
2018/1266

Applicant: Barnsley SPV One Ltd

Description: Two storey extension to school and associated works.

Site Address: Penistone Grammar School ALC, Huddersfield Road, Penistone, Sheffield, S36 7BX

No Objections have been made and one letter of support has been received.

Site Description

Penistone Grammar School is located to the north of the centre of Penistone. Penistone itself is a market town and is protected in significant part by a large town centre conservation area. Whilst the school sits well outside the conservation area, the scale and massing of the existing school is such that it has a visual impact on a significant area of the town.

The existing school was approved in 2009. It is a large modern building constructed of buff block and render with metal clad roof. The building is circa 16,008m² with a current capacity of circa 1,350 pupils aged between 11 and 18.

The area surrounding the primary school is mostly agricultural with land to the north comprising residential properties. The main entrance and reception is north of the building and provides access for pedestrians approaching from the north as well as students who travel by school bus. Students who travel on foot from Bridge End enter the campus via the south entrance. Cycle shelters are situated at both the North and south approaches to school.

Proposed Development

The proposed application is for the construction of a two-storey classroom block (Use class D1: non-residential institution) housing two science laboratories, six classrooms, two staff rooms and associated toilet and support provision. The works include a connecting link to the existing science department and changes to the landscaping to accommodate the building. The new building will be serviced from the existing boiler plant.

The application site of 2,500m² contains the new extension, the associated landscape works and construction space to allow the scheme to be delivered. The project is required as part of a scheme of works to allow for the planned expansion of Penistone Grammar School to accommodate an increase in the school roll by a further 250 students. The increase in students will be phased over 5 years (50 per year) with the first phase of works, comprising internal reconfiguration, completed in 2018 to allow an additional 50 pupils. This extension is phase 2 and will create sufficient space to accommodate the remaining 200 to 2022.

History

2006/1053 - Demolition of existing school and erection of an Advanced Learning Centre and provision of additional sports pitches (Outline) – Approved

2009/0033 - Variation of conditions 4, 8 and 27 relating to trees, access details and community use agreement on previous permission 2006/1053 dated 22 September 2006 for demolition of existing school and erection of an Advanced Learning Centre and provision of additional sports pitches (Outline) – Approved

2009/0078 - Demolition of existing school and erection of Advanced Learning Centre with associated parking, bus and parent drop off area, hard and soft landscaping, sports pitches and bridge link between the new school and sports pitches (Reserved Matters) – Approved

2011/0457 - Variation of conditions 5, 7 and 16 of 2009/0033 to allow school to open prior to completion of permanent car parking arrangements – Withdrawn

Policy Context

Planning decision should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The development plan consists of the Core Strategy and the saved Unitary Development Plan policies. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

The emerging Local Plan has now reached a very advanced stage with the Council having received the Planning Inspector's report for fact checking. The Final Report is anticipated to be received between this report being written and the date that planning and regulatory board will consider this application. This means that substantial weight can be given to the policies contained within the Local Plan. Strictly speaking, the Core Strategy and Unitary Development Plan remain the development plan for the borough. However, in light of the fact the Local Plan is on the verge of being adopted, these are now afforded less weight, particularly where it is clear that relevant policies within either of the documents are superseded by up-to-date policies within the Local Plan.

Local Development Framework Core Strategy

CSP3 'Sustainable Drainage Systems'
CSP4 'Flood Risk'
CSP8 'The Location of Growth'
CSP9 'The Number of New Homes to be Built'
CSP10 'The Distribution of New Homes'
CSP26 'New Development and Highway Improvement'
CSP29 'Design'
CSP35 'Greenspace'
CSP36 'Biodiversity and Geodiversity'
CSP39 'Contaminated and Unstable Land'
CSP40 'Pollution Control and Protection'
CSP43 'Educational Facilities and Community Uses'

Saved UDP Policies

UDP notation: Green Belt and Existing Community Facility

GS6 Extent of the Green Belt

SPD's

- Designing New Residential Development
- Parking
- Open Space Provision on New Housing Developments
- Residential Amenity and the Siting of new buildings

Other

South Yorkshire Residential Design Guide

Emerging Local Plan

Proposed allocation: Urban Fabric and School Grounds (Green Space GS1)

Policies of relevance would be:

Policy GD1 – General Development

Policy T4 – New Development and Transport Safety

Policy D1 – High Quality Design and Place Making

Policy HE1 – The Historic Environment

Policy GS1 – Green Space

Policy BI01 – Biodiversity and Geodiversity

Policy GB1 – Protection of Green Belt

Policy GB2 – Replacement, extension and alteration of existing buildings in the Green Belt

Policy Poll1 – Pollution Control and Protection

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Section 13 'Protecting Green Belt Land' is particularly relevant to this application with paragraph 145 stating:

"Local Planning Authorities should regard the construction of new buildings as inappropriate development in the Green Belt. Exceptions to this are: (amongst others)

-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

- limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: – not have a greater impact on the openness of the Green Belt than the existing development;"

Consultations

Biodiversity – Is content with the outline proposals in most regards but requests further information.

Conservation and Design – Initially my main concern was how the proposed extension would impact on the setting of the nearest listed buildings at Nether Mill and further afield on Bridge street and other views looking north from the conservation area. I am clear the proposal will have little impact from these viewpoints and distances and the extension will be generally subsumed (visually) into the back drop of the existing southern elevation. The cut and fill / platforming of the proposal means it will sit down as much as possible and the elevational treatments are exactly the same as the existing meaning the extension should not be intrusive.

Drainage – No objections, happy for the details to be dealt with by building control.

Highways – No objections subject to conditions

Pollution – No objections subject to conditions restricting construction hours.

Sport England – Outside of their statutory and non-statutory remit.

SYMAS – No objections

Trees – A full tree survey and arboricultural impact assessment has been provided with this application and deals adequately with the issues faced by the trees on site. No objections subject to conditions.

Representations

The application was advertised by neighbour notification letters, site notice and Press Advert. One letter of support has been received stating:

I have no adverse comments on this proposal I like the sedum roof and the profile level treatment with materials to match existing elevations. There is no visual intrusion from my home and assume there is an educational necessity for the increase in accommodation and particularly welcome further science facilities included in the proposal

In addition, the Parish Council have confirmed no objections.

Assessment

Principle of Development

The proposed site is an existing community facility. Core Strategy Policy CSP43 supports the provision of schools, educational facilities and other community facilities.

In terms of greenspace the site of the existing school is identified as a District Level Outdoor Sports Facility GS1787 Penistone Grammar ALC on the Council's greenspace register. CSP35 states that we will only allow development proposals that result in the loss of green space where there is a surplus or appropriate replacement provision is made. However, it is considered that the proposals have no detrimental impact on the use of the existing green space, and in particular the sports facilities, given the proposed landscape improvements and biodiversity enhancements.

The site is in the Green Belt in the current development plan (UDP). In the emerging

Local Plan Policies GS7 (UDP) and CSP 34 protect the Green Belt but provide no specific guidance regarding extensions to existing buildings within it. Paragraph 145 of the NPPF includes in the list of exceptions to the presumption that new buildings in the Green Belt are inappropriate, the following cases:

-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

- limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: – not have a greater impact on the openness of the Green Belt than the existing development;”

In both the above cases the main issue relates to the size of the development not resulting in disproportionate additions that would have a detrimental impact on the openness of the Green Belt. The proposed extension creates 832m² of internal floor space (GIA) which equates to 5% increase. Spread over two floors (compared to the existing 3 storey building), the proposed is modest in scale and it is set down into the existing slope further reducing the overall appearance and bulk of the extension. A sebum roof is also proposed, providing biodiversity benefits and softening the appearance of the building. The Conservation Officer has also commented the following on the visual impact of the scheme:

“The cut and fill / platforming of the proposal means it will sit down as much as possible and the elevational treatments are exactly the same as the existing meaning the extension should not be intrusive”

Taking this all into account the proposed is not considered to be a disproportionate extension to an existing building and, given that the building would generally be subsumed (visually) into the back drop of the existing southern elevation from the main public vantage points, it is also considered that it would not have a greater impact on openness than the existing development, Given this assessment it is concluded that the proposed scheme is not considered to be inappropriate development in the Green Belt.

In addition to the above it should also be noted that in the emerging Local Plan the site is proposed to be removed from the Green Belt, and to be classed as Urban Fabric and School Grounds. Given the advanced stage of the Local Plan, some weight can be given to this proposed change which supports the principle of the development.

The proposed extension is therefore acceptable in principle.

Design

The proposed will be visible from the Conservation Area and a number of locations around Penistone. However, the scale and design of the extension and materials used match the existing with the photomontages and visuals in the Design and Access Statements showing that the extension will blend in with the existing building. This along with the sebum roof reduces the visual impact of the extension.

The extension is located at the south side of the building on an area currently dominated by soft landscaping and a switchback footpath providing accessible route to the school from Huddersfield Road. The extension, in part covers this path with the design accommodating a new level access from the existing school building with a lift. The landscaping plan provided shows replacement planting and the trees highlighted for removal are all relatively new landscaping from when the original building was constructed. The site access is located next to two significant Sycamore trees and it has been identified that ground protection will need to be utilised in this area to ensure they remain unaffected. Further detailed landscaping plans are conditioned (prior to occupation) identifying specifically what species are to be planted and where.

To the south of the proposed extension building a terraced area has been included to reconcile existing levels, to keep as much existing path as possible and to provide a level path to the south edge of the building. Potential desire lines have been considered and have been designed out by either new paths or use of level changes and hedge planting to direct footfall via paved routes only

External lighting is proposed around the perimeter of the building to provide sufficient illumination for the security and safeguarding of students without creating any detrimental impact on the neighbouring residential dwellings. CCTV cameras are also proposed on all main corners of the building to provide perimeter visual security. Conditions will be added requiring further detailed plans of the type of lighting to be used.

Given the above the proposal is considered of an acceptable design that would not have a detrimental impact on the historic environment and would be subservient to the existing building.

Residential Amenity

There will be no impact on residential amenity as the proposed extension is located approximately 50m from the nearest property (to the west of the building) and approximately 100m from the property directly to the south. The siting of the proposal therefore meets the guidelines of the SPD on Residential Amenity and the Siting of New Buildings.

Highways

The proposed extension will increase pupil numbers by 250 over 5 years, in addition 22 extra staff (FTE) will be required. The applicant has undertaken a parking utilisation survey which demonstrates that there is capacity in the current 220 spaces provided in site. In addition, the applicant has confirmed that as a backup plan the school have alternative arrangements for busy days (i.e. open days or events at the school) with the potential use of the coach parking area which is otherwise unused during the bulk of the school day. In conjunction with utilising surplus car parking, the green travel plan sets out target improvements in areas such as car sharing and use of green transport such as cycling and buses.

Due to the steeply sloping nature of the existing school site providing inclusive access for students is very important. As part of the original scheme a multilevel ramp was installed on the south facing bank to the main pupil entrance. However, the school has advised that due to the length of this ramp it has never been used for disabled access. Moving forward, level access will be from the northern entrance of the school with pupils with mobility difficulties able to enter the extension either through the internal link with the existing school or via level access paths from the southern entrance. Internal lift access is provided ensuring a DDA compliant experience. Aside from being Part M compliant and offering accessible facilities, no further adjustments are being made to the existing site

The proposed development is to accommodate another 250 pupils and 22 additional staff. The proposed development is supported by a Transport Assessment. The TA demonstrates that the signal controlled junction at A628 Barnsley Road/B6462 Bridge Street is currently operating close to capacity in both the AM and PM peaks. In 2023, the junction operates over capacity without the development, obviously when the development is included it is made slightly worse. The NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Normal traffic growth results in the junction operating over capacity in 2023, and the addition of the development traffic would only have a slight impact, and as such would not be considered a severe impact. A refusal of planning permission on highway grounds could not, therefore, be substantiated.

As there will be additional pupils walking to school, it is recommended that works to the highway be undertaken to improve safe access. A signal controlled pedestrian crossing adjacent to the pedestrian access on Huddersfield Road and widening of the footway on the western side of Huddersfield Road has been suggested as a solution in the TA. This is the preferred option and, subject to further investigation, is conditioned as part of this approval.

There are, therefore, no objections to the proposed development in a highway context, subject to conditions.

Other Matters

Drainage - Surface water runoff from the proposed extension will discharge at greenfield runoff rates into the local watercourses, via the existing on site surface water drainage. A minimum runoff rate of 5l/s will apply to ensure that flow control devices are not at risk of blockage. The restricted discharge rate will generate surface water attenuation which will be contained within oversized pipes prior to connection. Foul water generated by the development will be discharged into the existing private foul drains on site prior to discharging into the existing 150mm diameter Yorkshire Water Combined Sewer in Huddersfield Road to the west.

Ecology – The Ecological Impact Assessment identifies that the site has limited ecological value; however, the survey is brief and lacks detail particularly in relation to the removal of trees and the lack of any assessment of the existing bat boxes or pond on site. However, the pond is located circa 10m (as the crow flies) from the extension, down a steep slope mitigating any impact either from construction works or the finished extension. The bat boxes, located on the three sycamores to the west of the site will also be afforded some protection by the conditioned tree protection measures with disturbance limited to passing construction traffic. As the site is currently in use as a school, with circa 1,350 pupils on site every day a high level of disturbance in this regard is already likely mitigating the additional impact.

The proposed extension includes a sebum roof which will have a significant biodiversity benefit and a detailed landscaping plan is conditioned to ensure that all replacement planting is of a high standard. Finally further detailed ecological mitigation is conditioned.

Conclusion

The proposed development is for a modest extension to the existing Grammar School as part of a wider scheme of works required to increase the capacity of the school by 250 pupils. It will also create additional employment for circa 22 (FTE) staff. This is to meet the additional need identified as a result of the growth in housing proposed in the Local Plan. As such substantial benefits will result from the development.

The extension has been designed to blend with the existing school and is modest in scale. A number of enhancements to landscaping and biodiversity are proposed including a sebum roof and a comprehensive approach to landscaping can be agreed through suitably worded conditions.

Therefore it is the view of officers that the proposed is acceptable and approval should be granted.

Recommendation

Grant subject to conditions

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby approved shall be carried out strictly in accordance with the plans:

Proposed Site Plan PGEW-10A-V0-ZZ-DR-A-0100-P5
Site Masterplan 0519-PLI-Z1-ZZ-DR-L-0001 P02
Proposed Elevations PGEW-10A-V2-A-2500-P4
Proposed GA PGEW-10A-V0-ZZ-DR-A-0701-P4
Proposed Section PGEW-10A-V2-ZZ-DR-A-2530-P3
Drainage Strategy Plan 3317-SHD-00-ZZ-DR-C-0101 P2
School Travel Plan October 2018

and specifications as approved unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.

- 3 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Core Strategy Policy CSP 40, Pollution Control and Protection.

- 4 Upon commencement of development, full details of both hard and soft landscaping works, including details of the species, positions and planted heights of proposed trees and shrubs; together with details of the position and condition of any existing trees and hedgerows to be retained shall be submitted to and approved in writing by the Local Planning Authority. The approved hard landscaping details shall be implemented prior to the occupation of the building(s).
Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 36, Biodiversity and Geodiversity.

- 5 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which die within a period of 5 years from the completion of the development, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with other of similar size and species.

Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 36, Biodiversity and Geodiversity.
- 6 All surface water run off shall be collected and disposed of within the site and shall not be allowed to discharge onto the adjacent highway.

Reason: In the interests of highway safety in accordance with Core Strategy Policy CSP 40, Pollution Control and Protection.
- 7 Prior to occupation, detailed arrangements which secure improvements to pedestrian crossing safety on Huddersfield Road shall be submitted to and approved in writing by the Local Planning Authority including highway improvement works. The works shall be completed in accordance with the approved details and a timetable to be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the free flow of traffic in accordance with Core Strategy policy CSP 26.
- 8 Prior to any works commencing on-site, a condition survey (including structural integrity) of the highways to be used by construction traffic shall be carried out in association with the Local Planning Authority. The methodology of the survey shall be approved in writing by the Local Planning Authority and shall assess the existing state of the highway. On completion of the development a second condition survey shall be carried out and shall be submitted for the written approval of the Local Planning Authority, which shall identify defects attributable to the traffic ensuing from the development. Any necessary remedial works shall be completed at the developer's expense in accordance with a scheme to be agreed in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the free flow of traffic in accordance with Core Strategy policy CSP 26
- 9 Vehicular and pedestrian gradients within the site shall not exceed 1:12 to ensure safe and adequate access.

Reason: In the interests of highway safety in accordance with Core Strategy policy CSP 26

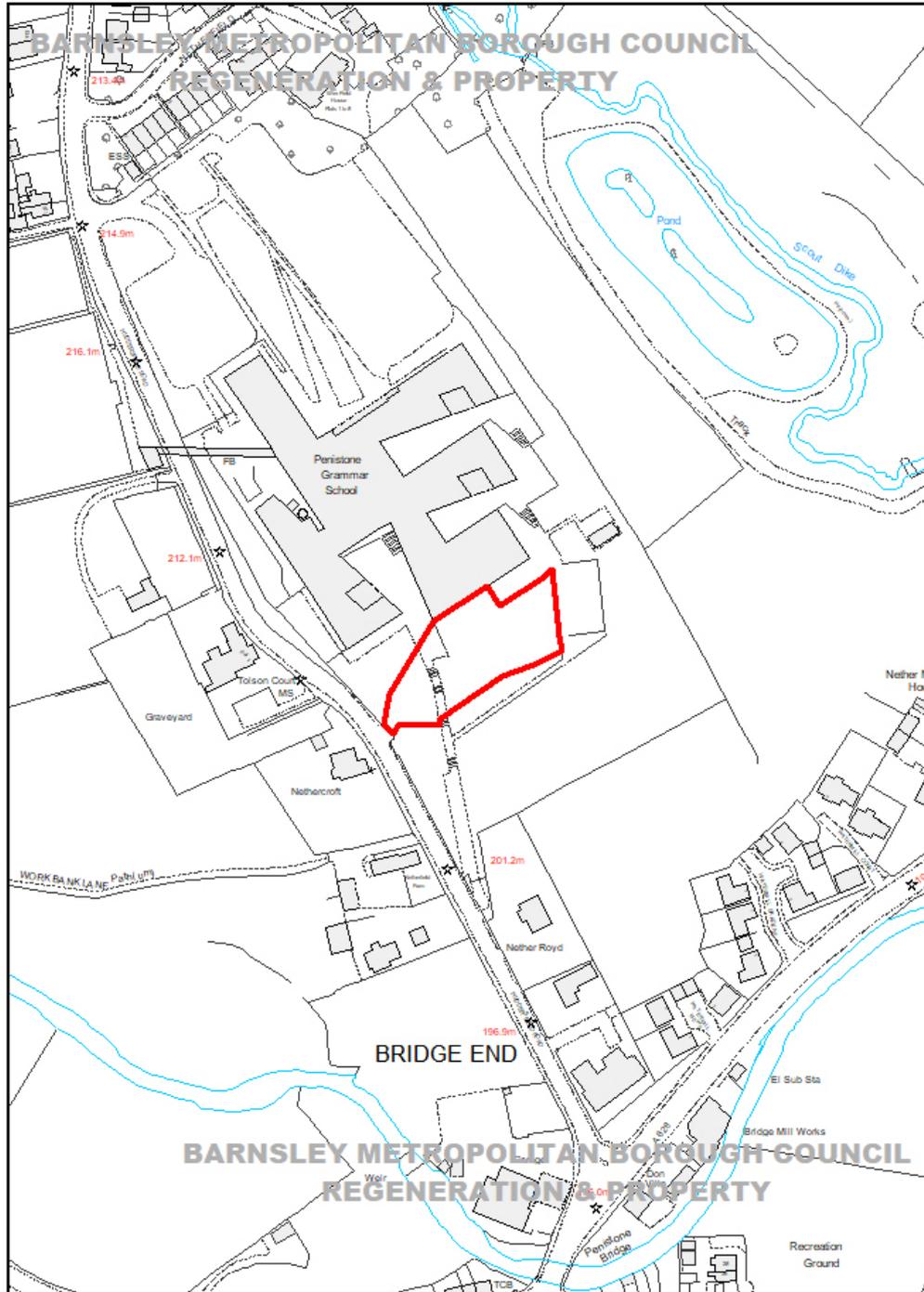
- 10 Development shall not commence until details of the phasing of the development, including the phasing of the highway mitigation measures, has been submitted and approved in writing by the Local Planning Authority, to ensure a safe and adequate highway network.
Reason: In the interests of highway safety in accordance with Core Strategy policy CSP 26
- 11 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:-
The parking of vehicles of site operatives and visitors;
Means of access for construction traffic;
Loading and unloading of plant and materials;
Storage of plant and materials used in constructing the development;
Measures to prevent mud/debris being deposited on the public highway.
Reason: In the interests of highway safety and the free flow of traffic in accordance with Core Strategy policy CSP 26.
- 12 No development or other operations being undertaken on site shall take place until the following documents in accordance with British Standard 5837:2012 Trees in relation to design, demolition and construction - Recommendations have been submitted to and approved in writing by the Local Planning Authority:

Tree protective barrier details
Tree protection plan
Arboricultural method statement

Reason: In the interests of the visual amenities of the locality, in accordance with Core Strategy Policy CSP 29
- 13 The erection of barriers and any other measures specified for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced off in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.
Reason: In the interests of the visual amenities of the locality, in accordance with Core Strategy Policy CSP 29

- 14 Prior to commencement of development full details of the mitigation measures identified in the Ecological Survey and the Sebum Roof, including a timetable for their implementation, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details.
Reason: To conserve and enhance biodiversity in accordance with Core Strategy Policy CSP 36.
- 15 Prior to occupation of the building/commencement of the use, full details of external lighting shall be submitted to and approved in writing by the Local Planning Authority. Details shall include the location, orientation, angle and luminance of the lighting. The approved details shall be implemented prior to occupation of the building/commencement of the use and retained as such thereafter.
Reason: To protect residents from glare and/or nuisance light in accordance with Core Strategy Policy CSP 40 and to accord with the recommendations in the Ecological Assessment in accordance with Core Strategy Policy CSP 36.
- 16 The external materials shall match those used in the existing building.
Reason: In the interests of the visual amenities of the locality and in accordance with Core Strategy Policy CSP 29, Design.

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BARNESLEY MBC - Regeneration & Property



Scale 1: -----