

Reference: 16/01499/TBC	Site: Aveley Primary School Stifford Road Aveley Essex RM15 4AA
Ward: Aveley And Uplands	Proposal: Provision of two demountable classrooms for a temporary period of 5 years

Plan Number(s):		
Reference	Name	Received
(No Nos.)	Location Plan	3 November 2016
HD/9994/03	Plans	3 November 2016
HD/CRS/09	Plans	3 November 2016

The application is also accompanied by: - Design Access Statement	
Applicant: Thurrock Council	Validated: 3 November 2016 Date of expiry: 20 January 2017 (time extension)
Recommendation: Approve, subject to conditions.	

This application is scheduled for determination by the Council's Planning Committee because the application has been submitted by the Council, in accordance with Part 3 (b) Section 2 2.1 (b) of the Council's constitution.

1.0 DESCRIPTION OF PROPOSAL

1.1 This application seeks temporary planning permission for two modular classroom buildings for a period of 5 years. Both buildings are 12.2m long and 6.8 m wide with flat roofs at a height of 3.5m. The buildings would be separated from each other, located to the east and west of the main school building.

2.0 SITE DESCRIPTION

2.1 The application site is located along Stifford Road in Aveley. The school buildings are concentrated to the north of the site and there is a large open area to the rear.

The site is designated as being within the Green Belt.

3.0 RELEVANT HISTORY

3.1 The relevant planning history for the site is as follows:

Application Reference	Description of Proposal	Decision
00/00656/FUL	Demountable classroom for play group (Renewal of 96/00650/FUL)	Approved
05/00560/TBC	Single storey classroom with covered link to existing school including ramped access, awning and hard play area to front elevation.	Approved
07/00053/TBC	Single storey classroom including ramped access and covered hard play area.	Approved
11/00458/TBC	Temporary mobile unit providing two additional classrooms required from September 2011 to September 2012.	Approved – and removed
11/00514/TBC	New detached four classroom teaching block adaptations to external play and parking areas	Approved and built
14/00902/FUL	Proposed single storey extension to form new classroom and meeting room space. [A replacement for the floorspace of 11/00458/TBC]	Approved and built

4.0 CONSULTATIONS AND REPRESENTATIONS

4.1 Detailed below is a summary of the consultation responses received. The full version of each consultation response can be viewed on the Council's website via public access at the following link: www.thurrock.gov.uk/planning

PUBLICITY:

4.2 This application has been advertised by way of individual neighbour notification letters and public site notice which has been displayed nearby. There were two comments received which raised the following concerns:

- Highways/parking
- Out of character
- Overdevelopment
- Overlooking property
- Possible excessive noise
- Spoiling view

ENVIRONMENTAL HEALTH:

4.3 No objections.

HIGHWAYS:

- 4.4 No objection subject to condition.

5.0 POLICY CONTEXT

National Planning Guidance

National Planning Policy Framework (NPPF)

- 5.1 The NPPF was published on 27th March 2012. Paragraph 13 of the Framework sets out a presumption in favour of sustainable development. Paragraph 196 of the Framework confirms the tests in s.38 (6) of the Planning and Compulsory Purchase Act 2004 and s.70 of the Town and Country Planning Act 1990 and that the Framework is a material consideration in planning decisions. Paragraph 197 states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

The following headings and content of the NPPF are relevant to the consideration of the current proposals:

- 7. Requiring good design
- 9. Protecting Green Belt land

Planning Practice Guidance

- 5.2 In March 2014 the Department for Communities and Local Government (DCLG) launched its planning practice guidance web-based resource. This was accompanied by a Written Ministerial Statement which includes a list of the previous planning policy guidance documents cancelled when the NPPF was launched. PPG contains 42 subject areas, with each area containing several subtopics. Those of particular relevance to the determination of this planning application comprise:

- Determining a planning application
- Travel plans, transport assessments and statements in decision-taking
- Use of Planning Conditions

Local Planning Policy

Thurrock Local Development Framework (2011)

- 5.3 The Council adopted the "Core Strategy and Policies for the Management of Development Plan Document" in December 2011. The following Core Strategy policies apply to the proposals:

Thematic Policies:

- CSTP12 (Education and Learning)
- CSTP22 (Thurrock Design)

Policies for the Management of Development:

- PMD1 (Minimising Pollution and Impacts on Amenity)²
- PMD2 (Design and Layout)²
- PMD6 (Development in the Green Belt)²
- PMD8 (Parking Standards)³

[Footnote: ¹New Policy inserted by the Focused Review of the LDF Core Strategy. ²Wording of LDF-CS Policy and forward amended either in part or in full by the Focused Review of the LDF Core Strategy. ³Wording of forward to LDF-CS Policy amended either in part or in full by the Focused Review of the LDF Core Strategy].

Focused Review of the LDF Core Strategy (2014)

- 5.4 This Review was commenced in late 2012 with the purpose to ensure that the Core Strategy and the process by which it was arrived at are not fundamentally at odds with the NPPF. There are instances where policies and supporting text are recommended for revision to ensure consistency with the NPPF. The Review was submitted to the Planning Inspectorate for independent examination in August 2013. An Examination in Public took place in April 2014. The Inspector concluded that the amendments were sound subject to recommended changes. The Core Strategy and Policies for Management of Development Focused Review: Consistency with National Planning Policy Framework Focused Review was adopted by Council on the 28th February 2015.

Draft Site Specific Allocations and Policies DPD

- 5.5 This Consultation Draft "Issues and Options" DPD was subject to consultation commencing during 2012. The Draft Site Specific Allocations DPD 'Further Issues and Options' was the subject of a further round of consultation during 2013. The Planning Inspectorate is advising local authorities not to continue to progress their Site Allocation Plans towards examination whether their previously adopted Core Strategy is no longer in compliance with the NPPF. This is the situation for the Borough.

Thurrock Core Strategy Position Statement and Approval for the Preparation of a New Local Plan for Thurrock

- 5.6 The above report was considered at the February meeting 2014 of the Cabinet. The report highlighted issues arising from growth targets, contextual changes, impacts of recent economic change on the delivery of new housing to meet the Borough's Housing Needs and ensuring consistency with Government Policy. The report questioned the ability of the Core Strategy Focused Review and the Core Strategy 'Broad Locations & Strategic Sites' to ensure that the Core Strategy is up-to-date and consistent with Government Policy and recommended the 'parking' of these processes in favour of a more wholesale review. Members resolved that the Council undertake a full review of Core Strategy and prepare a new Local Plan.

6.0 ASSESSMENT

6.1 The principle issues for consideration of this application are:

- i. Development plan designation and principle of development
- ii. Design and relationship of development with surroundings
- iii. Residential impacts
- iv. Access and parking

I. DEVELOPMENT PLAN DESIGNATION AND PRINCIPLE OF DEVELOPMENT

- 6.2 The application site lies in the Green Belt and as such, the proposal needs to be considered against Policy PMD6 of the Core Strategy and the guidance within the NPPF. The NPPF states that the construction of new buildings is inappropriate development in the Green Belt unless it is for, amongst other things, *"the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building"*.
- 6.3 The modular buildings constitute new development in the Green Belt when considered against the wording of the NPPF however the buildings would represent a temporary increase of some 6% of the floorspace of the original school building. For the purposes of PMD6 and the NPPF, it is not considered that the modular buildings would represent disproportionate additions over and above the size of the original building.
- 6.4 The applicant has also argued that the school is currently operating at full capacity and recent increases in pupil numbers will result in overcrowding and class sizes exceeding government guidelines unless the school is expanded. The modular buildings are therefore proposed to accommodate the increased pupil numbers. Members are advised that the School are considering long term options to expand, but owing to the urgent requirement for accommodation, planning permission is sought for modular buildings on a temporary basis.
- 6.5 The applicant also argues that the proposal would result in the improvement of facilities for provision of the school curriculum, which is part of the Council's responsibility to meet its strategic vision for the Borough to improve the education and skills of local people. This would also accord with the aims of Policy CSTP12 which aims to enhance educational achievement and skills in the Borough and ensure that facilities meet the current and future needs.
- 6.6 In balancing the impact on the Green Belt, the buildings would represent proportionate additions to the original school building and it is considered that any harm caused by the development would be outweighed by the provision of additional facilities for the school; any impact on the Green Belt would also be limited by the temporary nature of the development. In light of the above, no objection is raised to the principle of the development.

II. DESIGN AND RELATIONSHIP OF DEVELOPMENT WITH SURROUNDINGS

6.7 The proposed buildings would be of a simple modular form. Core Strategy Policy PMD2 requires high quality design in all new development, however it is recognised that the buildings would be present on site for a temporary period only. The form of the buildings is acceptable on this basis.

III. RESIDENTIAL IMPACTS

6.8 The buildings have been sited close to the existing school buildings and due to their location would have limited impact upon the amenity or outlook of nearby occupiers.

IV. ACCESS AND PARKING

6.9 The proposed development would not impact on local parking provision; however, the Council’s Highway Officer recommends that the school’s staff and pupils travel plan should be updated.

7.0 CONCLUSIONS AND REASON(S) FOR APPROVAL

7.1 The proposed development is considered acceptable in terms of policies PMD1, PMD2, PMD6 and PMD8 of the Core Strategy and would not, subject to conditions, result in significant harm to the surrounding area in terms of residential amenity, visual amenity or highway safety.

8.0 RECOMMENDATION

8.1 Approve subject to the following conditions.

Condition(s):

PLANS

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

Plan Number(s):		
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HD/9994/03	Plans	3 November 2016
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REASON: For the avoidance of doubt and in the interest of proper planning.

TIME LIMIT

2. The use of the development hereby permitted shall cease by 31 January 2022 and the temporary accommodation removed from the site and the land restored to its previous condition by 29 February 2022. If, prior to this date a permanent replacement has been granted for these buildings, the temporary buildings hereby permitted shall be removed within ONE MONTH of the date of the first use of that replacement.

REASON: The siting and design of the buildings is such that they are considered to be unacceptable for permanent retention on this site. Planning permission is granted on a temporary basis to enable the construction of more permanent accommodation.

TRAVEL PLAN

3. Within TWO MONTHS of the date of this decision an updated school travel plan shall be submitted to the Local Planning Authority for approval. Following approval, this Travel Plan shall be updated on an annual basis to encourage sustainable travel modes to and from the school for both staff and visitors. The Travel Plan shall be provided on the Mode Shift STARS school travel plan system.

REASON: To reduce the reliance on the private car; in the interests of highway safety and efficiency.

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online:

www.thurrock.gov.uk/planning

