

Development Control Committee

Report Title:	SCC\0160\16 Change of Use from Caretakers Bungalow to Early Year Provision: Dale Hall Primary School, Dale Hall Lane, Ipswich, Suffolk, IP1 4LX
Meeting Date:	14 September 2016
Lead Councillor(s):	Councillor Peter Beer
Local Councillor(s):	Councillors Inga Lockington and Sarah Adams
Director:	Geoff Dobson, Director of Resource Management
Assistant Director or Head of Service:	John Pitchford, Head of Planning
Author:	Anita Seymour, Development Manager Telephone: 01473 264747

Brief summary of report

1. The proposal is for change of use of a former caretaker's bungalow to an Early Years facility.
2. Two representations have been received raising current parent parking issues in the vicinity of the school and barking dogs.

Action recommended

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| <ol style="list-style-type: none"> 3. That planning permission is granted subject to the following conditions. <ol style="list-style-type: none"> 1) The development shall commence within three years of the date of this permission
<i>Reason: Imposed in accordance with Section 91 of the Town & Country Planning Act 1990</i> 2) The development, uses and associated activities hereby approved shall only be carried out in accordance with: <ol style="list-style-type: none"> a) The Application Form dated 30 June 2016 and accompanying Planning Application Supporting Statement.
<i>Reason: To ensure that new development is completed in accordance with submitted details.</i> 3) Before the use commences details of a 2.4m close boarded fence along the boundary of the property with 149 Dale Hall Lane shall be submitted to and approved in writing by the County Planning Authority the approved fence shall be erected prior to the use approved under this planning permission commences and thereafter retained.
<i>Reason: In the interest of residential amenity.</i> |
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Highways

- 4) The building shall not be occupied until the existing vehicular access has been improved, laid out and completed in all respects in accordance with SCC drawing DM13; with an entrance with of 3.0m. Thereafter the access shall be retained in the specified form.

Reason: In the interests of highway safety to ensure that the layout of the access is properly designed, constructed and provided before the development is commenced.

- 5) Before the access is first used 2.0mx2.0m pedestrian visibility splays shall be provided as shown on SCC Drawing No. DM13 and thereafter retained in the specified form. Notwithstanding the provisions of Part 2 Class A of the Town & Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no obstruction over 0.6m high shall be erected, constructed, planted or permitted to grow within the areas of the visibility splays.

Reason: To ensure vehicles exiting the drive would have sufficient visibility to enter the public highway safely.

- 6) Before the development is commenced details shall be submitted to and approved in writing by the County Planning Authority showing means to prevent the discharge of surface water from the development onto the highway. The approved scheme shall be carried out in its entirety before the access is first used and shall be retained thereafter in its approved form.

Reason: To prevent hazards caused by flowing water or ice on the highway.

- 7) Prior to the commencement of development details of secure cycle parking shall be submitted to, and agreed in writing by, the County Planning Authority. The approved cycle parking shall be implemented before occupation of the building and thereafter retained.

Reason: To encourage alternative modes of transport and in accordance with Development Plan Policies DN16 and DM19.

- 8) Before building is first occupied details of the areas to be provided for [LOADING, UNLOADING] manoeuvring and parking of vehicles including secure cycle storage shall be submitted to and approved in writing by the County Planning Authority. The approved scheme shall be carried out in its entirety before the development is brought into use and shall be retained thereafter and used for no other purpose.

Reason: To ensure the provision and long term maintenance of adequate on-site space for the parking and manoeuvring of vehicles, where on-street parking and manoeuvring would be detrimental to highway safety.

- 9) The (development) shall not be occupied until a Travel Plan has been approved in writing by the County Planning Authority. The Travel Plan must include:

- a) a survey of existing arrangements for travel to and from the site for employees, pupils and visitors;
- b) targets for the shift of transport modes into sustainable modes, for all users of the site;
- c) proposals for rectifying failures to meet modal shift targets for a period of two years following the occupation of the building; and
- d) the proposed arrangements for the monitoring of the Travel Plan.

The Travel Plan shall be kept up to date through regular review and shall be made available for examination by the County Planning Authority at any time

Reason: To encourage sustainable modes of transport and in accordance with Development Plan.

Reason for recommendation

4. The proposed development is in accordance with the NPPF and would meet the Government's objectives of providing additional early years spaces in the local area.
5. Impacts on residential amenity can be successfully mitigated.

Alternative options

6. To refuse consent or grant subject to alternative conditions.

Main body of report

Site

7. The former caretaker's bungalow is located adjacent the southern boundary of Dale Hall Primary School, Dale Hall Lane, Ipswich. The northern boundary of the property abuts a pedestrian access to the school and staff car park and the rear backs onto the school grounds. The southern boundary of the property abuts a residential property (149 Dale Hall Lane).
8. The bungalow is constructed of brick and has a pitched tiled roof. A flat roof garage is located to the southern side accessed from Dale Hall Lane; gardens extend in front and behind the property.
9. Dale Hall Primary School has a school roll of 407 pupils aged 4-11 years. There are 17.5 full time equivalent teaching staff and 24 support staff employed at the school. The school day runs from 08:40 to 15:15.

Proposal

10. It is proposed that the facility would operate all year round between the hours of 8.00am and 6.00pm.
11. The maximum number of children accessing the building at any one time would be 24. There would be six full time equivalent nursery staff (two full time and eight part time).
12. The main access to the building would be via the existing access to Dale Hall Lane.

13. Two parking spaces would be made available on site and further parking is available within the adjacent school car park.

Background – Provided by the applicant

14. The Local Authority (Suffolk County Council) has a statutory duty to ensure there are sufficient early education places for all families who want to take up their place. This is often known as the 'free entitlement'.
15. 40% of 2 year olds are eligible for a place and all 3 and 4 year olds are entitled to a place.
16. In this context a place is defined as 15 hours of early education per week over 38 weeks of the year. All these places are free to families.
17. From September 2017, '15+ entitlement' (30 hours) for eligible families where parents are working comes into force for 3 and 4 year olds. This will give an entitlement of up to 30 hours of free childcare for children aged 3 and 4 (for eligible families). As such the demand for early year's provision will increase significantly. It is therefore vital that plans for increased provision are put in place prior to September 2017.
18. Dale Hall has been chosen as it is in a ward that is predicted to have a shortfall of 68 early education places by September 2017. The Dale Hall project would create 48 places.

Consultations

Ipswich Borough Council Planning

19. No objection subject to the application according with adopted Parking Standards, and the amenities of the neighbouring property 149 Dale Hall Lane is taken into consideration.

County Highways

20. No objection.

Fire Service

21. No objections. No additional water supply for fire fighting purposes is required in respect of this application.

Representations

22. As a result of the site notice and neighbour notification letters, two objections have been received. The locations of objectors are marked on the location plan attached to this report.
23. The concerns raised relate to parent parking and general behaviour at the existing school including allowing dogs to bark while tied up outside the school whilst dropping off and collecting children. It is felt that the proposal would increase the number of vehicles in the vicinity of the school.
24. The resident of 149 Dale Hall Lane (the nearest neighbour) has not objected to the proposed development and encourages the use of the building. They would encourage consideration to placing bollards on the grass verges to prevent parents parking inappropriately.

Policy

National Planning Policy Framework (NPPF)

25. Paragraph 196 of the NPPF states that ‘the planning system is plan-led. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. This Framework is a material consideration in planning decisions.’
26. Paragraph 72 of the NPPF states that Local Authorities should ‘give great weight to the need to create, expand or alter schools.’
27. Ipswich Core Strategy and Development Management Policies Adoption Version December 2011 (ICSDMP)
28. Policy CS15 (Education Provision) states that ‘any additional nursery and children's centre provision will be encouraged to locate within or adjacent to District and Local Centres in order to facilitate linked trips by parents. The sustainable location of such facilities so that they are accessible by walking, cycling or public transport will be a requirement.’
29. Policy DM18 (Car Parking) refers to local parking standards that do not include a minimum level of parking provision for Day Nurseries.
30. Policy DM19 (Cycle Parking) refers to local parking standards that require a minimum level of cycle parking provision of one space per ten staff generally for educational facilities.
31. Policy DM26 (Protection of Amenity) states:
 - ‘Development which could lead to significant adverse effects on the amenity or environment of neighbouring uses will not be permitted.
 - ‘Exceptions will only be made where satisfactory mitigation measures can be secured through the use of planning conditions or Section 106 planning agreements.’
32. Policy DM27 (Non-residential uses in residential areas) states that non-residential uses will be permitted where the proposed development:
 - ‘would not involve the loss of a dwelling unless the use provides a necessary community facility or would have significant benefits to the local economy;
 - ‘is compatible with the size and scale of housing in the surrounding area and would not have a harmful effect on residential amenity through traffic generation or general activity as a result of excessive numbers of people calling at the premises throughout the day and night; and
 - ‘can be satisfactorily accessed and serviced.’
33. Policy DM32 (Protection and Provision of Local Community Facilities) supports the provision of those facilities.
34. Under the direction of the Department for Education, Suffolk County Council has a duty to secure additional early learning places for eligible two year olds (as well as three and four year olds) in response to the Government’s initiative to provide children with good-quality education and care in their earliest years, to help them succeed at school and later in life, thus contributing to creating a society where opportunities are equal regardless of background.

Conclusion

35. NPPF Paragraph 72 recognises the need for schools to be developed. There is a need to provide an increase in the number of Day Nursery places in response to the Government's initiative to provide additional access to such places the applicant has indicated that by September 2017 there would be a shortfall of 68 places in the ward which the proposed development would address.
36. The development would provide an important community facility in accordance with Policy DM32 (Protection and Provision of Local Community Facilities).
37. The proposal is not within a Local Centre however, the local centre is 170m to the south and is served by a bus stop. Although therefore not strictly in accordance with Policy CS15 (Education Provision) the facility would be located adjacent to an existing primary school providing for linked trips and is central to its catchment area.
38. The proposed development is not contrary to Policy DM18 (Car Parking) and County Highways have raised no objections subject to conditions as set out in paragraph 3. In regard to provision of bollards to prevent parking on the verge County Highways have confirmed that the existing waiting restrictions are considered to be sufficient in relation to the proposed development, these consist of yellow zig zag school markings and no waiting between 8am and 6pm on south side of Dale Hall Lane.
39. In respect of Policy DM26 (Protection of Amenity) the property is bounded on two sides by the school and one side Dale Hall Lane, the rear boundary with 149 Dale Hall Lane currently consist of a fence and wall (approximately 1.8m high) and wooden sheds. The garden of 149 Dale Hall Lane extends for approximately 60m past the end of the boundary of 151 providing separation from the proposed outside play area. It is noted that 149 is screened from the school by a significant vegetative boundary. It would however, be appropriate to erect a close boarded fence along the entirety of the shared property boundary and I recommend that condition 3 in paragraph 3 is included should this planning permission be approved to protect residential amenity. There are no views into the neighbouring property from the building or garden. I therefore consider that impact on residential amenity can be successfully mitigated.
40. The proposal is contrary to Policy DM27 (Non-residential uses in residential areas) It should be noted however, that the property was occupied by the school caretaker until early 2016 and is not part of the general housing stock (a change of use application would be required for the bungalow to be occupied by anyone not employed at the school). The property is therefore classified as an educational asset and the application seeks to use it in connection with education.
41. The contribution that this scheme could have to the Government's initiative to provide additional access to early places for disadvantaged children is acknowledged.
42. It is considered that there are public benefits associated with the provision of additional Day Nursery places in close proximity to a primary school. These do outweigh the slight loss of residential amenity to 149 Dale Hall Lane.

Sources of further information

- a) File Reference SCC\0160\16P
- b) The application and consultee responses can be viewed at:
<https://secure.suffolkcc.gov.uk/ePlanning/loadFullDetails.do?apId=22028>
- c) The Planning Officers file is an open file and can be consulted by prior appointment with the case officer Anita Seymour (01473 264747) at the Development Section, Endeavour House, 8 Russell Road, Ipswich, Suffolk, IP1 2BX



Site Boundary
Line

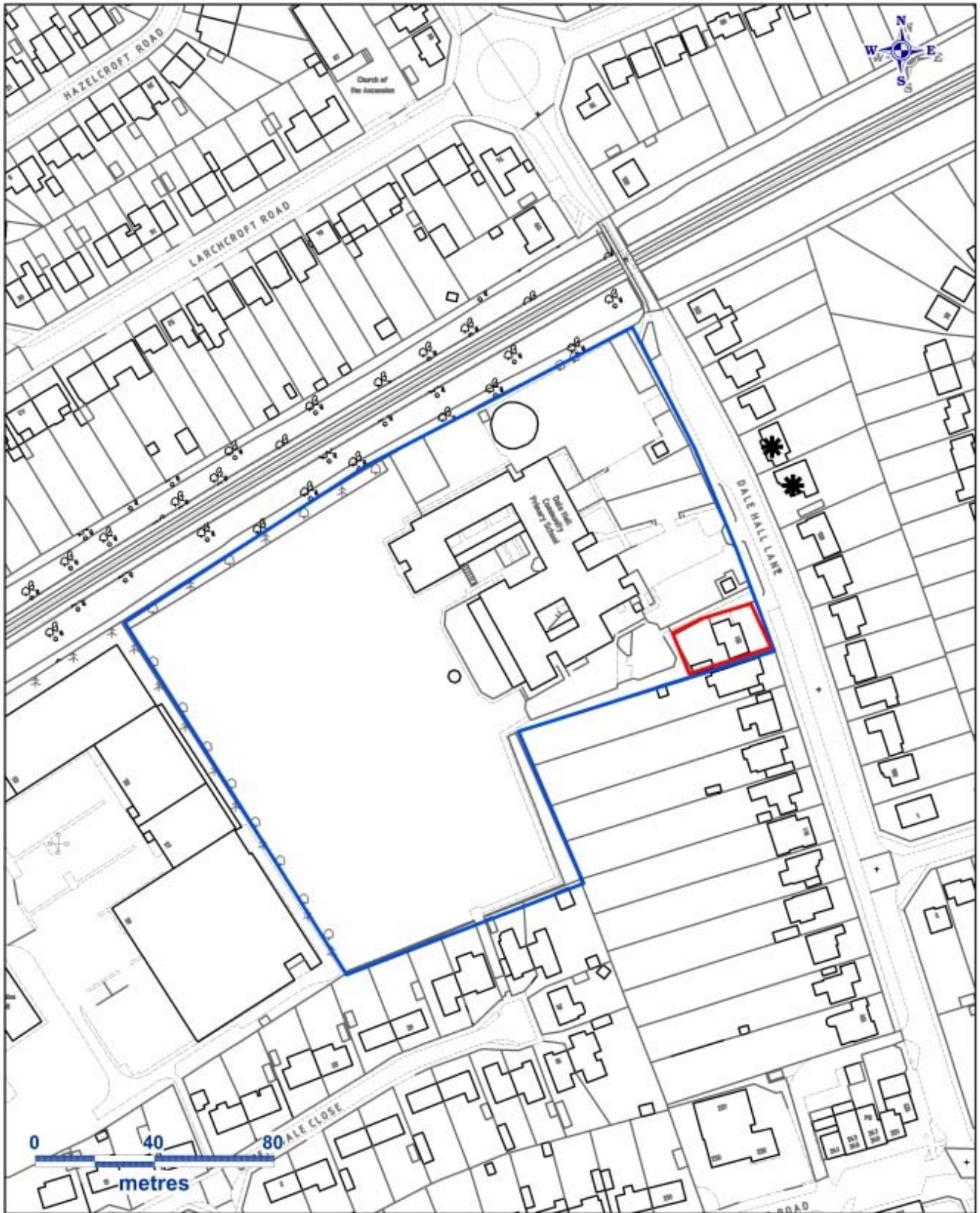
Proposed
Site



Strategic Development
Resource Management
Endeavour House
8 Russell Road
Ipswich, Suffolk
IP1 2BX

AERIAL PHOTO – DALE HALL PRIMARY
SCHOOL





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- Key**
- Site Boundary Line
 - Proposed Site Boundary Line
 - ✱ Objector

Development Control Committee

14 September 2016



Scale 1:1250

Strategic Development,
Resource Management,
Endeavour House,
8 Russell Road,
Ipswich,
Suffolk,
IP1 2BX.

SCC\0160\16IP
DALE HALL PRIMARY SCHOOL, DALE HALL LANE, IPSWICH. IP1 4LX

Change of Use from Caretakers Bungalow to Early Year Provision

