

**Development Control Committee**  
Meeting to be held on 16<sup>th</sup> July 2015

Electoral Division affected: Morecambe West
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**Lancaster City: application number LCC/2015/0053**  
**Proposed single storey extension to school to provide six new classrooms, hall, storage, meeting rooms, new entrance, plant room and staff area, further extension to existing kitchen, new car parking area with 6 metre high lighting columns, new tarmac playground and new fencing and gates.**

**Lancaster Road County Primary School, Lancaster Road, Morecambe.**

Contact for further information:  
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**Executive Summary**

Application - Proposed single storey extension to school to provide six new classrooms, hall, storage, meeting rooms, new entrance, plant room and staff area, further extension to existing kitchen, new car parking area with 6 metre high lighting columns, new tarmac playground and new fencing and gates.

Lancaster Road County Primary School, Lancaster Road, Morecambe.

**Recommendation – Summary**

That planning permission be **granted** subject to conditions controlling commencement, working programme, building materials, floodlighting, landscaping and highway matters.

**Applicant's Proposal**

Planning permission is sought for the construction of:

- A single storey extension to create 6 new classrooms and a new hall, meeting rooms, a new entrance and a plant room and staff room.
- Extension to the existing kitchen
- Relocate the existing staff car park to a new car park to provide an additional 9 parking bays including 3 disabled bays
- 6 metre high lighting columns to the new car park
- New tarmac playground
- Fencing and gates

The proposed development is required to enable the primary school to expand from 420 pupils (two form entry) to 630 pupils (three form entry).

The extension to the school to provide the new classrooms and hall would measure approximately 48m x 19m with a maximum height of 4.5 metres. The elevations of the extension would be constructed from render with brick plinth to match the existing school, with the roof being of curved profile and constructed from metal standing seam sheeting coloured anthracite (dark grey). The windows and doors would be constructed from powder coated aluminium with a colour to match the roof. The roof would be lower than the existing school building and would be curved over the classrooms with its maximum height over the school hall. Black signage saying 'Lancaster Road Primary School' would be situated on the northern side of the extension over the proposed new pedestrian entrance.

The proposed kitchen extension would have rendered white walls with black plinth to match existing, white upvc windows and doors to match existing and aluminium rain water hopper, down pipe and parapet trim. The extension would measure approximately 5m x 5m.

The existing staff car park would be relocated to the front of the school and would measure 35 metres by 15 metres and would accommodate 27 spaces including 3 disabled parking spaces. The existing access from Lancaster Road would be widened to improve access to the car park.

The proposed hardstanding playground would be constructed from tarmac and would measure 35 metres by 12 metres.

### **Description and Location of Site**

Lancaster Road Primary School is a single storey building with a mixture of flat and slate pitched roofs located on the southern side of Lancaster Road within a residential area 1km south east of the centre of Morecambe. The hard play areas and a recreational grassed area are to the rear of the school and separated from the playing fields beyond by steel railings. To the east is a Sainsbury's supermarket.

The main extension would be situated to the north west of the main school building on an existing hardstanding that is currently used for the staff car park. The staff car park would be relocated to the front of the school adjacent to Lancaster Road. At present this area is grass with a path running through and is bounded by trees along the boundary with Lancaster Road.

The proposed kitchen extension would be located on the north east of the school building.

The proposed hardstanding playground would be located west of the school adjacent to the proposed extension.

The nearest residential properties are located west of the school site along Back Rosebury Avenue and off Lancaster Road approximately 16m from the elevation of the proposed new classroom / hall development.

Additionally to the west of the school there are properties along Prospect Grove which back on to the school grounds. The proposed hardstanding playground would be located up to the boundary fence which would be approximately 5m from these properties.

## **Background**

### History

The site is an established education facility.

Retrospective planning permission was granted in March 2013 for 59 solar panels on the roof of the school (ref 01/13/0086).

## **Planning Policy**

### National Planning Policy Framework

Paragraphs 6 – 17, 56 – 66 and 69-78 are relevant with regard to the definition of sustainable development, the purposes of the planning system, the need for good design and promotion of healthy communities. Paragraph 72 contains guidance with regard to educational development and states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. The NPPF states 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. Furthermore, it states that LPA's should give great weight to the need to create, expand or alter schools; and work with schools promoters to identify and resolve key planning issues before applications are submitted.

### Lancaster District Core Strategy (LDCS)

Policy SC1 Sustainable Development  
Policy SC5 Achieving Quality in Design  
Policy E1 Environmental Capital  
Policy E2 Transportation Measures

### Lancaster City Council Development Plan Document DPD

Policy NPPF1: Presumption in Favour of Sustainable Development  
Policy DM22: Vehicle Parking Provision  
Policy DM27: The Protection and Enhancement of Biodiversity  
Policy DM29: Protection of Trees, Hedgerows and Woodland  
Policy DM35: Key Design Principles  
Policy DM36: Sustainable Development

## **Consultations**

Lancaster City Council: No observations received.

Morecambe Town Council: No observations received.

LCC Developer Support (Highways): No observations received.

County Ecology Service: No observations received.

Representations – The application has been advertised by site notice and neighbouring residents informed by individual letter. No representations have been received.

## **Advice**

### **The need for additional accommodation**

The proposal for a single storey extension to provide 6 new classrooms, meeting room, storage room, kitchen, staff room, plant room, disabled toilets, new staff car park with lighting columns and new playground to Lancaster Road Primary is to enable the school to expand to a 3 form entry school as from September 2016. Pupil numbers would gradually increase from 420 to 630. The expansion is required due to the rising numbers of primary school age children in the Morecambe and Heysham area leading to a requirement to provide additional pupil places in this area on a permanent basis.

Paragraph 72 of the NPPF states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and proposed communities. The policy states that Local Planning Authorities should give great weight to the need to expand schools. In addition the County Council has a statutory duty to provide new school places in areas of identified need. The proposed development would therefore meet the need identified in the NPPF and that identified by the County Council's own basic need assessments.

### **Design of School buildings**

Policy SC1 of the Lancaster Core Strategy seeks to ensure that new development proposals are as sustainable as possible. The site is an existing primary school located within the main urban area on the edge of Morecambe in close proximity to major residential areas and therefore represents a sustainable location for a major education provider.

Policy SC5 seeks to ensure high quality in design to reflect and enhance the positive characteristics of its surroundings. Policy DM35: Key Design Principles of the Lancaster Development Plan Document seeks to ensure good design, no significant impact to amenity in relation to overshadowing, visual amenity, privacy, accessible to all sectors of the community and incorporating suitable and safe access to the existing highway, provision of sufficient landscaping and other environmental considerations.

The proposed main extension would be single storey and would match the wall materials of the existing school which are render with brick plinth. The proposed classroom and hall extension would be located to the side of the existing school connected by a corridor link which would include the new main entrance for the school. The roof of the proposed extension would contrast with the existing school roof as it would have curved design. The roof would be lower over the proposed

classrooms and higher over the proposed school hall. Whilst the proposed roof would have a more modern architectural design, it would create a pleasant contrast with the existing buildings which have been subject to many extensions from the original building which is dated from 1932. Therefore the design and materials of the proposed development is acceptable and conforms to policy DM35 of the LDPD and SC5 of the LCS.

The proposed extension would incorporate high thermal mass and substantial cavity insulation which would limit the amount of heat loss from the building in winter, and assist in protection from solar warming in the summer. Therefore the development conforms to policy DM36 of the LDPD.

### **Impact upon residential amenity**

The development would bring the school buildings closer to the residential housing along Back Rosebury Avenue and Lancaster Road. The housing along Back Rosebury Avenue and Lancaster Road would be approximately 16m from the elevation of the new proposed development. However, the proposed extension would not overshadow the neighbouring residential properties as it would retain sufficient standoffs and would be a single storey building, which would not affect the lighting or privacy of the residential properties. In addition some of the existing perimeter tree planting on the north west corner of the school site would be retained which would help to landscape the new building and reduce the impacts on the amenity of the nearby houses.

The proposed school playground would be located adjacent to the school boundary with the resident's gardens along Prospect Grove. Whilst there may be some increase in noise as a result of the proposed school playground, it is considered that such impacts would not be significant due to the small scale of the new playground and the close proximity of other areas of the school that are already used for outdoor play.

The proposed kitchen extension would provide a new office, store and welfare needed to cater for the additional numbers in pupils. The location of the extension would be situated to the eastern side of the school adjacent to the super market and which is not readily visible from outside the school site. It is therefore considered to be acceptable in terms of visual amenity.

### **Impact upon landscape**

The proposed landscaping and external works would create a new separate pedestrian access from Lancaster Road, external paths linking to the new areas together with ramps and steps to access the different existing levels. Additionally, there would be two disabled toilets and DDA compliant external ramps. The proposed additional fencing and gates would provide extra security for the school. The additional car parking spaces would result in a number of trees being removed but much of the existing planting along Lancaster Road would be maintained and which is very effective in screening the school site from the road. Additional trees would be planted within the site.

Policy DM29 of the LDPD states that development should positively incorporate existing trees and hedgerows within new development. Where this cannot be

achieved the onus is on the applicant to justify the loss of trees. The applicant has submitted an arboricultural report with a tree constraint plan to support the planning application. The main extension would result in the loss of 6 low category trees and 5 high category trees but the existing landscaping located on the northern and eastern boundary adjacent to Morecambe Road and the supermarket would remain intact. Therefore the proposed development would not affect residential amenity and would visually screen residents from the proposed staff car park along Morecambe Road. A condition should be imposed requiring further details for landscaping works and fencing details to the west of the school site for the proposed hardstanding playground and relocation of playground equipment. A condition is also proposed to protect nesting birds during the breeding season, the protection of trees according to the revised drawing and a scheme and programme for the landscaping of the development. With such conditions, the proposed development would conform to policy SC5 of the LCS and policy DM35 of the LDPD.

The applicant has undertaken an extended phase 1 habitat survey which concludes that there is no reasonable likelihood that any bats would be affected by the development proposals. No Natural England licence is necessary in this instance as no impact upon any bat roost is predicted and therefore the development conforms to policy DM27 of the LDPD.

The new building would be located on an area of existing hardstanding and therefore would not increase rates of run off from the site. However, the development also provides for the extension of the car park and for the construction of a new playground. The Flood Risk Assessment concludes that it is highly unlikely that either a surface water connection to watercourse or drainage by infiltration would be suitable at this location although ground conditions may prove suitable it is believed there is sufficient space to site a soak away. The report concludes that the site can be developed without increasing flood risk to the site itself and other sites in the vicinity and also without unacceptable residual risk of flooding, with the implementation of suitable mitigation measures. A condition should therefore be imposed requiring details of drainage measures for these areas to be submitted for approval.

### **Impact upon traffic/parking**

The proposed development would increase the traffic to the school. The applicant has submitted an updated school travel plan which states that the increase in pupil numbers would be 30 pupils per year commencing from September 2015 for the next seven years and the total increase would not occur immediately. The staff associated would gradually increase from the existing 16 full and 60 part time staff to the proposed staff numbers of 23 full time and 67 part time. The school catchment area is predominately focused around the Morecambe area close to Lancaster Road School, with small clusters in West End, Sandylands and Heysham areas. A recent survey conducted on 10 June 2015 highlights that 51% of the pupils walk, 34% by car, 12% cycle/scooter. The survey also highlighted which entrance the pupils used to enter the school grounds and if parents/guardians used Sainsbury's supermarket car park or they parked on the front or side of the school. The survey revealed that 33% used Sainsbury's car park, 43% parked on the side of the school grounds and 22% parked along the front of the school. The school and adjacent supermarket do have an arrangement and there is a gated public route from the superstore car park

to the school which allows parents to use the super market car park to drop off and collect children.

Therefore the propose extension would lead to a gradual increase the number of pupils over a seven year period and would increase traffic levels to this school. However, the potential traffic issues at this school are mitigated by the range of car parking options available including the opportunity to park within the adjacent super store car park. It is therefore concluded that the proposed development would not have an adverse impact upon the safe and efficient operation of the local highway network or the amenity of local residents and therefore conforms to policy DM22 of the LDPD. However, it is considered that conditions should be imposed requiring a review of the school travel plan and for the new car park to be laid out in accordance with the submitted drawing.

## **Conclusion**

The County Council has a statutory duty to provide sufficient school places. The NPPF advises that the Government places great weight upon the provision of additional school accommodation. The location of the school is in a suitable location for the projected population in the Morecambe area. The layout, design and scale of the development would ensure a high quality design which would be acceptable in terms of the amenity of local residents. Whilst the proposal would generate an increase in traffic movements, it is considered that this would not have an unacceptable impact upon the highway network.

## **Human rights considerations**

In view of the nature, location and purpose it is considered that no Convention Rights set out in the Human Rights Act 1998 would be affected.

## **Recommendation**

That planning permission be **granted** subject to the following conditions:

### **Time Limits**

1. The development shall commence not later than 3 years from the date of this permission.

*Reason: Imposed pursuant to Section 91 (1)(a) of the Town and Country Planning Act 1990.*

### **Working Programme**

2. The development shall be carried out in accordance with the following documents:
  - a) The Planning Application, Habitat Survey, Geotechnical Report, Tree Report and Flood Risk Assessment received by the County Planning Authority on 11 June 2015
  - b) Submitted Plans and documents:

Drawing No. A140 Existing Ground Radar - Sheet 1 Rev. A  
Drawing No. A820 Proposed Drainage Plan Rev. A  
Drawing No. A200 Proposed Site Plan Rev. A  
Drawing No. A290 Proposed Car Park Rev. B  
Drawing No. A160 Existing Elevations Rev. B  
Drawing No. A260 Proposed Elevations Rev. C  
Drawing No. A250 Proposed Site Sections Rev. A  
Drawing No. A280 Proposed Site Elevations Rev. A  
Drawing No. A580 Proposed Kitchen Layout Rev. C  
Drawing No. A100 Existing Site & Roof Plan Rev. B  
Drawing No. A220 Proposed Floor Plan - Phase 2 Rev. B  
Drawing No. A000 Existing Location Plan Rev. B  
Drawing No. A110 Existing Floor Plans Rev. B  
Drawing No. A120 Existing Site Topographical Survey Sheet 1 Rev. A  
Drawing No. A121 Existing Site Topographical Survey Sheet 2 Rev. A  
Drawing No. A150 Existing Site Sections Rev A

*Reason : To minimise the impact of the development on the amenities of the area and to conform with Policies SC1, SC5,E1 and E2 of the Lancaster District Core Strategy and Policies NPPF1, DM22, DM29, DM35 and DM36 of the Lancaster City Council Development Plan Document.*

### **Building Materials**

3. The building materials used for the external elevations of the extensions shall conform to the details shown on drawings A260 Revision C and A580 Revision C.

*Reason : In the interests of the visual amenities of the area and to conform with policy DM35 of Lancaster Development Plan Document.*

4. No development shall commence until a scheme and programme detailing the location, design, height and colour of fencing to be erected has been submitted to and approved in writing by the County Planning Authority. Thereafter the fencing shall be erected in accordance with the approved details.

*Reason: To protect the visual amenities of the area and to conform with policy DM35 of the Lancaster Development Plan Document.*

### **Floodlighting**

5. No development shall take place until a scheme and programme for the floodlighting of the new car park has been submitted to the County Planning Authority and approved in writing. The scheme and programme shall include details of:
  - a) Type and intensity of lights
  - b) Types of masking or baffle at head
  - c) Type, height and colour of lighting columns
  - d) Number and size of lighting units per column



- e) Light spread diagrams showing lux levels at the site boundary and calculation of the impact of these on nearby residential properties
- f) Hours of illumination of the lighting and means of control
- g) Phasing of the implementation of the approved scheme.

Thereafter the floodlighting shall be erected and operated in accordance with the approved scheme and programme.

*Reason: To safeguard the amenity of local residents and adjacent properties/landowners and land users and to conform with policy DM35 of the Lancaster City Local Plan.*

## **Landscaping**

6. No development shall commence until a scheme and programme for the landscaping of the site has been submitted to and approved in writing by the County Planning Authority. The scheme and programme shall include details of:
- a) details for the planting of trees and shrubs including numbers, types and sizes of species to be planted, location and layout of planting areas, protection measures and methods of planting.
  - b) the trees to be retained and measures for their protection during the construction of the development.

The measures for the protection of retained trees shall be installed prior to the commencement of development and retained in position until the completion of construction works.

The approved landscaping works shall be undertaken in the first planting season following the completion of the development and shall thereafter be maintained for a period of five years including weed control, replacement of dead and dying trees and maintenance of protection measures.

*Reason: In the interests of visual and local amenity and the local environment and to conform with Policy DM29 of the Lancaster Development Plan Document.*

7. No trees or hedgerows shall be removed during the bird-breeding season between 1 March and 31 July inclusive unless they have been previously checked and found clear of nesting birds in accordance with Natural England's guidance and if appropriate, an exclusion zone set up around any vegetation to be protected. No work shall be undertaken within the exclusion zone until birds and any dependant young have vacated the area.

*Reason: To protect nesting birds and to conform with Policy DM27 of the Lancaster Development Plan Document.*

8. No development shall commence until details for the drainage of the new areas of hardstanding to be provided including the new car park and playground areas have been submitted to and approved in writing by the County Planning Authority. The measures shall provide for water discharge

from the site to be controlled so that it does not exceed the greenfield run off rate.

The approved drainage measures shall be incorporated into the construction of the development.

*Reason: In the interests of sustainable drainage and to conform with Policy DM35 of the Lancaster City Local Plan.*

## **Highway Matters**

9. Prior to the new car park being brought into use the car parking area shall be surfaced and the parking spaces including the disabled parking provision shall be marked out on the surface of the car park in the positions and to the dimensions as shown on drawing A290 Rev B Proposed Car Park.

*Reason : To ensure parking provision in accordance with adopted standards and to conform with Policy DM22 of the Lancaster Development Plan Document.*

10. Prior to the new car park being brought into use, the vehicular access onto Lancaster Road shall be widened to the dimensions shown on drawing A290 Revision B and the full width of the improved access shall be hard surfaced including the installation of new dropped kerbs within the pavement of Lancaster Road.

*Reason : In the interests of highway safety and to conform with Policy DM35 of the Lancaster City Local Plan.*

11. Within three years of the development being brought into use, a School Travel Plan, as defined by this permission, shall be submitted to the County Planning Authority for approval in writing.

The Travel Plan shall include:

- a) A brief description of the development, its location and a summary of the particular transport and road safety issues at the site;
- b) Evidence and results of consultation with staff, parent, pupils and other interested parties;
- c) Targets and measures to minimise the impact of/reduce private car use for the journey to and from the site by staff, parents and other visitors
- d) A summary of the site's current road safety policies and practices, details of any new or proposed initiatives including a planned timetable of introduction; and,
- e) Proposals for monitoring progress of the Travel Plan including a timetable for its implementation and review.

*Reason: In the interests of highway safety and to conform with Policy DM22 of the Lancaster City Local Plan.*

12. No construction development, delivery or removal of materials shall take place outside the hours of:

08.00 to 17.30 hours Monday to Friday (except Public Holidays),  
08.30 to 13.00 hours on Saturday.

No construction development, delivery or removal of materials shall take place at any time on Sundays or Public Holidays.

This condition shall not however operate so as to prevent the carrying out, outside of these hours, of essential repairs to plant and machinery used on the site.

*Reason: To safeguard the amenity of local residents and adjacent properties/landowners and land users and to conform with Policy DM35 of the Lancaster City Local Plan.*

## **Definitions**

School Travel Plan: this is a document setting out a package of measures for reducing the number of car trips made to a school or a group of schools by parents and staff for improving safety on the school journey. The Plan may be produced by the Local Authority in consultation with a school or may be produced by the school with the advice of the Local Authority

Planting Season: The period between 1 October in any one year and 31 March in the following year.

## **Notes**

This consent requires the construction, improvement or alteration of an access to the public highway. Under Section 184 of the Highways Act 1980, the County Council, as Highway Authority, must specify the works to be carried out. Only the Highway Authority or a contractor approved by the Highway Authority can carry out these works. Before any works to the access commence you should contact the Area Manager (Public Realm) [North] [address and telephone number see below] quoting the planning permission reference.

Area Manager (Public Realm) North : Hampson Lane, Hampson Green,  
Galgate, Lancaster LA2 0H7 Tel:01524 752290

The applicant's attention is drawn to the requirements of the Equality Act 2010 and the British Standards Institution Code of Practice for Design of Buildings and their approaches to meet the needs of Disabled People (BS8300:2009). The design of the building will also need to comply with Part M of the Building Regulations 2010. In the case of educational buildings, the applicant's attention is drawn to the Special Educational Needs and Disability Act 2001 and the guidance prepared by the Department of Education and Skills Building Bulletin 91 (Access for the Disabled to School Buildings) and Building Bulletin 94 (Inclusive School Design).

The applicant's attention is drawn to the Department of Education and Employment publication "A Safer Journey to School," specifically the preparation of School Travel Plans.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

<b>Paper</b>	<b>Date</b>	<b>Contact/Directorate/Ext</b>
LCC/2015/0053	July 2015	Jess Manfield / Environment and Planning / Ext 31942