

Agenda Item No. 3

ERECTION OF A PRIMARY SCHOOL WITH ASSOCIATED ACCESS, SPORTS FACILITIES, HARD & SOFT LANDSCAPING, CAR & CYCLE PARKING WITH OTHER ASSOCIATED INFRASTRUCTURE

AT: LAND WEST OF CAMBOURNE

LPA REF: S/0457/14/CC

FOR: CAMBRIDGESHIRE COUNTY COUNCIL

To: **Planning Committee**

Date: **15 May 2014**

From: **Head of Growth & Economy**

Electoral division(s): **Bourn**

Purpose: **To consider the above planning application**

Recommendation: **That planning permission be granted subject to the conditions set out in paragraph 8.1**

| <i>Officer contact:</i> | |
|--------------------------------|--|
| Name: | Helen Wass |
| Post: | Principal Planning Officer (Development Management) |
| Email: | Helen.Wass@cambridgeshire.gov.uk |
| Tel: | 01223 715522 |

1.0 INTRODUCTION

- 1.1 Planning permission was granted in May 2012 for a secondary school on land immediately to the west of Cambourne. Cambourne Village College (CVC) opened in September 2013 with an initial intake of 143 year 7 pupils. The site covers 10.72ha which is larger than would normally be required for a 5 form entry (750 places) secondary school. There was evidence that Cambourne may require a fourth primary school in the future and Cambridgeshire County Council acquired enough land at the site to accommodate a 2 form entry (420 place) primary school which in the meantime would be developed and used as playing fields. There is also sufficient land for further extension of the secondary school or the development of sixth form facilities, if required.
- 1.2 There are three permanent primary schools in Cambourne that serve the entire community, namely Monkfield Park Primary School, Jeavons Wood Primary School and Vine Inter-Church Primary School, plus the temporary accommodation provided at Hardwick Primary School (Cambourne Campus), adjacent to Jeavons Wood. The temporary site, however, is situated on land that will form the cemetery to the church, and the current lease expires in 2016. It is intended that the proposed primary school will replace this temporary school.

2.0 THE SITE

- 2.1 Cambourne is a new settlement which lies to the south of the A428 14km to the west of Cambridge. It comprises the villages of Great Cambourne, Lower Cambourne and Upper Cambourne. The proposed development site is situated on the western edge of Cambourne, close to the north westernmost part of Lower Cambourne and to the southwest of the Cambourne Business Park. The site is situated within the countryside as designated on South Cambridgeshire District Council's Proposal Map (Inset Map 14) that was adopted in July 2011. It is currently an undeveloped area of land of approximately 3.0ha in the southeastern part of the CVC complex.

3.0 THE PROPOSAL

- 3.1 The proposed development is a two form entry primary school with pre-school. It has been designed to be constructed in two phases; the first phase will provide all the necessary facilities for a single form entry (210 pupils) with a 52-place pre-school and the second phase will extend the school to a two form entry (420 pupils). The design enables the second phase to be constructed without causing a significant impact on the operation of the school.
- 3.2 A two storey north facing element will be the main public focus of the building with single storey wings accommodating the classrooms projecting to the south. The orientation of these elements and the

height of the building take advantage of daylight and natural ventilation. There will be a landscaped central courtyard between the two classroom wings.

- 3.3 As well as classrooms, the primary school will have an IT suite, library, hall, kitchen, toilets, office and administration area and informal and formal play spaces. The main functions will be located on the ground floor with plant, staff room and administration offices on the first floor. The hall and other facilities that might be used outside school hours will be located adjoining the main front entrance so that they can be used independently of the remainder of the school. The primary school and pre-school have been designed to operate independently of each other but are located in a manner that provides future flexibility if required. The pre-school will include two classrooms, a kitchen, and separate reception area and support facilities.
- 3.4 The external finishes for the principal north, east and west elevations will be grey/blue facing brick, naturally finished timber weatherboarding at high levels, cream render to the two storey hall and blue render around the main entrance and Early Years block. The south and courtyard elevations will be finished with the same grey/blue brick with cream rendered entrance bays. The roof will be grey standing seam. Window frames and doors will be metal with a grey finish.
- 3.5 The external space will include a variety of hard and soft play areas including a sports pitch and a habitat area.
- 3.6 Vehicle access will be from Sheepfold Lane and the private drive to CVC. Cycle and pedestrian access will be via a path leading from the northern end of Swansley Lane in Lower Cambourne which has been created as the principal pupil access to CVC.

4.0 CONSULTATIONS AND REPRESENTATIONS

- 4.1 The application was advertised in January 2013 in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2010 i.e site notices, press notice and individual notification to neighbouring properties and those who had made representations about the development of the secondary school. The responses received indicated that further information was required. The applicant submitted supplementary information in March 2014 which was subject to reconsultation. The respondents' comments summarised below are from their most recent correspondence. Where no comments were received on the March reconsultation the earlier response has been taken as still being valid.
- 4.2 South Cambridgeshire District Council Following receipt of the additional information the main concerns remain about the design of the north elevation and the amount of car parking spaces and it is recommended that permission be refused.

- 4.3 With the proposed community use of the secondary school there is clearly an argument to be made for further provision of parking within the wider campus site but it raises the question why the parking needs of the community use were not adequately considered during the determination of the planning application for the secondary school. However, the application is for a primary school not jointly with the secondary school to provide a shared car park. There is significant overprovision of car parking spaces of car parking spaces for a primary school when assessed against policies TR/1 and TR/2 of the adopted Development Control Policies DPD. The failure of the applicant to provide additional covered cycle spaces compounds the problem as it does not encourage sustainable forms of transport.
- 4.4 There is a lack of evidence of how the architect has considered the advice provided by the Quality Panel at the pre-application stage. The proposed and only material change of adding render to the tallest block (initially a well-integrated design within the wider school block) draws out the huge box like quality of the design and makes it an unpleasant feature. At a meeting with the architect in January 2014 the Urban Design Team suggested some changes to minimise the render and help create a good quality focal point. The applicants claim that the design of the school took on board the comments of the Quality Panel and have chosen not to amend the design of the north elevation. However, as the applicants are unwilling to take the current design back to the Quality Panel very little weight should be given to their argument and the District Council is still seeking amendments to the north elevation to significantly improve the architectural merit of the hall element in order to meet the requirements of policy DP/2.
- 4.5 With the favoured technology being a gas fired air-source heat pump it is not possible for on-site energy to be created. The development technically fails policy NE/3 of the adopted Development Control Policies DPD as the proposal does not create electrical energy from sustainable sources. However, it is a highly energy efficient technology which should lead to carbon savings of 16.75% and energy savings of 31%. With the development meeting the overall aim of reducing the demand on the National Grid by a significant amount the proposed technology is considered to be acceptable. It is recommended that a condition is added to ensure that the development meets the reductions identified in the report. The developer may wish at a future date to talk to Cambourne Parish Council in providing solar panels on the roof of the school.
- 4.6 If planning permission is granted conditions should be imposed to cover: On site renewable energy, water conservation, external materials, soft and hard landscaping, cycle storage, water pollution prevention, public art.
- 4.7 Environmental Health Officer (SCDC) Having considered the additional information there is no objection in principle to the proposals

but the following environmental health issues need to be carefully considered and appropriately controlled by conditions or informatives to protect the health and quality of life (amenity) of existing residential premises:

- Construction Noise & Vibration and Dust
- Operational Noise from External Building Services Fixed Plant / Equipment
- Noise -Restricted hours for commercial deliveries and collections
- Noise - Restricted hours of use for external areas including general communal / play / access areas, sports or other pitch, games courts and outdoor teaching spaces
- Potential Operational Odour Generation & Control
- Artificial Lighting Impact
- Contaminated Land

4.8 Caxton Parish Council Recommends refusal because the proposed development is not appropriate for the area. Primary school places are desperately needed in Cambourne but the priority is in the east where development is still in progress and where several hundred more houses are still to be built. A decision on this application should be deferred until that development has been completed and the Planning Inspectorate's findings are known. If the application is approved the Parish Council wishes to point out that the site is in the parish of Caxton so children from Caxton should be eligible to attend.

4.9 Cambourne Parish Council The application should be refused because the Travel Plan does not satisfactorily address the specific issues in relation to the dropping off and collection of children from the primary school; it does not clearly identify safe routes to the school. While welcoming the principle of the provision of the permanent 4th primary school the Parish Council has the following comments/concerns over the application:

- Better pre-application discussions needed, which could have enabled a greater understanding of the design process.
- Lessons should have been learned from the Travel Plans for the existing primary schools, especially the Blue School which will be relocating to the new site.
- The transport information is out of date in relation to public transport especially the St Neots bus. A community bus link is required to ensure sustainable transport.
- The Travel Plan is based on the catchment area for the school being Lower Cambourne rather than the whole of Cambourne; the main source of pupils will be the development in Upper Cambourne.
- The issue of children being dropped off in Swansley Lane is not addressed in the Travel Plan.
- The Travel Plan refers to an extensive network of cycle lanes, paths and bridleways in Cambourne, but fails to show that a number of them are unlit, are not overlooked by houses and have gravel surfaces that can make them inaccessible in winter. They are unsuitable for young

children to use to get from Great or Upper Cambourne even when accompanied by siblings. It should only show cycle paths that are safe for children to use with limited supervision.

- Consideration should be given to the number of drop off points against the number of parking spaces.
- Steps do not appear to have been considered to mitigate the commercial use on the north of Sheepfold Lane and the additional traffic to the primary school.
- There will be a conflict between the school traffic and the construction traffic, which is exacerbated by the restricted nature of the single track road with passing places.

The Parish Council generally agrees with the comments made by SCDC except where they seek the reduction of the proposed parking provision and the use of blue render is supported as it helps to differentiate the primary school from CVC.

4.10 Environment Agency The additional information is appropriate for the scale and nature of the development. The system has oversized pipe storage and no modification of the secondary school balancing pond will be required apart from a change in the vortex control unit to accommodate the flow from the primary school. Although the proposed development could be allowed in principle, the applicant will need to provide further information to ensure that the proposed development can go ahead without posing an unacceptable flood risk and/or risk of pollution to the water environment. The Environment Agency therefore withdraws its objection subject to conditions being imposed requiring details of surface and foul water to be submitted prior to the commencement of development.

4.11 Anglian Water No comments received.

4.12 Sport England The site is not considered to form part of, or constitute a playing field because it forms part of the wider secondary school site but was originally designated as the future site for a primary school. The consultation is therefore non-statutory. Sport England has previously indicated support in principle for this proposal which will provide additional indoor and outdoor places for sport, which will have the potential to benefit not just the school but wider community also. The applicants do not wish to enter into an agreement to secure community use of the facilities on this site, given that the new secondary school is adjacent and is subject to a full community use agreement. On this basis, it is accepted that a community use agreement for the primary school is 'desirable rather than essential' and therefore there is no objection to the lack of a community use agreement in this instance, though the school is encouraged to consider making the facilities available if there is an identified need in the locality.

- 4.13 With regard to outdoor sport the proposals provide for a 70m x 45m (approx) junior football pitch (FA guidelines for a football pitch for the Under 11/12 age group is 73m x 45.7m), a 100m grass running track and two 30m x 15m netball courts. The specification for sports pitch construction has already been approved as part of the wider scheme covering the secondary and primary school sites therefore there is not a requirement for an additional planning condition. Indoor sports provision will be met through the main 180m² hall, which will provide space for PE lessons, and could also be used by the wider community for dance, keep-fit, yoga etc if required.
- 4.14 CCC Highway Development Management The Transport Assessment and Travel Plan have been reviewed and found acceptable subject to the following being secured through planning condition or Section 106 agreement:
i) A revised Travel Plan incorporating a Parking Management Strategy - the requested monitoring should be submitted to the County Council for approval prior to occupation of the development.
ii) A full Travel Plan should be submitted to the County Council no later than 9 months following first occupation.
- 4.15 CCC Rights of Way and Access Access to this site crosses over Bridleway No.02 Cambourne and runs alongside Byway No.01 Cambourne. The Rights of Way Officer is aware of the proposals and has been involved with the improvements which have already been made to these routes when the adjacent secondary school was constructed. There are no objections to the current proposal. Should planning permission be granted informatives should be included reminding the developers of their obligations in respect of the Highways Act 1980 and public rights of way.
- 4.16 Police Architectural Liaison Officer Was involved in designing the security elements of the school at the pre-application stage and is happy at what is proposed in terms of visitor access control and in particular the perimeter protection. Child safeguarding is key in the security elements of the proposed scheme. There are no concerns from a crime reduction or community safety perspective.
- 4.17 Fire and Rescue Service A planning condition relating to the provision of hydrants is recommended.
- 4.18 CCC Ecology Officer The landscaping scheme for the secondary school provided the structural planting for the whole site. The proposals for the primary school are appropriate and it is acknowledged that the developer has agreed to SCDC's recommendation to plant feathered whips instead of standards. Maintenance and management of the biodiversity areas should be secured by condition.

4.19 Cambridgeshire Quality Panel The Panel acknowledged the constraints placed on the developer but were concerned about the connectivity and functionality of access to the site and buildings. Deliveries, visitors, dropping off and parking will all need to be well managed for this scheme to succeed. More design work may improve the entrance spaces – will the two schools use the shared “bull’s eye space” in the best way possible? The key issues raised by the Panel were:

- Active management of use of school drop-off and parking/servicing will be essential to minimise conflicts in movements.
- Monitor trips and mitigate any congestion and/or conflicts once both schools are in use. This applies to the site (including Swansley Lane) and also within the site in relation to student and teacher movements and servicing of the site for waste and deliveries.
- There are many entrances into the building as it can be approached from several different directions. Further thought on the design and location of these entrances could improve the school’s relationship with the surrounding area.
- The bull’s eye space should be reconsidered and given a practical use, possibly including cycle parking.
- Spaces between boundaries, fences etc and the courtyard do not offer the best prospect for hard play areas.
- Internal school places should be flexible and appropriate to the students’ needs.
- The Panel found it difficult to comment on the operational/community use of the school but the design team should keep working with Hardwick School to ensure they are as involved as possible.
- There is concern about the size and scale of the primary school building being too large for young pupils.
- The building does not look like a primary school – are the materials appropriate?
- Ideally the business park (and any bus route serving it) should be linked through to the school site for vehicular, cycle and pedestrian access.
- The external spaces should relate to their functions for play. The landscape design has not considered enclosure for outdoor activities apart from the marked out games areas.

4.20 Comberton Academy Trust (CAT) (manage Cambourne Village College) Having considered the further information provided by the applicant remain concerned about a number of aspects of the proposed development:

- The access arrangements are inadequate and unsafe. Parents who drop off children or park in Swansley Lane rather than queue to enter or leave the school site will create a hazard for CVC students walking or cycling to the pedestrian/cycle entrance. The vehicular access and car park became gridlocked following an after school event. The school drive should be widened and traffic calming measures introduced.
- The bridleway that runs from School Lane to the bottom of Swansley

Lane should be converted into a cycle path thus creating a much safer and more direct route from the centre of Cambourne.

- There should be a road link between the business park and the schools' access road to create a more direct vehicular access from Cambourne and access to bus stops to Cambridge.
- Concerns relating to the original Construction Traffic Management Plan have been overcome in the plans submitted in April.

- 4.21 Individual representations Have been received from a resident of Caxton who considers that the school should be built in Upper Cambourne where the residential development is taking place. The school in the location proposed could prejudice the determination of planning applications for the western extension of Cambourne so a decision should be deferred. A resident of Swansley Lane has commented that there is increased drop off and pick up activity which has been reported to the police.

5.0 PLANNING POLICY

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The relevant development plan policies are listed below.

- 5.2 South Cambridgeshire Local Development Framework Development Control Policies DPD (2007)

Policy DP/1: Sustainable Development
Policy DP/2: Design of New Development
Policy DP/3: Development Criteria
Policy DP/4: Infrastructure and New Developments
Policy DP/6: Construction Methods
Policy DP/7 Development Frameworks
Policy SF/6: Public Art and New Development
Policy NE/1: Energy Efficiency
Policy NE/3: Renewable Energy in New Development
Policy NE/9: Water and Drainage Infrastructure
Policy NE/12: Water Conservation
Policy NE/14: Lighting Proposals
Policy NE/15: Noise Pollution
Policy NE/16: Emissions
Policy TR/1: Planning for more Sustainable Travel
Policy TR/2: Car and Cycle Parking Standards
Policy TR/3: Mitigating Travel Impact
Policy TR/4: Non-motorised Modes

6.0 LAND USE PLANNING CONSIDERATIONS

- 6.1 The National Planning Policy Framework (NPPF) sets out the

Government's planning policies and how these are expected to be applied. It is a material consideration in planning decisions and at its heart is a presumption in favour of sustainable development. It states that:

- Proposed development that accords with the development plan should be approved without delay;
- 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 NPPF taken as a whole; or specific policies in the NPPF indicate development should be restricted; and
- Proposed develop that conflicts with an up-to-date development plan should be refused unless other material considerations indicate otherwise.

- 6.2 One of the NPPF's core planning principles is to:
- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs." In respect of schools, the NPPF (para 72) 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. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They 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."
- 6.3 The proposed development is a community facility for which there is a need within a growing settlement; it will widen the choice of school places within Cambourne. If it is in accordance with the development plan it therefore follows that it should be approved.

Departure

- 6.4 South Cambridgeshire Local Development Framework Development Control Policies DPD policy SP/7 states that outside urban or village frameworks, only development for agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside will be permitted. The site for the proposed school is outside the development framework for Cambourne so the application is contrary to this policy. The proposed development therefore constitutes a departure from the Development Plan, and has been advertised as such. However, it does not meet any of the criteria set out in Town and Country Planning (Consultation) (England) Direction 2009 which would require, if the County Council is minded to grant permission, referral to the Secretary of State. The determination of the application rests, therefore, with the County Council.

- 6.5 There is a clear need for the provision a fourth permanent primary school to serve Cambourne and this is a material reason which would influence whether or not to allow this site to be developed for the school. Whilst it is outside the defined settlement area, it is within the boundary of the secondary school on land which was set aside specifically for a primary school. For this reason it is considered that in principle a departure from the development plan could be supported provided the proposal is consistent with other development plan policies.

Design and Layout

- 6.6 The design and layout of the school was the subject of some pre-application discussions with officers of this authority and South Cambridgeshire District Council (SCDC). It was assessed by the Cambridgeshire Quality Panel in September 2013 some 3 months before the application was formally submitted. The views of the Quality Panel on the pre-application version of the scheme are summarised at paragraph 4.19 above. The Panel criticised the scheme as being too similar in scale to CVC, incorporating many similar materials and bold colours, thereby not looking like a primary school. They suggested opening up the building to the north with an “active frontage” to improve the relationship with CVC and the access route.
- 6.7 The applicant considers that the submitted design addresses the comments of the Quality Panel. In particular, the single storey Early Years wing has been redesigned enabling the roofline to be lowered together with the height and design of the classroom windows. The general mass of the north elevation has been visually reduced by introducing a different material (render) to help identify and separate the main hall from the rest of the two storey block. This scheme has, however, attracted criticism from SCDC’s Urban Design Officer who considers that the north elevation has a huge box-like quality that is exacerbated by the introduction of render.
- 6.8 SCDC also suggested that the blue of the render on the Early Years block and around the main entrance is a “cold colour” and have asked that that it be changed to something close to that proposed in the pre-application design. Hardwick School, who will run the new school as a second campus, has stated a strong preference for blue render and this is supported by Cambourne Parish Council. The temporary school is blue and has become known as “The Blue School”, a name which they wish to keep on the new site as it is part of its identity. Furthermore, blue is the school colour at both the Hardwick and Cambourne campuses.
- 6.9 Whilst there is some sympathy for the architect who has received apparently conflicting views from two sources, there was only limited engagement at the pre-application stage; an introductory meeting between the architect and the County Council case officer and SCDC planning and urban design officers in May 2013 was not followed up

before the scheme was presented at a public exhibition in July and to the Quality Panel in September.

- 6.10 SCDC considers that the proposed scheme does not meet the requirement for high quality design that is required by policy DP/2. The aim of the policy is to ensure that all new development, whatever its scale, responds to its surroundings, including existing buildings, open spaces and village edges, and does not harm local amenity. Wherever possible it should bring benefits to the area. Design is a subjective concept and whilst some parties have expressed a preference for parts of the submitted scheme to be modified the decision-makers must take a view on whether the scheme before them is sufficiently lacking in design merit as to justify refusal of planning permission. The NPPF (paragraph 60) states that planning decisions “should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote local distinctiveness.”
- 6.11 The scheme is not dissimilar in scale to other new primary schools developed recently for Cambridgeshire County Council so is not innovative but it is difficult to argue that the design is unacceptable in the proposed location which is effectively part of an education campus comprising a secondary and primary school albeit with the pupils kept apart. It is not considered that the mass of the building and the proposed materials and colours will be significantly out of place in or detrimental to the surrounding area. For these reasons it is considered that there is insufficient justification to refuse the application on design grounds.
- 6.12 Policy SF/6 encourages the provision of publicly accessible art work on major developments and SCDC is seeking that it be included at this site. The applicants are not proposing to do so and their reasons are accepted. It was not a requirement of the planning permission for CVC but has subsequently been provided in the form of a serpentine structure in the paving at the front of the site which is in the public realm for both schools. It is recommended that further public art provision is not necessary.

Highways and Access

- 6.13 A principal concern of neighbourhood objections/issues with the application for the secondary school was the likely traffic congestion and disturbance in Lower Cambourne through school drop-offs and pick-ups close to the proposed main pedestrian access to the school off Swansley Lane. Similar concerns were raised by both Cambourne and Caxton Parish Councils, with the former recommending that more consideration be given to upgrading the existing pedestrian/cycle routes in Cambourne, including such measures as better lighting and road crossings, to act as an alternative to the use of routes through residential streets. CVC opened in September 2013 with 143 pupils,

approximately 20% of its planned capacity. All those who commented on the secondary school application and those living on Swansley Lane were notified about the current proposal; only two responses were received (see paragraph 4.21 above) one of which did refer to problems at drop off times. CAT has also expressed concerns that dropping primary school children off on Swansley Lane will create a hazard for CVC pupils on foot or bicycle.

- 6.14 CAT considers that the vehicular access to the site should be improved to allow the free flow of traffic at busy times. They also recommend that access be created from the business park, an option that was explored without success when the secondary school scheme was being developed. The planning permission for the secondary school is subject to conditions and a unilateral undertaking requiring that the impact of travel to school patterns and the impact on the surrounding neighbourhood will be monitored and mitigation measures implemented if found necessary. Whilst the monitoring procedure has been agreed, no results of the first monitoring events (due to take place in October 2013 and March 2014) have been submitted so it is assumed that they have not been undertaken. CAT's views on the potential impact of the primary school are somewhat compromised by the fact that they have not fulfilled their own obligations to undertake traffic monitoring and implement any mitigation measures that may be shown to be necessary.
- 6.15 The suitability of some of the existing paths that may be used by pupils walking or cycling to the new school has been challenged and it has again been suggested that the bridleway north of Lower Cambourne and south of the Business Park be upgraded. However, this matter was considered in the context of the secondary school application and it was concluded that the surfacing and lighting that would be necessary would "urbanise" this route contrary to the agreed nature of the outer pedestrian/bridleways in Cambourne as "greenways" and would also be detrimental to the habitat including a pond which has protected species (great crested newts).
- 6.16 The highway authority has assessed the additional information provided by the applicant and finds the proposed scheme and the rationale behind it acceptable subject to a revised Travel Plan incorporating a Parking Management Strategy being agreed prior to the occupation of the primary school and a full Travel Plan being in place within 9 months of first occupation. Impacts of "undesirable" travel behaviour will not always be easily attributable to pupils from one school or the other – one family could use Swansley Lane to drop off both primary and secondary age children. It is therefore considered reasonable and necessary to place the same obligations to monitor travel to school patterns on the management of the primary school as is already in place on CVC and to implement any mitigation measures that are necessary. It is assumed that they will undertake the work jointly.

Car and Cycle Parking

- 6.17 CVC was developed with 50 car parking and 23 drop-off spaces which is in accordance with policy TR/2. Both CAT and Cambourne Parish Council were of the view that this would be insufficient. The plans for the current scheme that were the subject of pre-application discussion and presented at the public exhibition showed a car park to serve the new primary school of 19 car parking spaces + 2 disabled in phase 1 with a further 10 in phase 2. They were to be located between the sweep of dropping off spaces for CVC and the pedestrian / cycle access to the main entrance. This was the arrangement that was presented to the Quality Panel who raised concerns about the role of the “bull’s eye” and access areas shared between both schools. The applicant’s response was that the “The number, type and location of the drop off and parking bays have evolved with reference to the standards set by the local planning authority. It is the applicant’s intention to look at the number of spaces due to user need rather than strict compliance with the standard.” The result, which is the scheme that is part of the submitted application, is for a 101 space car park (96 + 5 disabled) and 27 drop-off spaces which will be shared by CVC and the primary school. This was not discussed with the planning authorities before submission.
- 6.18 SCDC is concerned that the application does not explicitly refer to the remodelled car park with additional spaces being shared provision for both schools and community users. The applicant has suggested that this can be covered by the term “other associated infrastructure” that is in the description of the development. A normal interpretation of that phrase would be that it covers infrastructure associated with the development previously described and not otherwise listed in the description. Furthermore, it is clearly separate from the preceding clause which deals with the car and cycle parking. However, this is not considered to be a significant point. What is, is whether the proposed car parking provision complies with policy TR/2.
- 6.19 The car parking standards that are referred to in policy TR/2 state that there be a maximum of:

| | |
|------------------------------|--|
| Pre-school Establishments: | 1.5 spaces per 2 staff |
| Primary & Secondary Schools: | 1 space per 2 staff plus waiting facilities / 1.5 spaces per classroom |

The application for the secondary school was determined on the basis of 100 staff and the first clause of the relevant part of the standard set out above giving 50 car parking spaces (+3 disabled) with 23 waiting bays for drop off and pick up. The primary school will when phase 2 is developed have 35 staff and the pre-school 8. Under the same principles a maximum of 24 (18 + 6) car parking spaces should be provided plus waiting facilities. If both establishments are considered together the parking standards give a maximum of 74 spaces plus

waiting facilities. The proposal is for 96 (+ 5 disabled) plus 27 (an increase of 4) drop off spaces which significantly exceeds the standard. The applicant has referred to the parking standards in the emerging Local Plan which are the same but are “indicative, providing a guide to developers as part of a design-led approach whereby car parking provision is tailored to reflect the specific development in terms of its location (whether there are local services available which may reduce the need to travel long distances by car), the density of development, the mix of uses proposed, together with consideration of any ‘smart’ measures being incorporated into the development, (such as car clubs), which may reduce the level of need for private car parking. The Council will encourage innovative solutions such as shared parking areas, for example where there are a mix of day and night uses, car clubs and provision of electric charging points. The developer must provide clear justification for the level and type of parking proposed in the Design and Access Statement and/or Travel Plan, and will need to demonstrate they have addressed highway safety issues.” The applicant has argued that there are a number of factors that justify more parking spaces than the standards suggest: community use during school hours, CVC providing teacher training and overlap of teachers shuttling between the site and Comberton Village College.

- 6.20 Whilst there is clearly a desire by the schools and Cambourne Parish Council for car parking provision above the level set out in the parking standards and policy TR/2 this must be considered against the policies which promote more sustainable travel (TR/1) and mitigation of travel impact (TR/3). CVC and the new primary school will draw pupils from the settlement of Cambourne, much of which is within walking or cycling distance. Similarly, non-car modes of travel should be promoted to community users of CVC. Generous car parking will not help persuade people to walk or cycle.
- 6.21 Planning permission for CVC was granted on the basis that there would be 450 cycle parking spaces for pupils located along the eastern boundary of the site close to the pedestrian/cycle entrance with a further 20 spaces near the main entrance for staff and visitors. The latter were secured by planning condition and are covered. The planning application for CVC (Design and Access Statement Sept 11 Rev E) stated that the pupil cycle racks would be covered. However, only 40 are. The developer has been asked to honour the original commitment and cover the remaining 410 racks. It is acknowledged that the school population will grow by approximately 150 pupils year on year and has been suggested this be done in stages - to conform with the planning policy covered racks should be provided at a rate of 60% ie 90 per year. No response has been received to date.
- 6.22 The current application proposes providing cycle parking for pupils in accordance with the minimum standard referred to in policy TR/2 (54 + 20 scooters in phase 1 and 63 + 20 scooters in phase 2). It is the applicant's intention that these racks will be located next to the CVC

pupil racks but in a separate secure compound and will not be covered. A further 10 covered and lit spaces will be provided for visitors. The cycle parking standards are set out in Appendix 2 to the Development Control Policies DPD and their stated aim is to “assist in encouraging people to use a bicycle for some journeys in that they will be assured of a safe and secure place to park their bicycle at the beginning and end of their journey.” It goes on to say that most people store bicycles under cover at home and that “Cycle parking for employees should be, wherever practicable, covered and in a convenient, secure location.” The emerging Local Plan is more explicit: “For all other [than residential] developments cycle parking should be covered and in a convenient, secure location, with visitor parking located as near as possible to the main entrance of buildings.” Placing the pupil cycle racks in a lockable compound fulfils the security criterion and it is considered reasonable to expect school pupils to be treated equally with adult employees and provide them with covered cycle parking.

- 6.23 It is considered that in the interests of promoting sustainable travel, if permission is granted for the large, shared car park all cycle parking at the site should be under cover. The addition of a cover to the existing racks is not considered unreasonable and the CVC pupil cycle compound is within the application area of the current proposal so this, together with the primary school pupil cycle parking, can be secured by condition.

Sustainability, Renewable Energy and BREEAM

- 6.24 DPD policy DP/1 states that “Development will only be permitted where it is demonstrated that it is consistent with the principles of sustainable development, as appropriate to its location, scale and form”. Amongst other things development should where practicable maximise the use of renewable energy sources, incorporate water conservation measures and use sustainable drainage schemes (SUDS). Policy NE/1 requires that development achieves a high degree of measures to increase energy efficiency through location, layout, orientation, aspect and external design. Developers are encouraged to reduce the amount of CO₂ m³/year emitted by 10% compared to the minimum Building Regulation requirement. Policy NE/3 states that major developments (over 1,000m² floorspace) include technology for renewable energy to provide at least 10% of their predicted energy requirements. The County Council expects that its schemes will achieve a BREEAM rating of at least “very good”. Policy NE/12 requires the incorporation of all practicable water conservation measures and the submission of a Water Conservation Strategy prior to the commencement of development.
- 6.25 In support of the application, the applicant’s Planning Statement states that the development will achieve a BREEAM “Very Good” rating. A number of elements of the building’s design will help achieve this objective and improve the energy efficiency of the building including:
- (a) The use of an efficient building envelope to reduce heat loss

- (b) High levels of natural daylight
- (c) Gas fired air source heat pump to preheat water for the underfloor heating system
- (d) Roof areas designed to accommodate photovoltaic panels in the future
- (e) Daylight and presence detection to automatically switch off lighting when not required
- (f) Clerestory windows and roof lights to provide cross ventilation to teaching areas

- 6.26 SCDC does not accept the applicant's intention not to provide all practical water conservation measures as set out in the BREEAM Pre-Assessment report submitted with the application. The water consumption of WCs, taps and showers etc and provision of greywater/rainwater recycling can accrue up to 5 points for 55% improvement on standard. The proposed development is designed to achieve 2 points for 25% improvement. The applicant has stated that the water conservation measures are consistent with those accepted for CVC and for this reason it is considered that while policy NE/12 is not met in full the proposed development goes some way to minimising the use of water.
- 6.27 It is accepted that the proposed development broadly complies with the policies set out in paragraph 6.26 and expects to achieve BREEAM "very good". Whilst the proposal fails to meet the requirements of NE/3 in respect of provision of renewable energy SCDC's rationale for accepting the proposed air source heat pump is endorsed. It is recommended that planning conditions are imposed to ensure that, as a minimum, the standards set out in policies NE/1 and NE/12 are met.

Landscaping and biodiversity

- 6.29 The main structural boundary planting for the whole complex forms part of the CVC permission therefore the only matter that arises is the detailed hard and soft landscaping for the primary school itself. The landscape scheme includes meadow and natural habitat areas that will increase the biodiversity of the site. The proposals are considered appropriate for the primary school but to be successful need regular maintenance. This can be secured by planning condition and the proposed development is considered to comply with policies DP/1, DP/2, NE/4 and NE/6.

Flood risk, drainage and pollution control

- 6.30 The applicant's flood risk assessment has been accepted by the Environment Agency but detailed information is needed in respect of surface water and foul water drainage. This can be secured by condition and it is considered that the proposal is in accordance with policies DP/1, DP/3, DP/4 and NE/9.

Community use

- 6.31 Given the facilities available at CVC it is agreed that the primary school need not give a commitment to community use at this stage. However, the planning permission for the secondary school is subject to a condition requiring that a Community Use Scheme (CUS) be approved prior to occupation. The school is now in its third term and a satisfactory CUS has not been submitted. This matter is being pursued with the relevant parties.

Environmental health issues

- 6.32 The Environmental Health Officer (EHO) considers that conditions are necessary to safeguard the living conditions and quality of life of the occupiers of 8 properties on Swansley Lane that are approximately 50m from the development site boundary and 71m from the sports pitches.

7.0 CONCLUSION

- 7.1 The principle of locating Cambourne's fourth primary school alongside CVC was established when planning permission for the secondary school was considered. The design of the new school has attracted criticism from design professionals at SCDC and the Cambridgeshire Quality Panel but for the reasons set out in paragraphs 6.10 and 6.11 above it is not considered sufficient to refuse planning permission. There are a few areas of apparent conflict between the interests of CVC and the development of the new primary school, particularly in respect of the potential impacts of travel to and from school patterns. Had the two schools been the subject of a single planning application as recommended at the time by the planning authority such matters could have been assessed simultaneously. The traffic impacts can be managed by the implementation of a robust Travel Plan and Parking Management Strategy informed by the timely implementation of a travel to school monitoring scheme.

8.0 RECOMMENDATION

- 8.1 It is recommended that planning permission be granted subject to the following conditions:
1. The development hereby permitted shall be commenced not later than three years from the date of this permission.

Reason: In accordance with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by section 51 of the Planning and Compulsory Purchase Act 2004

Approved Plans

2. The development hereby permitted shall not proceed except in accordance with the details set out in the application documents as amended by the conditions of this decision notice, the materials set out in Alliance Planning email dated 4 February 2014 and the following

drawings:

P01 Rev B Location Plan dated 28/11/13
P02 Rev B Site Plan dated 28/11/13
P04 Rev A Ground Floor Plan dated 15/11/13
P05 Rev A First Floor Plan dated 15/11/13
P06 Rev A Roof Plan dated 15/11/13
P07 Rev C Elevations dated 21/01/14
P08 Rev A Sections dated 15/11/13
MMD-321727-E-DR-SK-ZZ-2151 Rev P3 External Site Services
Proposed External Lighting Layout General Arrangement MS3 dated
Dec 13
HBL-LS05 Rev PL1 Planning: Existing & Proposed Site Layout dated
29/11/13
HBL-LS03 Rev PL2 Planning: External Works Proposals dated
29/11/13
HBL-LS05 Rev PL2 Planning: External Works Proposals dated
29/11/13
Proposed Site Layout 1. July – August (Summer Holiday) 2014
Proposed Site Layout 2. September 2014 to July 2015
Proposed Site Layout 3. July – August (Summer Holiday) 2015

Reason: To define the permission and protect the character and appearance of the locality (policies DP/1, DP/2 & DP/3)

Traffic monitoring and highway improvements

3. The development shall not be occupied until a procedure for monitoring travel to school patterns and the impact on the surrounding neighbourhood together with appropriate thresholds for the consideration and implementation of mitigation measures has been submitted to and approved in writing by the County Planning Authority in consultation with the Highway Authority. Mitigation measures may include but not be limited to the layby referred to in condition 4. Procedures and mitigation measures shall be implemented and maintained in accordance with the approved details unless otherwise agreed in writing by the County Planning Authority

Reason: In the interests of highway safety and to mitigate the impact of travel to the school (DP/1, DP/2, DP/3, TR/1, TR/3 and TR/4)

4. If it is demonstrated to be necessary by the monitoring of travel to school patterns required by condition 3 at least 55 metre of laybys shall be installed along School Lane prior to the second year of operation. The detailed design of these measures shall be agreed with the County Planning Authority in consultation with the Highway Authority.

Reason: To ensure the safe and efficient operation of the highway (policies DP/1, DP/2, DP/3, TR/1, TR/3 & TR/4)

Travel Plan

5. The development shall not be occupied until a Travel Plan incorporating a Parking Management Strategy has been submitted to and approved in writing by the County Planning Authority in consultation with the Highway Authority. The approved plan/strategy shall be implemented in full.

Reason: To ensure the safe and efficient operation of the highway and promote sustainable travel (policies DP/1, DP/2, DP/3, TR/1, TR/3 & TR/4)

6. Within 9 months of first occupation of the development a full Travel Plan shall be submitted to and approved in writing by the County Planning Authority in consultation with the Highway Authority. The approved plan shall be implemented in full.

Reason: To ensure the safe and efficient operation of the highway and promote sustainable travel (policies DP/1, DP/2, DP/3, TR/1, TR/3 & TR/4)

Surface water drainage

7. No development shall commence until a detailed surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the County Planning Authority. The scheme shall be fully implemented and subsequently maintained, in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed in writing by the local planning authority. The scheme shall also include details of how the scheme shall be maintained and managed after completion.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, and ensure future maintenance of the system (policies DP/1, DP/3 & NE/9)

Foul water drainage

8. No development shall commence until a foul water drainage scheme for the site has been submitted to and approved in writing by the County Planning Authority. The scheme shall be fully implemented and subsequently maintained in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed in writing by the County Planning Authority. The scheme shall also include details of how the scheme shall be fully monitored during implementation.

Reason: To prevent the increased risk of flooding and/or pollution of the water environment and to ensure no surface or ground water infiltration in the receiving system (policies DP/1 & NE/9)

Construction noise, vibration and dust

9. No construction work or construction collections from or deliveries to the site shall take place other than between the hours of 0800 to 1800 on Monday to Friday and 0800 to 1300 hours on Saturdays. No construction works or collection / deliveries shall take place on Sundays, Bank or Public Holidays.

Reason: To ensure the environmental impact of the construction of the development is adequately mitigated and to protect the amenities of nearby residential properties (NE/15 & DP/6)

10. No development shall take place until a Construction Environmental Management Plan has been submitted to and been approved in writing by the Council. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan should include, but not be limited to:

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Arrangements for liaison with the Council's Environmental Health Team
- All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the County Planning Authority, shall be carried out only between the following hours:
08 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 13 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays unless agreed with the County Planning Authority.
- Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within the permitted hours detailed above.
- Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Control measures for dust and other air-borne pollutants. This must also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.

Reason: To protect the amenities of nearby residential properties (policies NE/16 & DP/6)

- Operational Noise Impact Fixed Plant / Equipment & School Building
11. No development shall take place until an assessment on the potential for noise from the development affecting residential or commercial

properties in the area has been submitted to and been approved in writing by the County Planning Authority. The assessment shall include noise from the main hall and studio including consideration of ventilation provision/requirements and for associated plant/equipment.

If the assessment indicates that noise from the development is likely to affect neighbouring affecting residential or commercial properties then a detailed scheme of noise mitigation measures shall be submitted to and approved in writing by the County Planning Authority prior to the commencement of the development.

The noise mitigation measures shall be designed so that nuisance will not be caused to the occupiers of neighbouring noise sensitive premises by noise from the development.

The noise assessment shall be carried out by a suitably qualified acoustic consultant/engineer and shall take into account the provisions of National Planning Policy Framework: Planning and Noise, BS4142: 1997. "Method of rating industrial noise affecting mixed residential and industrial areas" and BS 8233: 1999 "Sound Insulation and Noise Insulation for Buildings - Code of Practice".

The approved scheme shall be implemented prior to the commencement of the use and be permanently maintained thereafter.

Reason: To protect the amenities of nearby residential properties (policies NE/16 & DP/6)

12. There shall be no commercial / retail serving related deliveries and or collections outside the hours of 0800 hrs and 2100 hrs on Monday – Saturday and not at all on Sundays, bank and public holidays.

Reason: To avoid unreasonable disturbance outside normal working hours to nearby residential properties (policies NE/16 & DP/6)

Noise Impact of External Activities (sports and play)

13. The use of all external areas including general communal / play / access areas, sports or other pitch, games courts and outdoor teaching spaces shall only be permitted between 0800 to 1900hrs Monday to Saturday and not at all on Sundays, bank or other public holidays.

Reason: To avoid unreasonable disturbance outside normal working hours to nearby residential properties (policies NE/16 & DP/6)

Odour Control

14. No development shall commence until details of equipment for the purpose of extraction and/or filtration and/or abatement of fumes and or odours having particular regard to kitchens and similar, has been submitted to and approved in writing by the County Planning Authority.

The approved extraction/filtration/abatement scheme/s shall be installed before the use hereby permitted is commenced and shall be and retained thereafter. Any approved scheme / system shall not be altered without prior approval.

Any approved fume filtration/extraction system installed, shall be regularly maintained in accordance with manufacturer specification to ensure its continued satisfactory operation to the satisfaction of the County Planning Authority.

Informative: It is suggested that documentary evidence including receipts, invoices and copies of any service contracts in connection with the maintenance of the extraction equipment, is kept, preferably at the premises and is available for inspection by officers of the County Planning Authority, to facilitate monitoring of compliance with this condition.

Reason: To protect the amenity of future residential premises (policies NE/16 & DP6)

Artificial lighting

15. No development shall commence until an artificial lighting scheme, to include details of any external lighting of the site such as street lighting, floodlighting, security / residential lighting and an assessment of impact on any sensitive residential premises on and off site, has been submitted to and approved in writing by, the County Planning Authority. The scheme shall include layout plans / elevations with luminaire locations annotated, full isolux contour map / diagrams showing the predicted illuminance in the horizontal and vertical plane (in lux) at critical locations within the site and on the boundary of the site and at adjacent properties, including consideration of glare (direct source luminance / luminous intensity in the direction and height of any sensitive residential receiver) as appropriate, hours and frequency of use, a schedule of equipment in the lighting design (luminaire type / profiles, mounting height, aiming angles / orientation, angle of glare, operational controls) and shall assess artificial light impact in accordance with the Institute of Lighting Professionals "Guidance Notes for the Reduction of Obtrusive Light GN01:2011".

The approved lighting scheme shall be installed, maintained and operated in accordance with the approved details / measures.

Reason: To protect local residents from light pollution / nuisance and protect / safeguard the amenities of nearby residential properties (policy NE/14)

Sports pitch provision and use

16. The sports pitch shown on drawing no HBL-LS04 Rev PL2 shall be available for use prior to the occupation of the development hereby

approved.

Reason: To ensure that the school has sufficient sports pitch provision (policy DP/3)

Cycle parking

17. The development shall not be occupied until the primary school pupil cycle and scooter parking facilities and the secondary school pupil cycle parking facilities are installed and covered in accordance with a scheme that has been submitted to and approved in writing by the County Planning Authority.

Reason: To encourage use of bicycles and scooters by pupils and discourage use of private cars (policies DP/1, DP/2, DP/3, TR/2 & TR/4)

Landscape and biodiversity enhancement and maintenance

18. No development shall take place until a scheme for the management of the soft landscaping shown on drawings HBL-LS05 Rev PL1, HBL-LS03 Rev PL2 and HBL-LS05 Rev PL2 has been submitted to and approved in writing by the County Planning Authority. The approved scheme shall be implemented in full.

Reason: In the interests of landscape character and nature conservation (policies DP/1, DP/2, NE/4 & NE/6)

19. If within a period of 5 years from the date of planting of any tree, that tree, or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, becomes in the opinion of the County Planning Authority, seriously damaged or defective, another tree of the same species and size as that originally planted shall be planted in the same place, unless the County Planning Authority gives its written consent to any variation.

Reason: In the interests of landscape character and nature conservation (policies DP/1, DP/2, NE/4 & NE/6)

Fire hydrant

20. No development shall commence on site until a scheme has been submitted for the provision of fire hydrants for the benefit of the development in a location agreed with the Council in consultation with the Fire and Rescue Service. The development shall not be occupied until the hydrants have been provided to the satisfaction of the County Planning Authority in consultation with the Fire and Rescue Service.

Reason: To ensure that there is a sufficient and accessible water supply for fire fighting

Sustainability measures

21. The air source heat pump shall be fully installed and operational prior

to the occupation of the development and shall thereafter be maintained in accordance with the manufacturer's recommended maintenance programme. The air source heat pump shall remain fully operational in accordance with the maintenance programme for the duration of the development.

Reason: In the interests of reducing carbon dioxide emissions (policies DP/1, NE/1 & NE/3)

22. Within 1 year of the first occupation of the development a certificate following a post-construction review shall be issued to the County Planning Authority by an approved BREEAM Assessor indicating that a BREEAM rating of Very Good or better has been met. In the event that such a rating is replaced by a comparable national measure of sustainability for building design, the equivalent level of measure shall be applicable to the proposed development.

Reason: In the interests of reducing carbon dioxide emissions and promoting the principles of sustainable construction and efficient use of buildings (policies DP/1, NE/1 & NE/3)

| Source Documents | Location |
|-----------------------------------|----------|
| Planning application file S/01898 | |