactory reinstatement of the site to its former condition in the interest of the visual amenity of the site in accordance with Policy EM10 (Delivering high quality development) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016).

4. The School Travel Plan (2018) shall continue to be reviewed at regular intervals encouraging sustainable means of transport and outlining the school's need to respect the local neighbourhood.

Reason: To ensure the safety of children and reduce the impact on local residents in accordance with Policy T9 (Transport) of the Basingstoke and Deane Borough Local Plan 2011-2029 (2016).

### Note to Applicants

1. This decision does not purport or convey any approval or consent which may be required under the Building Regulations or any other Acts, including Byelaws, orders or Regulations made under such acts.
2. In determining this planning application, the Local Planning Authority has worked with the applicant in a positive and proactive manner in accordance with the requirement in the National Planning Policy Framework (2012), as

set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

3. [National Planning Policy Framework](#)