

Application Ref: 13/00695/FUL

Proposal: Construction of a new-build two storey primary school, works include refurbishment of the existing Veranda Centre and Community Centre in addition to two new build link buildings. Change of use of part of the public open space to a dual use of school playing facilities (during school hours only) and community sports facilities. Laying out of sports facilities including a Multi Use Games Area and construction of Weldmesh fencing. Closure of section of the existing off-road cycleway, and upgrading of footway to provide shared foot/cycleway. Relocation of children’s play area.

Site: Gladstone Park Community Centre, Bourges Boulevard, Peterborough, PE1 2AU

Applicant: Carillion Plc

Agent: Ryder Architecture

Referred by: Head of Planning Transport and Engineering

Reason: Significant development of a PCC asset

Site visit: 31.5.2013

Case officer: Ms L Lewis

Telephone No. 01733 454412

E-Mail: louise.lewis@peterborough.gov.uk

Recommendation: **GRANT** subject to relevant conditions

1 Description of the site and surroundings and Summary of the proposal

For the avoidance of doubt, in this report Bourges Boulevard refers to “Old Bourges Boulevard”. The dual carriageway to the west of the site will be referred to as “New Bourges Boulevard”.

The site is a long strip of land between Bourges Boulevard and New Bourges Boulevard. It is about 80m wide at the widest point, tapering to 15m wide at the southern end. The site is 320m north to south, with a further 100m or so of Gladstone Park beyond to the north. Part of the site is on Gladstone Park. The park overall, including the part which forms the application site, is fairly open, with trees to the sides and along some of the paths. Most of the park is a flat playing field, but the part at the northern end, which is outside the application site, is contoured and includes tables and seats.

The site includes the existing community centre building (to be retained) and Veranda Centre (currently used as a nursery), the car parking area to the south of the community centre, and an equipped children’s play area.

The east side of Bourges Boulevard is residential, mostly Victorian terraces and semi-detached houses, with one small modern flatted development (Berry Court) and one corner development known as Marcus House which has recently been granted consent for use as student housing.

There is an existing cycleway which runs along the west side of the site/park. This is part of the city-wide cycle network and forms a key part of the route into the city centre from areas to the north.

The proposal includes the following key elements:

- A new two-storey teaching block set across the site, between the existing Veranda Centre and the playing field
- This will provide an additional 480 school places, to take 8-11 year olds from Gladstone School. 5-7 year olds will remain at the existing Gladstone Street site
- Conversion of the Veranda Centre to school use
- Two new single storey links, one between the community centre and the Veranda Centre, one between that and the new teaching block. A joint entrance/reception will be provided leading to the community centre and to the school. The enclosed playing field/sports facilities will be access-controlled from this point
- Some internal works to the Community Centre, to allow part of the existing hall to be used by the school for dining and inside activity during school hours. The remainder of the Community Centre will be available for community use at all times
- An extension to the Community Centre to provide a dedicated school kitchen and storage
- Enclosure of part of the existing playing field to provide for school sports facilities, with community use outside school hours
- Additional car parking spaces within the existing car park and an extension to it. There are currently 48 parking spaces and an additional 42 will be provided
- Relocation of the existing children's play area from the south of the site to the north of the site, where it will be part of the retained area of public open space
- Closure of the cycle path to the west of the site, upgrading of the footway to the east of the site to provide a shared foot/cycleway
- Solar panels on roofs (exact location to be clarified)
- Associated landscaping, boundary treatments, cycle parking, lighting and so on.

At the time of writing this report clarification/comment is awaited on the following points, and will be explained in the Update Report.

- Location of solar panels
- Location and design of roof vents and flues
- Status of the submitted Travel Plan
- Clarification on timing of closure of cycle route and provision of new route
- Use for basketball
- Location of MUGA

2 Planning History

P0387/87/R	Community centre, changing rooms, toilets and car park (outline)	PER	16.04.1987	04.06.1987
P0144/88/R	Erection of community centre, changing rooms, toilets and car park	PER	03.02.1988	03.03.1988

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

National Planning Policy Framework (2012)

Section 7 - Good Design

Development should add to the overall quality of the area; establish a strong sense of place; optimise the site potential; create and sustain an appropriate mix of uses; support local facilities and transport networks; respond to local character and history while not discouraging appropriate innovation; create safe and accessible environments which are visually attractive as a result of good architecture and appropriate landscaping. Planning permission should be refused for development of poor design.

Section 8 - Open Space

Existing open space, sports and recreational buildings/land (including playing fields) should not be built on unless an assessment has been undertaken which clearly shows the open space is surplus to requirements; the open space would be replaced by an equivalent or better provision; or the development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss.

Section 8 - School Development

Great weight should be given to the need to create, expand or alter schools.

Section 11 - Biodiversity

Development resulting in significant harm to biodiversity or in the loss of/deterioration of irreplaceable habitats should be refused if the impact cannot be adequately mitigated, or compensated. Proposals to conserve or enhance biodiversity should be permitted and opportunities to incorporate biodiversity into new development encouraged.

Development within or outside a Site of Special Scientific Interest or other specified sites should not normally be permitted where an adverse effect on the site's notified special interest features is likely. An exception should only be made where the benefits clearly outweigh the impacts.

The presumption in favour of sustainable development does not apply where development requiring Appropriate Assessment under the Birds or Habitats Directives is being considered or determined.

Section 11 - Contamination

The site should be suitable for its intended use taking account of ground conditions, land stability and pollution arising from previous uses and any proposals for mitigation. After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

The Transport Implications of Development

Permission will only be granted if appropriate provision has been made for safe access by all user groups and there would not be any unacceptable impact on the transportation network including highway safety.

Policy Statement – Planning For School Development

Issued by the Secretary of State for Communities and Local Government, and the Secretary of State for Education.

This statement sets out that the development of state-funded schools is strongly in the national interest. Planning decision-makers should support that objective, in a manner consistent with their statutory obligations. All parties should work together proactively from an early stage to ensure that approval is given wherever possible.

Refusals, and the imposition of conditions, must be clearly justified. Appeals against refusal should be treated as a priority, and may be called in by the Secretary of State.

Peterborough Core Strategy DPD (2011)

CS10 - Environment Capital

Development should make a clear contribution towards the Council's aspiration to become Environment Capital of the UK.

CS14 - Transport

Promotes a reduction in the need to travel, sustainable transport, the Council's UK Environment Capital aspirations and development which would improve the quality of environments for

residents.

CS16 - Urban Design and the Public Realm

Design should be of high quality, appropriate to the site and area, improve the public realm, address vulnerability to crime, be accessible to all users and not result in any unacceptable impact upon the amenities of neighbouring residents.

CS18 - Culture, Leisure and Tourism

Development of new cultural, leisure and tourism facilities will be encouraged particularly in the city centre.

CS19 - Open Space and Green Infrastructure

New residential development should make provision for/improve public green space, sports and play facilities. Loss of open space will only be permitted if no deficiency would result.

CS21 - Biodiversity and Geological Conservation

Development should conserve and enhance biodiversity/ geological interests unless no alternative sites are available and there are demonstrable reasons for the development.

CS22 - Flood Risk

Development in Flood Zones 2 and 3 will only be permitted if specific criteria are met. Sustainable drainage systems should be used where appropriate.

Peterborough Planning Policies DPD (2012)

PP01 - Presumption in Favour of Sustainable Development

Applications which accord with policies in the Local Plan and other Development Plan Documents will be approved unless material considerations indicate otherwise. Where there are no relevant policies, the Council will grant permission unless material considerations indicate otherwise.

PP02 - Design Quality

Permission will only be granted for development which makes a positive contribution to the built and natural environment; does not have a detrimental effect on the character of the area; is sufficiently robust to withstand/adapt to climate change; and is designed for longevity.

PP03 - Impacts of New Development

Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

PP12 - The Transport Implications of Development

Permission will only be granted if appropriate provision has been made for safe access by all user groups and there would not be any unacceptable impact on the transportation network including highway safety.

PP13 - Parking Standards

Permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

PP16 - The Landscaping and Biodiversity Implications of Development

Permission will only be granted for development which makes provision for the retention of trees and natural features which contribute significantly to the local landscape or biodiversity.

PP17 - Heritage Assets

Development which would affect a heritage asset will be required to preserve and enhance the significance of the asset or its setting. Development which would have detrimental impact will be refused unless there are overriding public benefits.

PP20 - Development on Land affected by Contamination

Development must take into account the potential environmental impacts arising from the development itself and any former use of the site. If it cannot be established that the site can be safely developed with no significant future impacts on users or ground/surface waters, permission will be refused.

4 Consultations/Representations

S106 Planning Obligations Officer

No comments received

Rights of Way Officer

No comments received

Peterborough Local Access Forum

No comments received

Landscape Officer (18.06.13)

No objection. Conditions recommended relating to landscaping and tree protection.

Property Services

No comments received

Police Architectural Liaison Officer (11.06.13)

No objection. The proposal appears adequately to address child safety issues and vulnerability to crime. Suitable conditions relating to Boundary Treatments (particularly the 'Green Wall'), Landscaping, Cycle Security, Lighting, CCTV, and Access Control, may be appropriate.

Travel Choice

Further comments are awaited and will be included in the Update Report.

Wildlife Officer (07.06.13)

No objection.

Comments re nesting birds and landscaping. Conditions recommended.

Sport England (18.06.13)

No objection. Although there will be loss of playing field in terms of area, there will be an improvement in standard of available facilities. A community use agreement, and details of the technical specification for the pitch and multi-use games area, must be agreed by condition. If these conditions are not imposed, Sport England would maintain a statutory objection.

Pollution Team (09.07.13)

No objection in principle. Contaminated land report shows that there is low risk of contamination.

Construction Management Plan is acceptable.

Use of basketball courts could give rise to a noise nuisance and should be re-considered/relocated.

Section 106 Major Group

No comments received

Transport & Engineering Services (02.06.13)

No objection. Request conditions relating to construction details of visibility splays, accesses, new cycleway.

Access and parking arrangements are acceptable.

Archaeological Officer (30.05.13)

No objection.

A desk-based assessment has been submitted and approved, and a programme of evaluation by trial trenching agreed. The results from the evaluation will inform the possible next course of action.

Drainage Team (07.06.13)

No objection.

Proposals acceptable subject to confirmation from Anglian Water (this was received on the 8.7.13)

Environment Agency (18.06.13)

No objection.

Millfield & New England Residents Planning Sub Group (MANERP) (18.06.13)

- Loss of green space is a concern. Works to the sports area are welcomed, however the community centre is not promoted to the whole community. Concern that the new sports facilities also might not be available to the whole community.
- No mention has been made of the existing traffic problems in the area. Parking means that many of the roads are effectively single-track, and there is a mosque between the existing and proposed Gladstone School sites which at certain times attracts additional traffic.
- Construction traffic will add to the problems.
- The Travel Plan is not a convincing document, merely a best guess. Experience shows that more cars will be used than are planned for.
- In the community consultation, those in favour are mainly parents. Other long-standing residents have concerns about the application.
- Before planning approval is given:
 - Mitigation should be secured for the loss of open space and feely accessible sports area for the whole, wider community
 - A traffic system and travel plan that takes into account the reality of narrow streets and current traffic problems should be in place.

Building Control Surveyor (29.05.13)

No objection.

Civic Society:

Recognise the need for additional school places in central Peterborough.

Gladstone area is deficient in Public Open Space and the community is a major user of its Open Space. The application site was created in the 1980's as part of major investment in the area to address a number of housing condition and need issues, parking and circulation problems and open space and other play deficiencies. To see this area reduced and ready access to it curtailed by fencing is clearly a retrogressive step.

Urge that more the done to compensate for the loss of open space. We urge that in addition to the new play area at the northern end of the site, that the existing heavily used toddler play area at the southern end be retained with alternative arrangements being made for parking (perhaps beneath the school building).

Failing that, other open space beside Bourges Blvd should be explored for replacement.

Conditions should be imposed to ensure that the open space on the site remain readily available both for school and community uses.

Gladstone School:

Not much consideration has been paid to the inclusion of traffic calming measures. We are anticipating greater numbers of vehicles than at present. A pedestrian crossing and/or other traffic calming measures will make the area much safer for pedestrians.

Local Residents/Interested Parties

Initial consultations: 142

Total number of responses: 3

Total number of objections: 1

Total number in support: 0

Neighbours have been reconsulted with a change to the description, to make explicit reference to the works in the Park. Any comments will be in the Update Report

Neighbour comments:

Traffic problems - danger to children from traffic

Parents stopping cars on the street will cause problems

Already experience traffic problems, especially Fridays

Ambulance and Fire Brigade might not be able to get through

Children won't have space to play

Pre-application Public consultation by Applicant

Before this application was provided the applicant carried out a public consultation. The comments made have been provided with the application. The following issues were raised.

20 comments raised objections, as follows:

- More parking spaces needed
- Should be speed humps on the road
- Should be a lay-by on the far side so there is no parking problem
- Should ensure that there is still somewhere for the elderly to go sit and relax
- Compensation required or double glazing for the front windows
- Object to all the green area being taken
- Security in the car park at night to prevent mis use and residential parking
- Impact of parking on local residents during weddings. Houses opposite get their driveways blocked.
- Health visitors are facing losing offices
- No provision has been made for year September 13-14. Services provided (currently in Veranda Centre) include midwifery, baby clinic, contact centre for families
- CCTV should be installed on Bourges Boulevard
- A pedestrian crossing on Bourges Boulevard so children can cross safely
- Concerned that noise will travel from community side of hall to school side.
- My business (running classes in community centre) has been running for 10 years and I do not want my times changed
- Concerns with bollards, yellow lines, white zig-zags, there might not be any space to park outside own house
- Community access to community centre must take priority
- Concerns about school timings because my children will be split up.

36 comments were in support, as follows:

- Good plan
- Looks fantastic
- Good for child
- Hope the park is better than Gladstone Street
- Looking forward to taking my daughter to the new school
- Children will get more confident
- Will give the children a better future
- Happy the new school has space. More room and things to play
- Buildings look well thought out and designed.
- Children are looking forward to it.
- Will be fun inside. I am happy that we are having a new school.
- Good decision to move the junior classes to the new building.

- Building plan is very interesting. Children will have more space for extra-curricular activities
- Excellent idea, something new for the children and the community
- Children will have new facilities such as sports hall, playground
- Big field, lots of space. My son is excited
- Engagement was excellent, nice to see parent asking so many questions and being supportive.

5 Assessment of the planning issues

Key Planning Issues

The key planning issues are:

- The principle of development
- Loss of public open space
- Impact on residents
- Highway safety
- Parking – cycles and cars
- Design
- Landscaping and Ecology

1. Principle of development

The Local Education Authority has a statutory requirement to provide school places for all children. The site is within the area where the places are needed, is owned by the City Council, and can be built on at short notice. Development of a school building in an urban area, on a site not allocated for any other use, is acceptable in principle. However the site is Public Open Space, of which there is a local shortfall.

2. Loss of public open space

Central Ward has a shortfall of public open space (POS), and therefore there is a presumption against the loss. Policy CS19 sets out that planning permission should not be granted for the loss of POS unless either the proposed development is ancillary to the use of the POS and benefits to recreation would outweigh the loss, or alternative provision is made that is equivalent to the lost area.

The National Planning Policy Framework refers explicitly to the provision of school places, and gives great weight to this. Local Planning Authorities are required to be proactive and collaborative in order to meet the requirement for school places.

The proposed development would result in about 2,350 sq m of POS being used for the building, immediate surroundings and car parking, and a further 7,000 sq m (approximately) of POS would be redeveloped as managed outside space. This would be used by the school during school hours, and be available for community use at all other times. The remaining 5,500 sq m (approximately) of the park (to the north of the area to be enclosed) would remain open and would accommodate the relocated children's play area.

The area to be enclosed would be upgraded, laid out to accommodate a variety of sports and activities, and enclosed by fencing. A management plan would be agreed under a planning condition, to ensure that the pitches, cricket nets and so on are available to members of the community to use outside school hours. Being enclosed, they would be easier to manage and less vulnerable to vandalism, mis-use and dog-walking.

The nearest alternative area of POS is at Stanley Recreation Ground, which is about 300m north of the site. This site includes a children's play area and there are no major barriers to access as it is directly accessible from further up Bourges Boulevard.

Objections to the loss of POS have been received from the Civic Society and MANERP. It is recognised, and Officers agree, that retention of good quality and well used POS should be a

priority. However this area is not presently managed, and there are no other, better, sites available to provide the school places needed in this area. Loss of the POS has been a concern of all those involved in the project, and it has been agreed that the loss of a small amount of POS is acceptable, taking into account that:

- most of the area will remain, and be available for community use out of school hours on a managed basis
- the children's play area will be relocated to the retained area of the park, and will be open/available at all times
- there is an area of POS with a children's play area about 300m away up Bourges Boulevard.

Sport England has been consulted, and has agreed the loss of POS on the basis that higher quality facilities will be provided. Sport England requires two planning conditions relating to a community management agreement and the installation of the pitch; if these conditions are not imposed then Sport England would maintain a statutory objection and the Local Planning Authority would not be able to issue consent. The conditions are considered to be acceptable, although a slight change in wording will be discussed with Sport England, and are set out below as Conditions 18 and 19.

Upgrading the remaining open area of park, such as levelling out the mounds to allow for better use of the area, has been suggested by Neighbourhoods and discussed with the applicant. These works, beyond relocation of the children's play area/equipment, are not considered necessary to make the development acceptable in planning terms. Discussions may take place outside the planning process. The suggestion from the Civic Society, regarding relocating the parking under the building, is not practical.

Given the over-riding need for school places in the area, and taking into account the mitigation set out above, the loss of POS is on balance considered to be acceptable and is therefore in accordance with Policy CS19.

3. Impact on residents

The residents potentially affected by the proposal will be those in the houses directly opposite the site, and also those in houses to the north of the site on the same side of the street. Houses across Bourges Boulevard are typically 18m from the site boundary; the closest house to the north is about 85m from the site boundary.

The two-storey teaching block has been set out so that main windows face north and south, rather than east to the existing houses. There are some windows on the building facing directly across to the houses, but these are secondary windows, are about 24m from the facing residential windows, and can be obscure glazed – a condition is recommended. The windows on this elevation are an important feature in the design of the building and the light they provide to the inside will be beneficial but the loss of the views will not disadvantage occupants of the building. Given the distances involved and the relative heights and mass of the buildings there will be no overshadowing or overbearing impact.

Impacts in terms of significant changes to noise and disturbance from use of the building as a school should be limited to school hours, and therefore fall within acceptable limits.

Use of the new sports facilities, and the associated floodlighting, will be restricted under the Community Use Agreement. It is however sufficiently clear that use should cease, and the floodlights be turned off, by 9pm, and so a planning condition is recommended to secure this. In order to minimise disturbance, a condition is recommended prohibiting any external sound systems such as public address being used on the site. A lighting scheme is also required by condition, and light spill will be addressed at that time.

There is the potential for noise and disturbance to residents from use of the sports facilities, which include a hard surfaced area (Multi Use Games Area – MUGA) marked out for various sports

including tennis and netball, possibly also basketball and football. The MUGA will be, at the closest point, 23m from the houses opposite. This is closer than would normally be acceptable, and discussions are underway with the applicant about the possibility of moving the MUGA to the opposite side of the site. An all-weather pitch will be provided to accommodate football and hockey.

Use of the site for basketball could give rise to a noise nuisance, because of the nature of the sport. The repeated bouncing of balls, and rattling of the baskets and backboards, has been shown to be particularly disturbing. In order to address this, either the basketball facility could be removed, or limitations could be put on the use in terms of time and number of hours per day/week. The options are being discussed with the applicant and with Sport England, and the conclusion will be set out, along with any necessary conditions, in the Update Report.

Concerns have been raised from several parties about car parking in the area. This is addressed below. Otherwise Officers consider that subject to conditions set out below the impact on neighbour amenity should not be significant and the proposal is therefore in accordance with Policies CS16 and PP3.

4. Highway safety

The proposal has been discussed in detail with the Local Highway Authority (LHA) which has raised no objections to the development in principle subject to conditions relating to design matters.

Several concerns have been raised about parking congestion, mainly via the pre-application public consultation event. About 10 people submitted comments about parking problems. Although these concerns are noted, following discussion with the Local Highway Authority (LHA) Officers are of the view that no traffic restrictions should be imposed although it is recommended that bollards be placed along the edge of the footway to stop people parking their cars partly on the foot/cycleway. The bollards will be spaced to allow for car doors to open at the edge of the foot/cycleway so that people can exit/enter cars which have paused to drop-off/pick-up.

Officers consider that this will balance the need for some parents to park here for a few minutes, and for this length of the street to be used for general parking when safe/suitable, with protection of the foot/cycleway from parked cars. If it becomes apparent at a later stage that there are parking issues then the situation can be reviewed by the LHA under Highways legislation. This could result in the introduction of parking controls by way of a Traffic Regulation Order.

Accident data area shows that there are a significant number of traffic incidents involving children on Gladstone Street. It is possible that some of these accidents maybe related to journeys to/from school. Further assessment of this matter is recommended and if it's shown to be an issue connected with the school then the upgrading of crossing facilities in Gladstone Street maybe appropriate. The assessment, and any appropriate upgrading, can be secured via a condition. If the accidents are not shown to be connected to the school (or travel to/from it) then no upgrades can be required as this development cannot be required to address existing deficiencies.

As part of the development it is proposed to close the cycle route to the west of the site, between the playing fields/community centre and New Bourges Boulevard. The closure of the existing route is recommended following discussion with Council Officers in Planning, Highways, Neighbourhoods and Children's Services and the Police as it is isolated for much of its length behind the Park and is currently substandard in terms of width. It closure would also make the new school site more secure. The cycleway is, however, a well-used route for cyclists from the northern parts of the City to the City Centre. In order to retain the cycle route through the area, and to ensure that residents, cyclists and pedestrians are all safely accommodated, the footway at the front of the site will be upgraded to a shared foot/cycleway and the retained cycleway to the north and south will be linked in and suitably signed. The existing path will be closed at the beginning of works, and the new foot/cycleway provided at the end of works. In the meantime cyclists will be able to use Bourges Boulevard. A condition is recommended to ensure that the

details of the links and signing between retained and new parts of the path are agreed and implemented prior to occupation of the new school buildings.

The additional width required for the upgrading of the footway would be taken from the east edge of the site, where there is currently a landscaping strip along the playing field. It is wide enough that the loss of 300mm or so can be accommodated. New landscaping to the playing field can be secured by a condition.

In addition to the above changes, it is proposed to introduce a new exit point to the car park, to allow circulation. The new exit will be created approximately at the southern end of the existing car park. Visibility splays can be accommodated (although these are not shown correctly on the current plans). The Local Highway Authority has advised that bellmouth accesses will not be acceptable – dropped crossings will be required to ensure priority for pedestrians and cyclists. Conditions are recommended to secure these changes before the new car park is brought into use.

A Travel Plan has been submitted with the application. It appears however, as if this has been written without input from the school. The situation is being clarified with Travelchoice and the school. Members will be advised further via the Update Report. If a new Travel Plan is required this can be secured via a condition.

Having considered all of the above issues it is considered that appropriate and proportionate measures have been and will be taken to ensure Highway safety and access via non car modes. As such the proposal is considered to accord with Policies CS14 and PP12.

4a. Construction Management

A Construction Management Plan has been submitted which addresses access, parking and facilities on site, working hours and noise. Access has been adequately considered, and parking and facilities for workers will be provided within the site. Control of noise and dust is also adequately addressed, and compliance with the Plan will be required by condition.

5. Cycle parking

The proposal includes 36 cycle parking spaces close to the entrances to the community centre, 24 spaces in the car park and 24 spaces within the school secure line for pupils and staff. The current cycle parking standards would require 80 spaces for school pupils and 5 for staff. There is no standard given for community centre cycle parking. The level of provision proposed has been discussed as part of the pre-application process, and taking into account the current modal split for pupils travelling to school (no pupils cycled to school when surveyed in 2010), it is considered that a lower level of pupil cycle parking is acceptable. This can be reviewed over time via the Travel Plan process, and additional parking provided if required.

There is space within the school site, and around the community centre, for additional cycle parking to be provided.

Given the site specific, and user-specific, circumstances of this case, it is considered that the shortfall of cycle parking against the standard in Policy PP13 is acceptable.

6. Car parking

The site is in an area of 19th century housing; most properties do not have dedicated off-street car parking. Parking congestion is frequent in the area, but it is use of the community centre for events such as weddings and Friday prayers that can result in significant and problematic congestion.

The proposal allows for an additional 42 car parking spaces, to be provided in a southern extension to the existing car park, over the area where the children's play area is currently located. 36 spaces will be restricted to school staff during school hours, but will otherwise be available for visitors to the community centre. It is unlikely that the parking congestion problems in the area will be eradicated, but they should not be made worse, and there might be some improvement. The applicant cannot be required to deal with the pre-existing problems.

Gladstone School, partly because it has such a tight catchment area, has a pupil walk to school rate of over 90%. Notwithstanding this, consideration does have to be given to drop-off and pick-up by car. Currently much of the west side of Bourges Boulevard is unrestricted in terms of parking, and it is not intended to introduce any additional restrictions unless and until it becomes necessary. It is accepted that at school drop-off and pick-up times there might be additional short-term congestion. Given the restrictions of the area it is considered that best efforts have been made to deal with this. Four disabled parking spaces would be laid out at the end of the car park closest to the buildings.

Given that the increase in car parking is sufficient to cater for the school staff, and visitors would be able to park in the general car park (which is often under-used during weekdays), it is considered that adequate provision has been made in accordance with the standards of Policy PP13.

7. Design

The existing Community Centre and Veranda Centre will remain substantially as existing, although glazed links will be added. The design of the new school does not replicate either the features of the Victorian housing or the features of the relatively recent Community centre and Veranda Centre, but insisting on this replication would not have provided a good final design.

The new building is of a modern, efficient design. Factors that had to be considered in the design process include the need to minimise loss of POS, acoustic protection, retention of and connection with existing buildings and protection of neighbour amenity. The proposed new teaching block runs east-west across the site, and has a footprint of about 48m by 18m, in the shape of a slightly kinked rectangle. Classrooms will be clustered in the ends of the block, with primary windows facing north and south, and the centre of the block will accommodate a double-height circulation space, toilets, storage, small group spaces and so on. The end elevations face Old and New Bourges Boulevard, and have windows for light and visual interest.

Externally the building will be of brick to the gable ends, and at ground floor level on the long sides, with a roof of grey cladding which extends down over the first floor long sides. Windows have been designed to balance vertical and horizontal elements, with the gable ends being broken up using long vertical windows. The windows will be broken up with coloured panels, and sets of windows will be surrounded by projecting frames.

The Police Architectural Liaison Officer has commented on the security features and he is content that security and crime prevention have been considered. A condition has been requested, and is recommended below, to ensure that the fine details of the security features can be agreed at a later stage.

Although the design is very different to the existing buildings, the massing of the teaching block balances the mass of the community centre, with the lower Veranda Centre and two glazed links in between. Overall, it is considered that the design of the building is a good and appropriate response to the constraints of the site and the requirements of the project. The proposal is therefore considered to be in accordance with the relevant provisions of Policies CS16 and PP2.

7a. Sustainability

It is proposed to include solar panels, probably on the new teaching block. Other sustainable features of the development include passive ventilation, a high standard of insulation, water saving toilets, and control/management systems to ensure efficient use of energy. Gardens will be laid out for pupils to use, including an allotment garden, which will encourage learning about sustainability.

Taking into account the constraints of the site, it is considered that the development will make a suitable contribution towards the City Council's Environment Capital agenda as required by Policy CS10.

8. Landscaping and Ecology

Gladstone Park has a generously treed boundary, and some trees set more centrally. A survey was carried out and submitted with the application. About 21 trees are proposed for removal overall. This includes 7 category U, 8 category C and 6 category B trees. The loss of some trees has to be accepted in order to facilitate the development, but this has been kept to a minimum. Replacement planting of types and locations more suited to the area will be secured by condition.

An Arboricultural Implications Assessment and Method Statement have been submitted, which set out how development should be carried out so as to avoid harm to retained trees. A condition is recommended to ensure that the recommendations are followed.

A Planting Strategy has been provided which shows that suitable landscaping can be provided, however this can be finally agreed under a condition at a later stage.

Wildlife surveys have been carried out to establish that there are no protected species on site. Nesting birds will be protected by a condition. The planting strategy indicates that planting will support an overall improvement in biodiversity. The proposal is therefore considered to be in accordance with Policies CS21 and PP16.

9. Other matters

Flood Risk and Drainage

The site lies in an area of low flood risk. The drainage system has been designed to link into the existing system, but to reduce the overall amount of surface water runoff by including an underground attenuation system.

Detailed plans have been prepared and consultees and Anglian Water have commented that the scheme as designed. A condition is recommended, requiring that drainage is installed as approved. This is considered to be in accordance with the requirements of Policy CS22.

Contaminated Land

There is a low probability of contamination on the site, resulting from previous use as railway land. An investigation has been carried out and reviewed by the Pollution Control Team. No concerns have arisen. To ensure that any unsuspected contamination will be dealt with, a condition is recommended. This is considered to be in accordance with Policy PP20.

Archaeology

A programme of works has been agreed. Trial Trenching will be carried out before development commences and a Watching Brief will be established. Any further work required cannot be identified until the work has been carried out. It is possible that railway works will have disturbed remains, but the site is in an area of archaeological interest. Because the work has not been carried out pre-determination, there is a risk to the applicant that, if further evaluation and recording work is required, the development could be delayed.

Officers consider that the submitted Written Scheme of Investigation sets out works which would ensure compliance with the relevant sections of Policies CS17 and PP17 and the NPPF.

Comments submitted at public event

Comments were submitted at a public consultation event, relating to various matters such as use of the community centre, a site for health workers who currently work out of the Veranda Centre, noise and loss of green space. Two people mentioned wanting double glazing on the front of their houses. Officers do not consider that this is a necessary response.

Use of the community centre will be left to others to manage appropriately, outside the remit of this application. Likewise, use of the Veranda Centre, although it currently offers valuable services, has to be balanced against the requirement to provide school places. Relocation of the services is being discussed outside the planning process.

The headteacher of the school is aware that parents might have two or more children at the school, and therefore need to drop off/pick up at both of the sites. It is likely that school start and finish

times will be staggered across the two sites, so that parents can conveniently walk children to and from school.

The issue, raised by Millfield and New England Regeneration Partnership, of which parts of the community use the facility, is more a matter for the Neighbourhood team to address. A community management agreement has to be put in place, and this should ensure access for all.

6 Conclusions

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighing against relevant policies of the development plan and specifically:

- the need for new school places has to be given significant weight
- there is a presumption against the loss of public open space, however on balance this is considered to be acceptable as the remaining public open space will be upgraded, and taking into account the limited local options for the provision of school places
- the new teaching block has been designed to make an efficient use of land and to make a positive contribution to the streetscene
- impacts on neighbour amenity can be satisfactorily controlled
- the development makes adequate provision for cycle and car parking, and for safe and convenient access to the site
- the loss of trees is acceptable, and will be mitigated by the implementation of a new landscaping scheme which will encourage local biodiversity
- any archaeological remains will be adequately identified and any loss mitigated
- the proposal is therefore in accordance with Policies CS10, CS14, CS16, CS17, CS19, CS21 and CS22 of the adopted Peterborough Core Strategy, Policies PP1, PP2, PP3, PP12, PP13, PP16 and PP17 of the adopted Peterborough Planning Policies DPD, and the relevant provisions of the National Planning Policy Framework, in particular paragraphs 32, 34-36, 61, 70 and 72-74.

7 Recommendation

The case officer recommends that planning permission is **GRANTED** subject to the following conditions:

- C1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.**
Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).
- C2 Development shall take place in accordance with the following plans and documents:**
To be completed once final versions are received
Reason: For the Local Planning Authority to ensure a satisfactory external appearance, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP2 of the Peterborough Planning Policies DPD (2012).
- C3 Prior to the commencement of above-ground construction details/samples of the proposed materials shall be submitted to and approved in writing by the Local Planning Authority. The details submitted for approval shall include the name of the manufacturer, the product type, colour (using BS4800) and reference number. The development shall not be carried out except in accordance with the approved details. Details of the following shall be submitted:**
- Walling and roofing materials
 - Doors and windows including frames and colour panels
 - Rooflights
 - Fascias

- **Glazing and framing to link blocks.**

Reason: For the Local Planning Authority to ensure a satisfactory external appearance, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP2 of the Peterborough Planning Policies DPD (2012).

C4 Development shall be carried out in accordance with the approved Site Logistics and Traffic Management Plan reference SLTMP/GPS(BBS)/01.

Reason: In the interests of Highway safety and the protection of neighbour amenity, in accordance with Policies CS14 and CS16 of the adopted Peterborough Core Strategy DPD (2011) and Policies PP3 and PP12 of the adopted Peterborough Planning Policies DPD.

C5 Development shall be carried out in accordance with the approved Arboricultural Implications Assessment and Arboricultural Method Statement.

Reason: The site contains existing trees which it is desirable to retain as part of the landscaping scheme in accordance with Policy PP14 of the Peterborough Planning Policies DPD (2012).

C6 If, during development, contamination not previously considered is identified, then the Local Planning Authority shall be notified immediately and no further work shall be carried out until a method statement detailing a scheme for dealing with the suspect contamination has been submitted to and agreed in writing with the Local Planning Authority. The development shall thereafter not be carried out except in complete accordance with the approved scheme.

Reason: To ensure all contamination within the site is dealt with in accordance with the National Planning Policy Framework, in particular paragraphs 120 and 121 and Policy PP20 of the Peterborough Planning Policies DPD (2012).

C7 Prior to the teaching block being brought into use, the windows on the east facing gable end shall be obscure glazed to at least Level 3, and shall be non-openable, and shall be so retained in perpetuity.

Reason: In the interests of the amenity of occupiers of neighbouring dwellings, in accordance with Policies CS16 of the adopted Peterborough Core Strategy DPD (2011) and Policy PP3 of the adopted Peterborough Planning Policies DPD.

C8 Prior to the new development being brought into use, a total of 84 cycle parking spaces shall be laid out as shown on the approved plans. The cycle parking shall be retained thereafter.

Reason: In order to encourage travel by sustainable modes, in accordance with Policy CS14 of the adopted Peterborough Core Strategy DPD (2011).

C9 Prior to the completion of construction details of the transitions between the retained parts of the existing cycleway and the new foot/cycleway along the eastern side of the site, and details of signing, shall be submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details, and the new foot/cycleway be available for use, prior to the new school building being brought into use.

Reason: In the interests of providing a safe and convenient cycle and walking route in accordance with Policy CS14 of the adopted Peterborough Core Strategy DPD (2011) and Policy PP12 of the adopted Peterborough Planning Policies DPD.

C10 Notwithstanding the approved plans, and prior to the new car entrance/exit being laid out, details of visibility splays and dropped crossings (instead of the bellmouth entrance/exit shown) shall be submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of Highway Safety in accordance with Policy CS14 of the adopted Peterborough Core Strategy DPD (2011) and Policy PP12 of the adopted Peterborough Planning Policies DPD.

- C11 Prior to the new development being brought into use, the car parking area shall be provided and laid out in accordance with the approved plans. The car parking shall be retained thereafter.**

Reason: In the interest of Highway safety, in accordance with Policy CS14 of the Peterborough Core Strategy DPD (2011) and Policies PP12 and PP13 of the Peterborough Planning Policies DPD (2012).

- C12 No construction/demolition/excavation works or removal of hedgerows/site clearance works shall be carried out on site between the 1 March and 31 August inclusive in any year, unless otherwise approved in writing by the Local Planning Authority.**

Reason: To protect features of nature conservation importance, in accordance with Policy CS21 of the Peterborough Core Strategy DPD (2011) and Policies PP16 and PP19 of the Peterborough Planning Policies DPD (2012).

- C13 Prior to the new teaching block being brought into use, a scheme of landscaping shall be submitted to and approved in writing by the Local Planning Authority. The landscaping shall thereafter be implemented in accordance with an agreed timetable. Landscaping details shall include the following:**

- **Visibility splays at entrances/exits as agreed under C10 above**
- **Proposed finished ground and building slab levels**
- **Planting plans including retained trees, species, numbers, size and density of planting**
- **Hard landscaping including cycle stands, boundary treatments and surfacing materials**
- **An implementation programme.**

Reason: In the interests of the visual appearance of the development and the enhancement of biodiversity in accordance with Policy CS21 of the Peterborough Core Strategy DPD (2011) and Policy PP14 of the Peterborough Planning Policies DPD (2012).

- C14 Prior to the new development being brought into use details of any external lighting to be installed, including floodlighting, shall be submitted to and approved in writing by the Local Planning Authority. No external lighting shall be installed other than in accordance with the approved details.**

Reason: In the interests of Highway safety and the protection of neighbour amenity, in accordance with Policies CS14 and CS16 of the adopted Peterborough Core Strategy DPD (2011) and Policies PP3 and PP12 of the adopted Peterborough Planning Policies DPD.

- C15 Prior to the new development being brought into use a scheme of drainage shall be implemented in accordance with the approved drawings as follows:**

Below Ground Drainage Layout Sheet 1 of 3 21749-D01 Rev CP02
Below Ground Drainage Layout Sheet 2 of 3 21749-D02 Rev CP02
Below Ground Drainage Layout Sheet 3 of 3 21749-D03 Rev CP02
Drainage Construction Details Sheet 1 21749-D20 Rev CP01
Drainage Construction Details Sheet 2 21749-D21 Rev CP01
Drainage Construction Details Sheet 3 21749-D22 Rev CP01
Drainage Construction Details Sheet 4 21749-D24 Rev CP01
Below Ground Drainage and Road Construction Notes 21749-D30 Rev CP01
Manhole Schedule 21749-D31 Rev CP02.

Reason: In order to ensure that the development is satisfactorily drained and to reduce the risk of flooding in accordance with Policy CS22 of the Peterborough Core Strategy DPD (2011).

- C16 The new kitchen shall not be brought into use until extraction and ventilation equipment has been installed in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.**
Reason: In order to control the impact on the amenity of nearby residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD.
- C17 Prior to the new development being brought into use, a children’s play area shall be provided in the retained public open space to the north of the site, in accordance with details to be submitted to and approved in writing by the Local Planning Authority, as a replacement for the play area currently provided to the south of the site.**
Reason: In order to maintain adequate provision of facilities for outdoor recreation in accordance with Policy CS19 of the adopted Peterborough Core Strategy DPD.
- C18 Use of the development shall not commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the proposed new outdoor sports facilities as well as the existing community centre and include details of pricing policy, hours of use, access by non-school users, management responsibilities and a mechanism for review, and anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community use of the facilities. The development shall not be used at any time other than in strict compliance with the approved agreement.**
Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport in accordance with Policy CS19 of the adopted Peterborough Core Strategy DPD.
- C19 Prior to work commencing on site a full technical specification for the proposed all-weather pitch and multi-use games area shall be submitted to and approved in writing by the local planning authority. The specification shall include details of surfacing, marking, boundary treatment and fencing. Development shall thereafter be carried out in accordance with the approved details prior to the new school being brought into use.**
Reason: To ensure the facilities are built to Sport England/National Governing Body technical specifications, in the interests of recreational provision and in accordance with Policy CS19 of the adopted Peterborough Core Strategy DPD.
- C20 Prior to the first occupation of the development hereby permitted, measures to ensure child safety and to minimise the risk of crime, required to meet the specific security needs of the application site, shall be implemented in accordance with a security strategy previously submitted to and approved in writing by the Local Planning Authority. The measures shall include, but not necessarily be limited to, the following:**
- **Lighting**
 - **CCTV**
 - **Boundary treatments**
 - **Management of accesses.**
- Reason: In order to address crime and disorder and to promote the well-being of the area in accordance with Policy CS16 of the adopted Peterborough Core Strategy DPD.
- C21 No external public address system or other sound amplification system shall be installed or operated without the written consent of the Local Planning Authority.**
Reason: In order to control the impact on the amenity of nearby residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD.

C22 The outdoor sports facilities, and the floodlighting, shall not be used between the hours of 9pm and 8am.

Reason: In order to control the impact on the amenity of nearby residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD.

Copies to Councillors: M Nadeem, N Khan MBE, M Jamil