
Report to: **Planning Committee**

Date of Meeting: **25th January 2018**

Subject: **Planning Application Ref: 17/00261/FULL - Demolition of Existing Primary School and Nursery and Erection of Replacement Shared School Campus with Nursery and Community Hub at Abercromby Primary School, School Road, Tullibody, Clackmannanshire, FK10 2PZ**

Report by: **Principal Planner**

1.0 Purpose

- 1.1. The Report provides an assessment of the above application for planning permission having consideration of the provisions of the Local Development Plan and any other material considerations, including the advice from consultees. It provides a recommendation on the application.
- 1.2. The proposal is for a Major Development as the site area exceeds 2 Ha. Consequently, the application has to be reported to Committee for determination rather than be determined by Appointed Officers as set out under the Council's Scheme of Delegation.

2.0 Recommendation

- 2.1. It is recommended that the application is APPROVED subject to the undernoted conditions.
- 2.2. Conditions
 - 1. Before any works start on the construction of the campus building, the following details shall have been submitted to and approved in writing by the Council, as planning authority;
 - (a) Samples of all external building materials and hard ground surfaces.
 - (b) Details of the specification and colour of any means of enclosure or other boundary treatment around the perimeter of the site.
 - (c) Proposals for the provision of public art.
 - (d) The design, location and capacity of the proposed covered and secure cycle parking.

Thereafter, the development shall be completed in accordance with the approved details, unless otherwise agreed in writing by the Council, as planning authority.

2. Before any works start on the construction of the campus building, a detailed landscaping specification and establishment plan for the planting shall have been submitted to and agreed in writing by the Council, as planning authority.

Thereafter, the landscaping shall be completed in accordance with the approved details within the first planting season following commencement of construction of the school building, unless otherwise agreed in writing by the Council, as planning authority.

3. Unless otherwise agreed in writing by the Council, as planning authority, the development hereby approved shall be constructed in accordance with the details and information contained in the following documents;

(a) the surface water management measures and standards set out in the document titled Proposed Drainage Layout (dwg no IDV-4200 rev P2) and Section 2.0 of the Design and Access Statement dated November 2017.

(b) the recommendations set out in Table 7.1 contained in the Preliminary Ecological Appraisal Report by Echoes Ecology Ltd dated 19th December 2017.

4. Unless otherwise agreed in writing by the Council, as planning authority, no construction works shall take place on site until the developer has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation which has been submitted to and approved by the Council, as planning authority.

Thereafter, the developer shall ensure that the programme of archaeological works is fully implemented and that all recording and recovery of archaeological resources within the development site is undertaken to the satisfaction of the Council, as planning authority. Such a programme of works could include some or all of the following; historical research, excavation, post excavation assessment and analysis and publication in an appropriate academic journal and archiving.

5. Prior to the schools and nursery opening, a Travel Plan document shall have been submitted to and approved by the Council, as planning authority. The Travel Plan shall set out the objectives, aims, action targets and arrangements and responsibilities for monitoring and implementation. The Plan shall include;

- The proposed measures and arrangements for implementation to encourage active and sustainable travel to and from the site, including the upgrading of pedestrian access routes to the north and east of the site, and the arrangements to accommodate access through the site to the community facilities from School Road.
- The arrangements to deter on street parking by parents/carers in the vicinity of the site, including the use of the car parking at the Civic Centre for drop off/pick up.

6. Before any work starts on site, protective fencing shall have been erected around all trees to be retained as part of this development, in accordance with BS 5837 (2012). The fencing shall be inspected by a representative of the Council and shall remain in place for the duration of construction work.

7. Unless otherwise agreed in writing by the Council, as planning authority, before any works commence on site, a Construction and Traffic Management Plan shall have been submitted to and approved by the Council. The Plan shall include the following details;

- a) The proposed measures to minimise any environmental nuisance from construction activities to users of the site and neighbours including noise, vibration, dust and light pollution.
- b) The proposed arrangements to regulate the hours when construction related activities take place.
- c) The arrangements and measures to be employed to safely manage road and pedestrian traffic travelling to and from the site both on the surrounding road network and within the site, during the construction period in consultation with the Council, as roads authority.
- d) The arrangements for receiving, responding and monitoring and any complaints about construction related activities received during the construction period.

Thereafter, the development shall be carried out in accordance with such details.

2.3 Reasons

1. To consider these details yet to be submitted in the interests of visual and residential amenity and sustainable transport.
2. To consider these details yet to be submitted in the interests of visual amenity and biodiversity.
3. To ensure the developer complies with the approved details to minimise the risk of flooding and safeguard water quality.
4. To consider these details yet to be submitted and to ensure that the development does not adversely affect any potential archaeological interests.
5. In the interests of sustainable transport objectives.
6. In the interests of visual amenity.
7. In the interests of residential amenity and road and pedestrian safety.

2.4 Reasons for Decision

1. It is considered that the development would accord with the provisions of the adopted Clackmannanshire Local Development Plan.
2. There are no other material considerations which would outweigh the Development Plan support for the development and justify withholding permission.

2.5 Plans Relating to the Decision

<u>Drawing No</u>	<u>Title</u>
1443-01B	Location Plan
1443-02	Proposed Site Layout
IDV-4100-P1	Proposed Sections Cut and Fill Earthworks Layout

IDV-4200-P2	Proposed Drainage Layout
IDV-4400-P1	Proposed Levels 1 of 2
IDV-4401-P1	Proposed Levels 2 of 2
KEP-XX-XX-DR-A-7030-0211	North Elevation as Proposed
KEP-XX-XX-DR-A-7030-0211	South Elevation as Proposed
KEP-XX-XX-DR-A-7030-0212	West Elevation as Proposed
KEP-XX-XX-DR-A-7030-0213	East Elevation as Proposed
KEP-XX-XX-DR-A-7060-0002	Existing Site Plan
KEP-XX-XX-DR-A-7060-0003A	Proposed Site Plan
KEP-XX-XX-DR-A-7060-0004	School Access Routes
KEP-XX-XX-DR-A-7060-0210	Ground Floor Plan as Proposed
KEP-XX-XX-DR-A-7060-0211	First Floor Plan as Proposed
KEP-XX-XX-DR-A-7060-0212	Roof Plan as Proposed
KEP-XX-XX-DR-A-7080-0210	Section AA as Proposed
KEP-XX-XX-DR-A-7080-0211	Section BB as Proposed
KEP-XX-XX-DR-A-7080-0212	Section CC as Proposed
KEP-XX-XX-DR-A-7080-0213	Section DD as Proposed

3.0 Considerations

3.1. Background

3.2. The application relates to a 2.8Ha area of land which includes Abercromby Primary School and Nursery School. The 2 buildings are mainly single storey and flat roofed with a 2 storey section of the Primary School facing School Road. The existing buildings occupy the central area of the site. The site is surrounded by residential properties to the north, north-east, west and south east of the site and the site containing the War Memorial lies to the south. The site also includes an area of vacant land to the west of the school grounds which formerly contained a block of flats. The main entrance and vehicular access to the grounds is on School Road and there is an existing pedestrian access to the site from The Orchard.

3.3. The proposal is to replace the existing school and nursery with a Campus which would bring together both Abercromby Primary School, the nearby St Bernadettes RC Primary School and a new shared nursery facility within a new building with improved outdoor learning facilities. The campus would also provide community facilities including a public library, and has been designed to be accessible to the public during and after school hours. The development has been formulated following a review of the current condition of the above school facilities, their suitability for learning, the cost effectiveness of upgrading the existing or newbuild, the need for facilities to accommodate the planned increase in nursery care provision in 2020, and the opportunity to enhance facilities for the wider community. The project, including the campus approach, school specification, estate management and community facilities, were agreed in principle by the Council at its meeting on 11th August 2016. The submission of the application follows extensive consultation with stakeholders. The planning application contains the detailed design layout following the principle of the approach having been approved by the Council.

3.4. The main elements of the application can be summarised as follows;

- Erection of a mainly 2 storey building with a single storey element on the southern part of the site which would accommodate the proposed nursery. The building would be flat roofed and contain significant areas of glazing which would be a feature of its design and character. The external walls would be finished in facing brick. The building would be located on the western part of the existing school grounds and the front elevation would face The Orchard. The remaining land would be landscaped and engineered to provide outdoor learning and activity spaces, including a dedicated nursery garden, areas of soft and hard landscaping for play, 2 Multi Use Games Areas (MUGAs) and landscaped areas.

- A new vehicular and pedestrian access would be formed from The Orchard to provide access to a visitor parking area and for service vehicles. The existing carpark on the east side of the site accessed from School Road would be used for staff parking. Pedestrian access would be available from 2 locations on School Road and from The Orchard. Cycle parking would be provided within the site for pupils and staff.

- The proposed ground floor levels would be similar to the existing school but an element of cut and fill would be required to accommodate the proposed building.

- The proposed internal layout would incorporate the 2 primary schools and nursery schools each having their own dedicated pupil entrances and a single public/main entrance and reception on the west elevation of the building. The layout includes accommodation for a public library as well as meeting rooms for community use. Some of the facilities would also be capable of being used by the community. This would be managed by the Council to complement the operation of the schools and nursery.

- The boundaries would be enclosed by fencing and most of the existing trees and shrubs around or adjacent to the site would be retained, including those within the adjacent war memorial area.

3.5 The development would be implemented while the Abercromby Primary and Nursery continue to operate from the site. A section of the western end of the existing primary school would be demolished first to enable the new building to be constructed within part of the playground. Temporary classroom units have already been installed to allow the section of building to be closed. Once the school is available for use, the remainder of the existing school building and the nursery building would be demolished and the external works completed.

3.6 Consultations

3.7 Roads and Transportation has not raised any objection to the development and has provided pre-application advice to inform the design proposals. They have highlighted a number of issues or measures which would ensure the potential transportation impacts are minimised and that would encourage active and sustainable travel patterns. These include; a suitably designed access from The Orchard to replace the existing footpath and layby parking area; upgrading of the existing footpath link to the site from the north of the site; the provision of an agreed Travel Plan including measures to encourage non vehicle means of travel to the school and maintaining the drop off/pick up

arrangements using the Civic Centre car parks; ensuring the community facilities are accessible from the surrounding area; the provision of adequate vehicle and cycle parking to serve the site; and that the planned street improvement works on School Road are included in the development programme to ensure Roads can complete these before the development is completed. The proposed flood management approach outlined in the application would be acceptable although this should be verified by a suitably qualified person. Comment – *it is concluded that the transportation and road and pedestrian safety issues associated with the proposed re-development of the existing school site have been satisfactorily considered and the proposed package of measures highlighted by Roads would ensure the campus could operate without any unacceptable road safety risks and encouraging active and sustainable travel. The proposed conditions would regulate the access design and Travel Plan. It has been confirmed that pedestrian access through the site to access the entrance to the community facilities on the Orchard elevation would be available from School Road outwith school hours. The off site upgrading of footpaths and on School Road would be carried out by Roads and Transportation to complement the on site development but as part of the overall funding for the project.. These works would not require planning permission and would be managed by the Council as Roads and Education authorities.*

- 3.8 Environmental Health advise that they have no objection to the proposed development and offer advice on measures to minimise the risk of nuisance or environmental impact relating to construction hours, light pollution and use of the MUGAs. Comment – *a Construction Management Plan would be prepared and agreed which would include details of the measures to minimise nuisance to neighbours during this period and this could be regulated by a condition. The application contains technical reports on noise and light impacts and these have been subject to detailed assessment which has confirmed no significant adverse impact. In addition, given that the site currently comprises a school and nursery and having regard to the proposed siting and design, it is not considered that the new campus would result in any significant adverse impact on the existing standard of amenity which would be enjoyed by the occupiers of the houses which are present around the site.*
- 3.9 The Regional Archaeologist was consulted and has advised that given the proximity of the site to the Haer Stone which is located at the neighbouring war memorial to the south of the site, prior to construction works commencing, an archaeological evaluation is undertaken to record and evaluate any possible archaeological features before construction commences. Comment – *an archaeological consultant has been appointed to undertake the evaluation and this process can be regulated using a suitably worded condition as recommended by the Regional Archaeologist.*
- 3.10 Scottish Water does not object. They advise that there is currently sufficient capacity in terms of a public water supply and connection to the public sewer.
- 3.11 SEPA has no objection to the application. The surface water drainage should be installed in accordance with their standing advice on SUDS. Comment – *the application includes details of the drainage strategy which would accord with SUDS principles. The implementation could be regulated by a planning condition.*

- 3.12 Tullibody, Cambus and Glenochil Community Council was consulted but has not submitted any comments on the application.
- 3.13 Representations
- 3.14 The development and the application has been the subject of extensive publicity and consultation, including
- Pre-application community consultation of the planning application as required by the regulatory procedures applying to applications for Major Developments. This included a public consultation event at Abercromby Primary School and consultation undertaken with the Community Council and letters sent to neighbours in the immediate vicinity of the school. This has been summarised by the applicant in the Pre-Application Consultation Report which has to be submitted as part of the application. The event was attended by 61 residents and the main issues raised as a result of this event related to, the potential impact on the identity of St Bernadettes Primary School, impacts during the construction phase, the need for temporary classrooms and the specification of the sports/ community facilities that would be provided. In response, the Council as education authority has met with members of St Bernadettes Parish Council and the Diocese of Dunkeld and revisions to the internal layout have been incorporated to the satisfaction of all parties. These measures would not however be matters that could be regulated by planning legislation.
 - A total of 91 neighbouring properties received a Notice to Neighbours as part of the application process. The application was also publicised in the Alloa Advertiser for neighbour notification reasons. No representations have been received following this consultation.
 - The council as education authority has been involved in a number of consultation events as part of the process to agree the planned campus approach. This has included meetings and/or consultations with members of the surrounding communities, respective staff, Parent Councils, Parishes, local Community Councils, the Roman Catholic Church, MSPs, the emergency services and unions. The Council published a Consultation Report on the Creation of a Tullibody South Campus in June 2016. The progress has been reported to the relevant Council committees over this period.
- 3.15 It is notable that further to this extensive publicity and consultation, no representations have been received on the planning application.
- 3.16 Planning Assessment
- 3.17 The application must be determined in accordance with the development plan unless material considerations indicate otherwise. The adopted Clackmannanshire Local Development Plan (LDP) comprises the development plan. The site is located within the settlement boundary of Tullibody and the existing school is covered by the allocation "School Grounds" on the Proposals Map. The remainder of the site is not allocated for change in the LDP.
- 3.18 The most relevant policy provisions of the LDP are considered to comprise;

- 3.19 Policy SC10 (Education, Community Facilities and Open Spaces) – the Policy provides support for development which will provide new or enhanced facilities which are consistent with the LDP. Comment – *the proposed new building and facilities within the campus would accord with this Policy.*
- 3.20 Policy SC12 (Access and Transport Requirements) – the Policy provides support for development where it can be safely and conveniently accessed by a choice of travel modes including walking and cycling as well as motor vehicles. Comment – *having regard to the discussion in paragraph 3.7 above about the proposed design and function of the on and off site measures proposed as part of the development package, the development is considered to accord with this Policy.*
- 3.21 Policy EA2 (Habitat Networks and Biodiversity) – the Policy seeks to protect and enhance habitats and landscape features which contribute to biodiversity habitat. Comment – *while a row of mature trees has had to be removed to accommodate the development, the proposals would not result in any significant adverse impacts on biodiversity given the existing value of the site. The proposed landscaping scheme includes tree and woodland planting and these are considered to result in a net improvement in the biodiversity value of the site.*
- 3.22 Policy EA3 (Protection of Designated Sites and Protected Species) – the Policy states that an appraisal will be required where any development may impact on protected species or designated sites. Adequate mitigation or enhancement measures will be required where relevant. Comment – *the site does not contain or affect any designated sites. An Ecological Appraisal has been undertaken by a suitably qualified consultant and it has only highlighted mitigation in case the existing building was used by bats for roosting. While no evidence of roosting bats has been established by the consultant, a scheme of mitigation has been recommended which would be followed by the developer as part of the demolition programme. This approach is considered acceptable and proportionate in terms of the Policy and relevant legislation.*
- 3.23 Policy EA7 (Hedgerows, Trees and Tree Preservation Orders) – The Policy seeks to ensure existing trees and hedgerows are retained. Comment – *the proposed development would result in significantly more trees being planted than presently exist within the site. The development would not adversely affect the existing mature trees which are a feature around the war memorial or the other trees in the south western and eastern edges of the site. The development would not be contrary to this Policy.*
- 3.24 Policy EA9 (Managing Flood Risk) – The Policy seeks to ensure development is not at an unacceptable risk of flooding or will not result in an unacceptable increase on flood risk elsewhere. Comment – *the Council's Flooding Officer and SEPA have not identified any flooding concerns. However, comments have been provided in relation to the detailed drainage design and these have been forwarded to the applicant to ensure its satisfactory implementation. The information submitted with the application is considered sufficient to demonstrate that the development would not be contrary to this Policy.*
- 3.25 Policy EA11 (Environmental Quality) – The Policy seeks to ensure development would not result in any unacceptable impacts on the environmental quality of the area such as from noise, air or light pollution.

Comment – as discussed in paragraph 3.8 above, it is considered that the development would not result in any unacceptable impacts on environmental quality within the area and that the development would not be contrary to this Policy.

- 3.26 Policy EA12 (Water Environment) – the Policy provides support for development which would protect or enhance the water environment. Comment – the development would include SUDS to manage surface water and it is considered that the development would accord with this Policy.
- 3.27 Policy EA20 (Other Archaeological Resources) – the Policy states that where development could have an impact on known or possible archaeological interest, this must be supported by an archaeological evaluation of the site and the likely impact of the development on the resource. Comment – the Regional Archaeologist has no objection to the development but has advised that a suitable evaluation be undertaken prior to the construction work commencing. The proposed planning condition and appointment of a consultant to undertake this work is considered sufficient to demonstrate that the application would not be contrary to this Policy.
- 3.28 It is considered having regard to the above analysis that the development would accord with the relevant Policies in the LDP and be consistent with the Vision Statement and Strategic Objectives outlined in the LDP in terms of providing excellent educational opportunities, improved community facilities and promoting sustainable development. It is not considered that there would be sufficient policy grounds to justify withholding permission.
- 3.29 Other Material Considerations
- 3.30 There are a number of other material considerations which have informed our assessment of the application. These are considered below.
- 3.31 Consultees have not objected and they have not identified any significant impediments to the development proceeding. Conditions can be attached to regulate any outstanding matters.
- 3.32 Following the extensive pre application publicity and consultation associated with the development, no objections or representations have been received from third parties to the application.
- 3.33 The details submitted are considered to adequately address the relevant planning issues to positively determine the planning merits of the proposals. Factors relating to the proposed management and operation of the shared campus are not considered material to the determination of the planning facilities.
- 3.34 The development is considered to adequately safeguard and enhance the amenity, environmental quality and character of the surrounding area. The proposals would provide a high quality building and layout which would satisfactorily safeguard the amenity of neighbouring properties and contribute positively to the surrounding area. It would provide high quality educational, community and environmental facilities.

- 3.35 There are no other material considerations which would outweigh the Development Plan support for the development.
- 3.36 In conclusion, it is considered that the development would not be contrary to the provisions and policies in the LDP and there would not be any other material considerations to justify withholding permission.

4.0 Sustainability Implications

- 4.1 The development, through the building design, the re-use of the existing school site, the level of accessibility and Travel Plan document, would help minimise carbon emissions. The proposed landscaping scheme would enhance the biodiversity value of the site.

5.0 Resource Implications

5.1. Financial Details

- 5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

5.4. Staffing

6.0 Exempt Reports

- 6.1. Is this report exempt? Yes (please detail the reasons for exemption below) No

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

- (1) **Our Priorities** (Please double click on the check box)

- | | |
|--|-------------------------------------|
| The area has a positive image and attracts people and businesses | <input checked="" type="checkbox"/> |
| Our communities are more cohesive and inclusive | <input checked="" type="checkbox"/> |
| People are better skilled, trained and ready for learning and employment | <input checked="" type="checkbox"/> |
| Our communities are safer | <input type="checkbox"/> |
| Vulnerable people and families are supported | <input type="checkbox"/> |
| Substance misuse and its effects are reduced | <input type="checkbox"/> |
| Health is improving and health inequalities are reducing | <input type="checkbox"/> |
| The environment is protected and enhanced for all | <input checked="" type="checkbox"/> |
| The Council is effective, efficient and recognised for excellence | <input checked="" type="checkbox"/> |

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes No

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

- None

11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

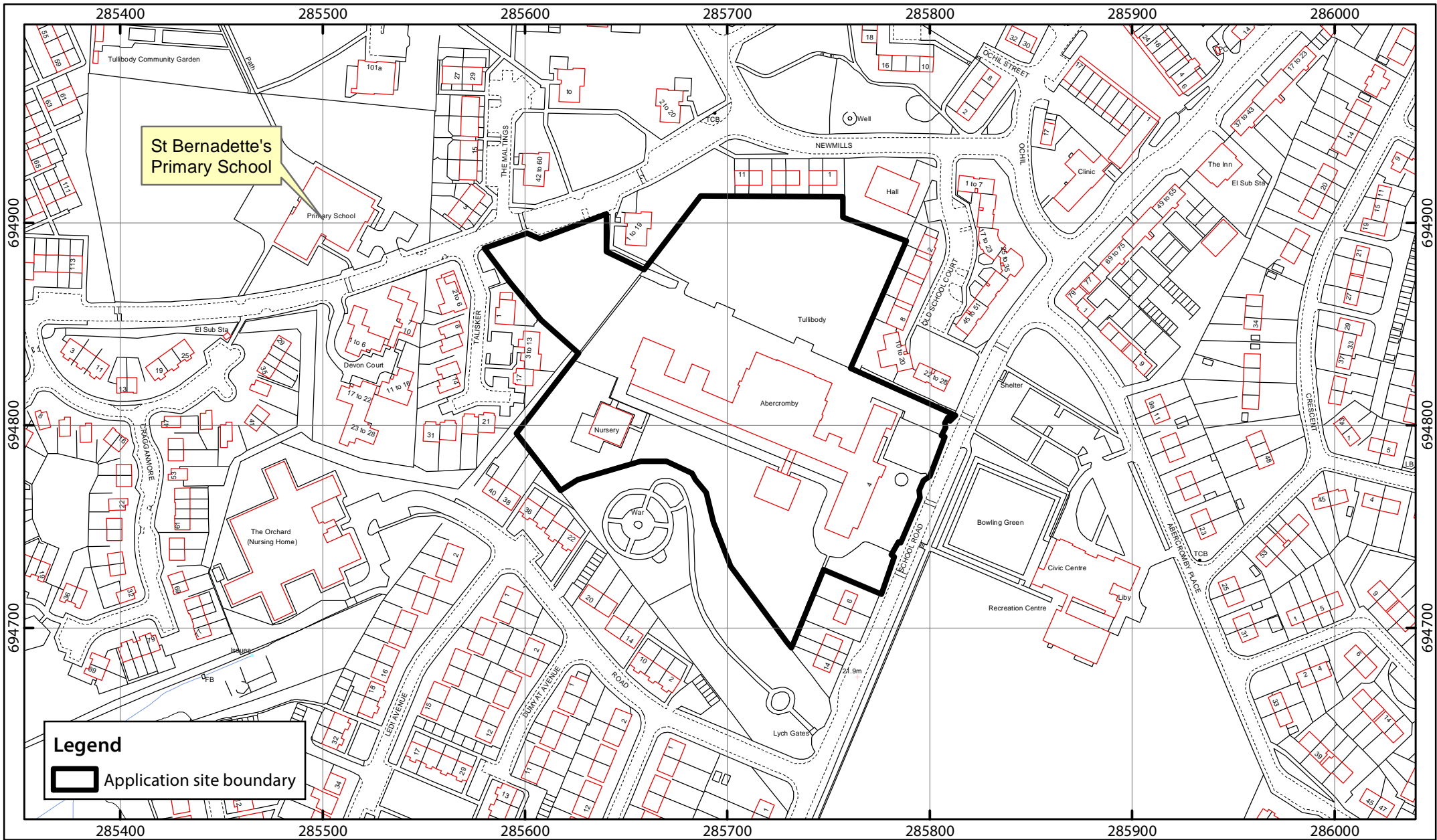
- Adopted Clackmannanshire LDP
- Supplementary Guidance relating to Water

Author(s)

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Approved by

NAME	DESIGNATION	SIGNATURE
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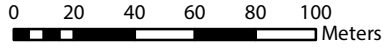


Legend
 Application site boundary



**17/00261/FULL – Abercromby Primary School, School Road, Tullibody
 Demolition of Existing Primary School and Erection of Replacement Shared School Campus with Nursery and Community Hub**

Ward: Clackmannanshire North



Date:
12-Jan-2018

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Scale: 1:2,500

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