

KEY INFORMATION

Ward Douglas

Proposal

Erection of new primary school and associated facilities

Address

Land West of Balloch Place,
Dundee

Applicant

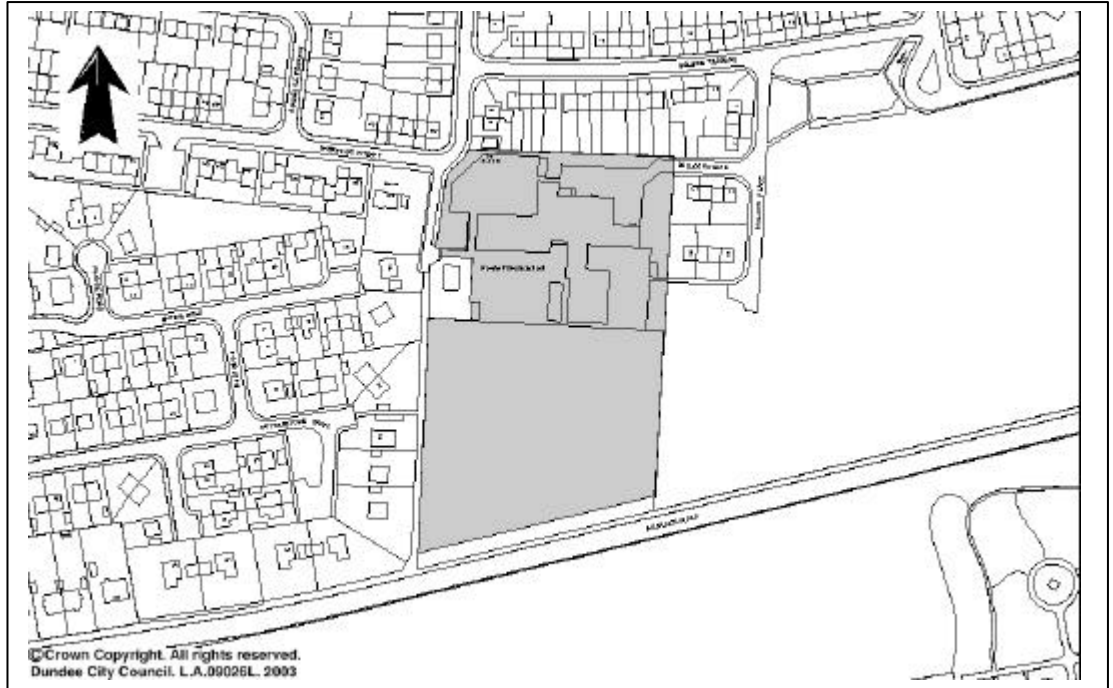
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Registered 11 Nov 2005

Case Officer Iain Ross



Proposed New Primary School in Balloch Place

The erection of a new primary school and associated facilities is **RECOMMENDED FOR APPROVAL subject to conditions**. Report by Director of Planning and Transportation

RECOMMENDATION

The proposed development is considered to be in compliance with the provision of the development plan and there are no material considerations which indicate that an exceptional refusal of planning permission is warranted. The application is recommended for **APPROVAL** subject to conditions.

SUMMARY OF REPORT

- Planning permission is sought for the construction of a new primary school with community use elements, pedestrian and vehicular access arrangements, external play areas recreation pitch, environmental garden and associated incidental open spaces and landscaping on land west of Balloch Place.
- Planning permission in outline was granted in 2003 for a similar proposal on the same site.
- In terms of the development plan there are no Structure Plan policies of relevance. However the application falls to be judged against Policies 1, 68, 72 and 56 of the Dundee Local Plan 2005. This plan was adopted by the Council in August 2005. For the reasons specified in the report it is considered that the proposals comply with the provisions of the development plan.
- Turning to other material considerations issues of appropriateness of land use; the provisions of the approved site planning brief; layout, design and the use of materials; drainage; tree protection and landscaping; noise and air quality; access and parking and the views of consultees and the general public (2 letters of objection/representation) have been considered as outlined in the report.
- It is considered that a primary school and the facilities proposed is an appropriate land use for this site and having taken all the material considerations together none of them indicates that an exceptional refusal is merited in the face of the proposals compliance with the development plan.

DESCRIPTION OF PROPOSAL

Planning permission is sought for the construction of a primary school comprising : nursery, infant, primary and SEN departments; games hall and ancillary internal facilities; a grassed pitch environmental garden; external surfaced play areas; incidental open spaces; car parking on land within the grounds of the existing Powrie Primary School, west of Balloch Place.

The proposed school has accommodation to provide facilities for a school role of 80 nursery age children; 444 primary age children and 24 Special Educational Needs pupils with hearing impairment. Community facilities are provided allowing the opportunity for school facilities to be enjoyed by the local community in accordance with the Council's policy on letting of school property. The applicants have confirmed that the grassed pitch to be located to the south west corner of the site will not be available for community use and that no floodlighting of this facility is involved.

The proposals consist of 4284m² of internal accommodation. The application site occupies the same site which obtained outline planning permission for a similar facility in 2003 (see Planning History below).

Vehicle access to drop of areas, car parking and servicing is to be from Balloch Place. Pedestrian access/egresses are proposed at Balloch Place and Balbeggie Street. A pedestrian crossing facility is indicated to be provided outwith the site boundary on Balloch Place. 38 staff, visitor and drop off parking spaces (nursery and SEN pupils only) are to be provided with an additional 22 overflow parking spaces being made available within the infant playground area should these be exceptionally required for events outwith normal school hours. Cycle racks are to be provided at two locations within the site.

Foul and attenuated surface water connections are to be made to the adjacent Scottish Water maintained sewer.

The Design Statement submitted by the applicants comprehensively provides a detailed description of the

proposals, the design philosophy adopted in response to the Council's brief which related educational and community requirements to the most efficient and effective design of internal and external spaces, landscaping, access and parking. The proposed buildings are located on an approximate NW/SE orientation on the centre of the site overlapping the site of the existing school buildings. The siting and form of the building responds to the site by providing a frontage which addresses the two entrances to the site creating a clear division between semi-public space to the north and the secure playground to the south. The teaching block is aligned 90 degrees to Arbroath Road to minimise the impact of traffic noise and allow the adjacent open space to link into the site. The design process has been educationally led yet has resulted in an innovative design



externally. The proposed grass pitch, environmental garden and enhanced landscaping is to be located to the south. The proposed building plan is to have three wings : a 'community wing' to include gymnasium, dining / assembly area and various rooms for shared community use on a ground floor level with function dictating its appearance as a two storey building; a smaller 'nursery school wing' providing classrooms on a single storey with access to secured external play spaces; and an infant/primary school classroom wing on two levels. The materials proposed to be used are:

Walls : Mostly white smooth render with various coloured render elements (white, orange, yellow, blue and grey) introduced to distinguish the various functional elements of the building; high level cladding in PPC or equivalent finish (final colours to be agreed)

Windows: Glazing in PPC aluminium has a vertical emphasis on both storeys punctuated by grey render.

Roofs : Standing seam, stucco embossed mill finish aluminium sheeting.

External Surfaced areas : PCC slabs with coloured aggregate and coloured asphalt.

Boundary fences : The perimeter fencing will be 2m in height open mesh supported by steel posts. Inner security fencing will be of similar construction but 1.5m in height.

Trees and Landscaping : There are several mature and semi mature trees on the site located around the periphery of the site and adjacent the play areas. It is proposed to remove two of these trees which are either dead or diseased. However it is clear from the submitted plans that further trees will require to be removed to facilitate the development.

The applicants have supported their application with the following information:

- a Design Statement which outlines factual information about the proposal, the philosophy which guided the approach to the design of the building and external spaces;
- b A School Access Strategy and School Travel Plan Framework which together address issues of traffic generation, access for pedestrians and vehicles, parking/dropping off and proposals for the encouragement of pupils and staff to walk, cycle, car share or use public transport.
- c A Tree Survey and proposed Landscaping Plan which together indicate the location and condition of trees to be retained and where trees are to be removed proposals for replacement planting and other landscaping works.
- d A Public Art Strategy which outlines proposals for meeting the Council's commitment to encouraging public art.
- e A general lighting and CCTV location plan.

SITE DESCRIPTION

The application site is located to the north of Arbroath Road; to the east of a public footpath linking Arbroath Road with Balbeggie Street and the vehicular access to a property on Balbeggie Street; to the south of the rear gardens of residential properties on Balunie Terrace ; and to the west of properties on Balloch Place and playing fields. The application site extends to approximately 1.85 hectares which presently accommodates the now vacant buildings of Powrie Primary School and associated play space and car parking. The previous vehicular and pedestrian accesses to the school (servicing and staff parking) was from Balloch Place (north) with further pedestrian access for pupils from Balbeggie Street and Balloch Place (south). The proposal is located in a predominately residential area comprised mainly of family housing and flats. The site is highly visible from the busy district distributor road (Arbroath Road) to the south. The surrounding streets are lit and have no parking restrictions except at the school access point off Balbeggie Street.

POLICY BACKGROUND

The development plan comprises the Dundee and Angus Structure Plan 2001-2016 (approved by Scottish Ministers with amendments in October 2002) and the Dundee Local Plan Review(adopted in August 2005)

Dundee and Angus Structure Plan 2001-2016

There are no policies relevant to the determination of this application.

Dundee Local Plan Review 2005

The following policies are of relevance:

Policy 1 : Vibrant and Sustainable Communities

This policy indicates that the City Council will promote vibrant communities, encouraging the development of an appropriate range of services and facilities close to and within housing areas. New development should be in accordance with other policies of the plan and seek to minimise any effect on the environmental quality enjoyed by local

residents by virtue of design, layout, parking and traffic movement issues, noise or smell.

Policy 68 : Dual Use of Open Space within School Grounds

This policy recognises that school grounds can provide opportunities for both formal sports and informal community recreational activities outwith school time.

Policy 72 : Trees and Urban Woodland

This policy indicates that new developments must have regard to existing healthy trees and where appropriate development proposals must be accompanied by a tree planting and landscaping scheme.

Policy 56 : Public Art

This policy indicates that the Council will support and promote public art in new construction projects.

Scottish Planning Policies, Planning Advice Notes and Circulars

The following statements of Government policy are relevant to the determination of this application :

- a Designing Places : A Policy Statement for Scotland which promotes excellence and best practice in the design of buildings and the spaces around buildings and includes reference to the preparation of Design Statements by applicants for planning permission.
- b NPPG 11 : Sport, Physical Recreation and Open Space (1996) : This policy document advises against the redevelopment of playing fields and sports pitches unless it can be demonstrated that alternative provision is to be made or that in terms of a long term strategy there is excess provision which justifies the loss.
- c NPPG 17 : Transport and Planning (1999). This policy document promotes an integrated approach to land use, economic development, transport and the environment.
- d SPP 17 Addendum "Transport and Planning: Maximum Parking Standards" (2003). This document encourages Councils to adopt maximum car parking standards for certain categories of development to facilitate the use

of alternative modes of transport to the car in the interests of sustainable development.

Non Statutory Statements of Council Policy

Reference is made to the decisions of the Council in May and December 2003 in respect of a consultation exercise which was undertaken into draft site planning briefs for each of the proposed PPP school sites. This exercise subsequently informed the design process which followed. Reports 320-2003 and 655-2003 are relevant.

LOCAL AGENDA 21

Key Theme 4 is of relevance and seeks to ensure that local needs are met locally. The theme seeks to encourage the use of school buildings for community uses.

Key Theme 7 is also relevant and seeks to ensure that access to facilities, services, goods and people is not achieved at the expense of the environment and are accessible to all.

The replacement primary school, nursery school and the provision of community facilities will maintain and improve existing facilities for residents in the surrounding area.

Key Theme 12 is also relevant and seeks to ensure that opportunities for culture, leisure and recreation are readily available to all. The incorporation of community provision in the proposals will meet the aims of this key theme.

SITE HISTORY

Conditional planning permission was granted in outline on this site for a replacement primary school with community facilities, playing field external play space and parking on 28 May 2003 (Application 03/00163/OUT refers).

The application now before the Council is a full planning application requiring the discharge both of the principle of the land use proposed and also comprehensive details of the development as a whole.

PUBLIC PARTICIPATION

The applicant has carried out the statutory notification of neighbours.

Two valid objections have been received. Copies may be viewed in the Member's Lounges. Objectors have raised the following issues which are discussed in the "Observation" Section below:

- a Concerns relating to the likely adverse effects on Baluniefield Road (parking, access, noise and smell) resulting from construction works;
- b Potential for drainage problems resulting from construction works;
- c Inadequacy of perimeter fencing;
- d Parking, access and pedestrian safety issues at Balloch Place.

CONSULTATIONS

The following consultations were undertaken the following comments were received:

- a Scottish Water. No objections received.
- b Scottish Environmental Protection Agency. No objections received.
- c SportsScotland has indicated that it has no objection to the proposals. However sportsScotland has recommended the use of a synthetic surface rather than natural grass on the proposed pitch to accommodate a full range of physical recreation and Active Schools use throughout the year.
- d The Director of Environmental Health and Trading Standards has indicated that as it has not been possible for the applicant to specify the precise design of plant and machinery it is appropriate to apply a condition, should planning permission be granted, to control noise output. The applicants have agreed to this approach. The Director is also satisfied that as the proposed pitches are to be confined to school use only noise breakout sufficient to disturb the amenity of neighbours should not be an issue.
- e The Director of Contract Services has no objection to the proposals and supports the imposition of a condition concerning the submission of supplementary landscaping information.

OBSERVATIONS

In accordance with the provisions of Section 25 of the Act the Committee is required to consider:

- a whether the proposals are consistent with the provisions of the development plan; and if not
- b whether an exception to the provisions of the development plan is justified by other material considerations.

The Development Plan

The provisions of the development plan relevant to the determination of this application are specified in the Policy Background section above.

It is considered that the proposals comply with the provisions of the development plan as follows :

Policy 1 : The proposal will result in a new and improved education facility being provided at an appropriate location within the Douglas community. The proposals also incorporate facilities for community use. Planning permission was granted in outline in 2003 for a similar scale of proposal and therefore the principal of the continued use of the site for education and community use purposes has been established and there have been no material change in circumstances since that date which would lead to a different view being adopted. As indicated in greater detail below it is considered that the proposals are satisfactory in terms of their location on the site, their design and relationship with neighbouring land uses. The submitted Schools Access Strategy has been assessed. As indicated below local residents have raised concerns about traffic related matters and these are addressed in detail below. Subject to the terms of proposed conditions as indicated it is considered that the in terms of this policy the proposals are satisfactory in relation to matters of design and traffic considerations. Again, as indicated below, the proposals give no cause for concern in terms of noise generation or issues of air quality. Accordingly it is concluded that the proposals are compliant with the terms of this policy.

Policy 68: The proposals incorporate facilities which are intended for use by the local community subject to the letting policies of the Council as Education Authority. The Council's

approved Pitch Strategy 2005-2011 considered the balance between supply and demand across a variety for pitches within and outwith school grounds across a variety of sports. The potential availability for dual use of the proposed pitch was not included in that assessment. Accordingly, whilst Policy 68 continues to have general application, it is not appropriate to enforce its provisions in respect of this application.

Accordingly it is concluded that the proposals are compliant with the terms of this policy.

Policy 72 : The applicants have provided a tree survey and landscaping plan to complement their proposals. As indicated on the schedules accompanying these plans approximately twenty three mature and semi mature trees are present on the site with two requiring to be removed by reason of their condition. However it is clear that the proposals will require additional trees to be felled. However landscaping plans submitted by the applicants indicate that additional landscaping is proposed and that an environmental garden is developed. Given the scale of the proposals, the necessary orientation of the new school building it is considered that reasonable attempts have been made to safeguard as many existing health trees as possible. New planting will compensate for the loss of existing trees. Accordingly it is concluded that the proposals are compliant with the terms of this policy.

Policy 56 : The applicants have submitted a public art strategy in support of their application. This proposes the dedication of a specified financial contribution for the provision and development of public art within each of the new school projects including Douglas. In addition, for the PPP project as a whole the applicant has agreed to finance the employment of an artist to work with the school communities to promote the strategy proposed. Given the scale of each individual project it is considered that, although the 1% for art criterion specified in the policy is not met, it is considered that the proposed strategy is imaginative in educational terms and will develop into the future as the school becomes established in the community. Accordingly it is concluded that the proposals are acceptable as a justifiable compromise

solution within the broad objectives of the policy.

It is concluded from the foregoing that the proposals comply with the provisions of the development plan.

Consequently, the application falls to be considered in terms of other material considerations to determine whether an exceptional refusal of planning permission is merited.

Other Material Considerations

The other material considerations to be taken into account are as follows:

- a Is the establishment of an educational use on the application site acceptable in principle?
- b Is the layout of the building(s) and other facilities on the site acceptable taking into account surrounding land uses and their proximity and is design of the building and the use of materials acceptable?
- c Are the vehicular/pedestrian access arrangements and on site car parking satisfactory in the context of the School Access Strategy and the School Travel Plan Framework for the development?
- d Does the proposal comply with the approved Site Planning Brief?
- e Are the proposals for the retention of any existing trees and landscaping appropriate?
- f Are the proposals for foul and surface water drainage acceptable?
- g Are there any issues relating to noise or air quality?
- h Are there any issues raised by statutory consultees, notifiable neighbours and the general public which indicate that planning permission ought to be refused?

Each issue is considered in turn below:

- a The principle of educational use. The present use of the site is for educational purposes. The principle of establishing a new school of an equivalent size on this site was established by the grant of an outline planning permission in 2003 it is considered that this land use issue is discharged.

- b Layout and design of the building(s) and exterior spaces. A considerable amount of pre application discussion with the applicant's agents has taken place on many aspects of the proposal's detail. The layout of the buildings on the site, their design and the materials to be used are in summary described above and in greater detail in the submitted Design Statement. The distribution of uses on the site is appropriate given the location of adjacent housing and the likely impact of the development when viewed from perimeter roads. The site is not located in a conservation area. Nor are any listed buildings present which might have influenced design matters. In the light of the design approach and justification summarised above and contained in more detail in the submitted Design Statement, the design of the school building is satisfactory in this context and the use of colour and the application of a palette of varied materials, to be confirmed through the application of a condition, will add to the elevational interest. Although the details supplied concerning perimeter security fencing appear acceptable in principle it is appropriate to apply a suitable condition to cover all matters of detail to discharge the concerns of objectors.
- c Vehicular/pedestrian access arrangements and on site car parking. The submitted School Access Strategy and School Travel Plan Framework have been assessed in the light of the concerns raised by objectors. The School Access Strategy Report submitted by the applicant's transport consultants provides an assessment of existing facilities; discusses the estimated mode share characteristics and relates them to the future catchment area of the new school; identifies key issues in relation to travel to school and provides recommendations to improve safe and sustainable access to the school. The Strategy recommends the implementation of a number of off site measures to ensure that the impact of the proposals are minimised. Specifically it is recommended

that consideration should be given to the provision of dropping off facilities on Balloch Place in order to lessen the potential for vehicle/pedestrian conflict near the pedestrian access on Balbeggie Street. It is considered that there is scope for providing this facility in the area of the existing turning point on Balloch Place and his issue can be covered by a suitably worded condition should permission be granted. In addition conditions are appropriate to govern the design and implementation of the proposed pedestrian crossing facility off site on Balloch Place and the implementation of the Strategy in general. This approach is acceptable to the applicant. On site parking facilities comply with the 50% levels required by the Council in relation to staff and visitor parking. The framework for a proposed School Travel Plan has been assessed and found to be satisfactory and its implementation can be governed by a suitably worded condition. In all other respects the access and related traffic issues associated with the application are found to be satisfactory.

- d Compliance with the approved Site Planning Brief. The function and relevance of the brief is outlined above. The client and architect had reference to the approved brief (following community consultation) in bringing forward detailed proposals. Therefore it is not to be expected that the final proposals match the brief in all detail and in this instance the broad term of reference of the brief are compatible with the application proposals.
- e Existing trees and landscaping. As indicated earlier details have been provided and the Director of Contract Services has no objection. This aspect of the proposals is considered to be satisfactory subject to the imposition of a condition requiring the submission of additional information. The applicant is agreeable to this course of action.
- f Foul and surface water drainage issues. Both foul and surface

water are to be connected to the public sewer. Scottish Water and SEPA have considered the proposals and have no objection.

g Noise or air quality issues. The proposals are considered to have no air quality implications and provided a standard condition is attached concerning any noise breakout there may be from plant and machinery the head of Environmental Health and Consumer Protection has no objections to the proposals.

h Issues raised by statutory consultees, notifiable neighbours and the general public. No objections have been raised by statutory consultees. The nature of objections by neighbours is indicated above. The concerns relating to traffic and associated matters has been dealt with above in relation to the assessment of the School Access Strategy and its requirements concerning enhanced turning facilities in particular.

An element of temporary disruption is to be expected during the construction phase of a project of this scale. However these aspects are best controlled and monitored by the Council, as environmental health and roads authorities.

As indicated above although the boundary treatment proposals are considered to be satisfactory, further details of boundary fencing should be the subject of condition should the application be approved.

It is concluded from the foregoing that insufficient weight can be accorded to any of the material considerations such as to justify the refusal of planning permission contrary to the provisions of the development plan.

It is therefore recommended that planning permission be granted with conditions relating to the submission of construction material, fencing and landscaping details; the protection of existing trees to be retained; compliance with the School Travel Plan Framework, the recommendations of the School Access Strategy the Public Art Strategy, and landscaping details; drainage; and the provision of off site dropping off and pedestrian crossing facilities as detailed above.

Design

The content of the Design Statement and the other information submitted by the applicant has been considered as outlined above and it is considered that the design of the buildings and external spaces and the use of materials are appropriate for their function and setting in the local community.

CONCLUSION

It is concluded that the proposal complies with the provisions of the development plan. The principal of locating a primary school and all the related facilities proposed on this site is acceptable in land use and design terms subject to conditions.

RECOMMENDATION

It is recommended that planning permission be GRANTED subject to the following conditions:

- 1 The development hereby permitted shall be commenced within five years from the date of this permission
- 2 Samples of the finishing materials proposed to be used shall be submitted to the Council for approval and if approved the development shall be carried out only in accordance with such approved details.
- 3 Details and samples of all boundary treatments shall be submitted to the Council for approval and if approved the development shall be carried out only in accordance with such approved details.
- 4 Development shall not begin until a scheme of landscaping has been submitted to and approved in writing by the Council. Details of the scheme shall include:
 - a an indication of existing trees, shrubs and hedges to be retained and removed;
 - b arrangements for the protection, during construction works, of trees, shrubs and hedges to be retained in accordance with revised BS5837,2005;
 - c the location of proposed new trees, shrubs and hedges keyed to a schedule

of species, plant sizes and density/numbers;

d a programme for the undertaking of the landscaping works and arrangements for subsequent maintenance.

For the avoidance of doubt all landscaping works shall be carried out in accordance with the scheme to be approved in writing by the Council

- 5 The design and installation of any plant, machinery or equipment shall be such that any associated noise complies with NR35 as measured 1 metre from the facade of any residential property.
- 6 A School Travel Plan shall be prepared and submitted in writing to the Council for approval in accordance with the details contained in the submitted School Travel Plan Framework submitted to the Council by the applicant under cover of their letter of 16 November 2005.
- 7 The Public Art Strategy for the proposed school shall be implemented in accordance with the provisions of the strategy received by the Council on 22 December 2005.
- 8 Details of the proposed surface and foul drainage arrangements shall be submitted for the written approval of the Council in consultation with Scottish Water and the Scottish Environmental Protection Agency prior to the commencement of the development hereby approved. If approved the proposed arrangements shall be carried out only in full accordance with such approved details.
- 9 The grass pitch indicated on the approved plans shall be for school use only and shall at no time be made available for shared community use.
- 10 Details of enhanced vehicle turning facilities on Balloch Place shall be submitted to the Council for approval and if approved the development shall be carried out only in accordance with such approved details. The agreed facilities shall be operational

prior to the first occupation of the development.

- 11 The Access Strategy for the proposed school shall be implemented in accordance with the findings and recommendations of the strategy document received by the Council on 6 January 2006.

Reasons

- 1 To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997
- 2 To ensure that the proposed development has a satisfactory external appearance in the interests of the visual amenities of the area.
- 3 To ensure that the proposed development has a satisfactory external appearance in the interests of the visual amenities of the area.
- 4 To ensure the retention of existing landscaping worthy of protection and to ensure the satisfactory appearance of the development in the interests of the amenity of the area.
- 5 In the interests of residential amenity.
- 6 To encourage alternative travel options to reduce the number of vehicle trips to the school and to raise awareness about travel issues such as air pollution and road safety.
- 7 In support of Policy 56 of the Dundee Local Plan Review 2005
- 8 In order to ensure the proper drainage of the site.
- 9 In the interests of the amenity of nearby residents.
- 10 In the interests of vehicular and pedestrian safety.
- 11 In the interests of pedestrian safety.