

## Single storey extension for 3 classrooms with on-site parking and relocation of hard play area – Hoath Primary School, Hoath, Canterbury – CA/15/2379

A report by Head of Planning Applications Group to Planning Applications Committee on 18 May 2016.

Application by Kent County Council for a proposed single storey extension to the north of the existing primary school for 3 classrooms; one key stage 1 classroom and two key stage 2 classrooms. The proposal is also for on-site parking and the relocation of the hard play area. The two classrooms within the existing school will be returned back to the main hall. An external outbuilding accommodating a school store will be demolished (Ref: KCC/CA/0320/2015 and CA/15/2379)

Recommendation: The application be referred to the Secretary of State for Communities and Local Government and subject to his decision planning permission to be granted, subject to conditions.

Local Member: Mr A Marsh

Classification: Unrestricted

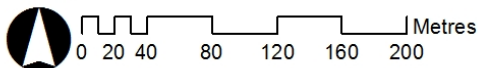
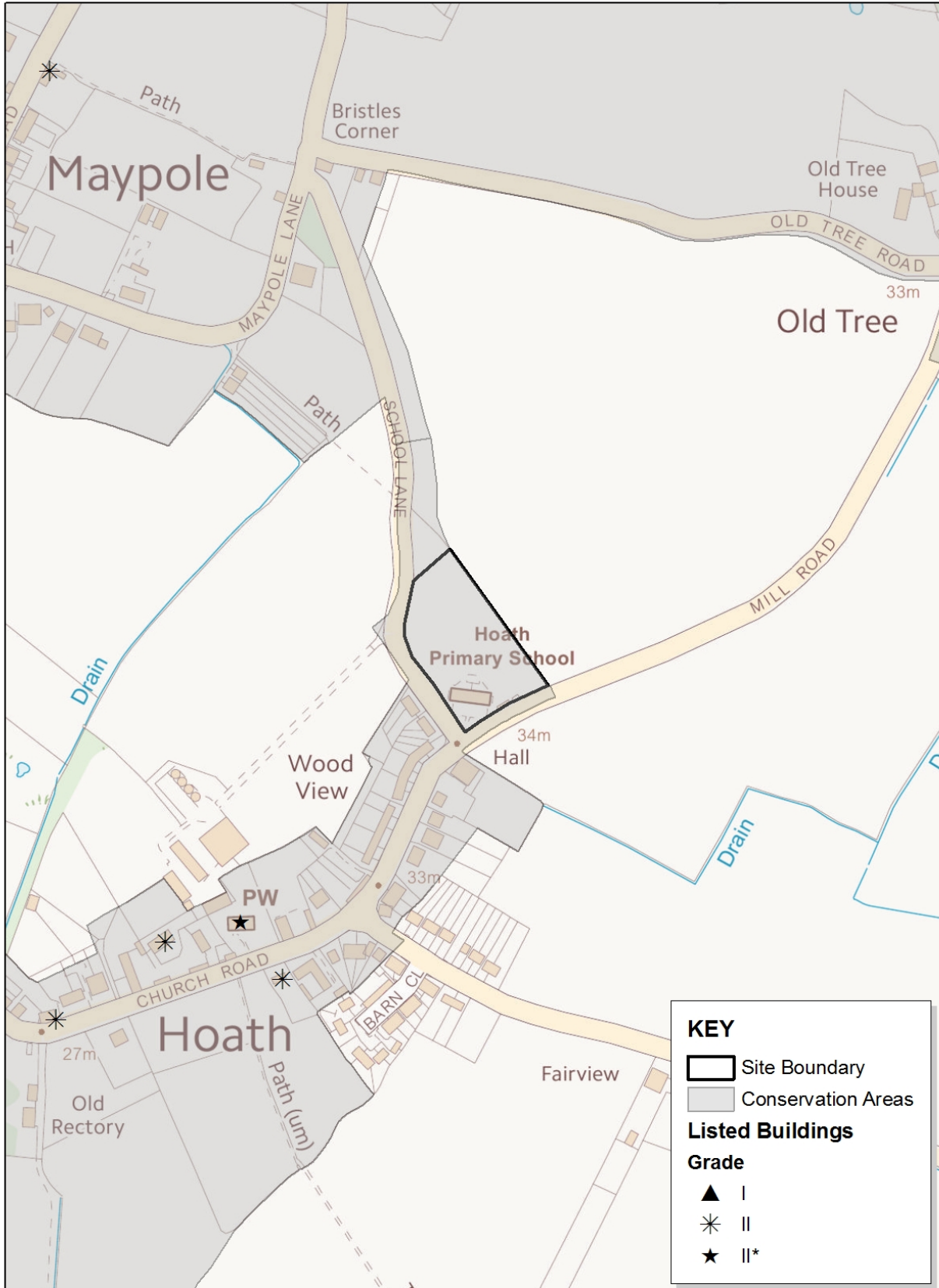
### Site

1. Hoath Primary School is a small rural school located at the corner of School Lane and Mill Road in the village of Hoath, which is to the north east of Canterbury. The school is located within the Hoath Conservation Area which encompasses most of the village and the nearby village of Maypole. However the school buildings are not listed. It is a village school which caters for children aged 4-11 and the school opened on the current site in 1928. Prior to that the school was located in the Village Hall. Please refer to the site location plan.
2. The school is located at the eastern edge of the built up area of the village and is bounded by School Lane on its western and north-western sides; Mill Road on its southern side and open agricultural fields to the east. Footpaths are provided along either side of School Lane across the section over which the school occupies, at which point they finish, owing to the fact that there are only very limited number of dwellings to the north. There is no formal vehicular access into the school other than an informal access for maintenance vehicles and there are no car parking facilities for any staff. The school buildings are located on the southern part of the site, with the playing field located behind the buildings. Due to its rural location, the majority of children come from the surrounding area and are mainly driven to this school.

### Background and relevant planning history

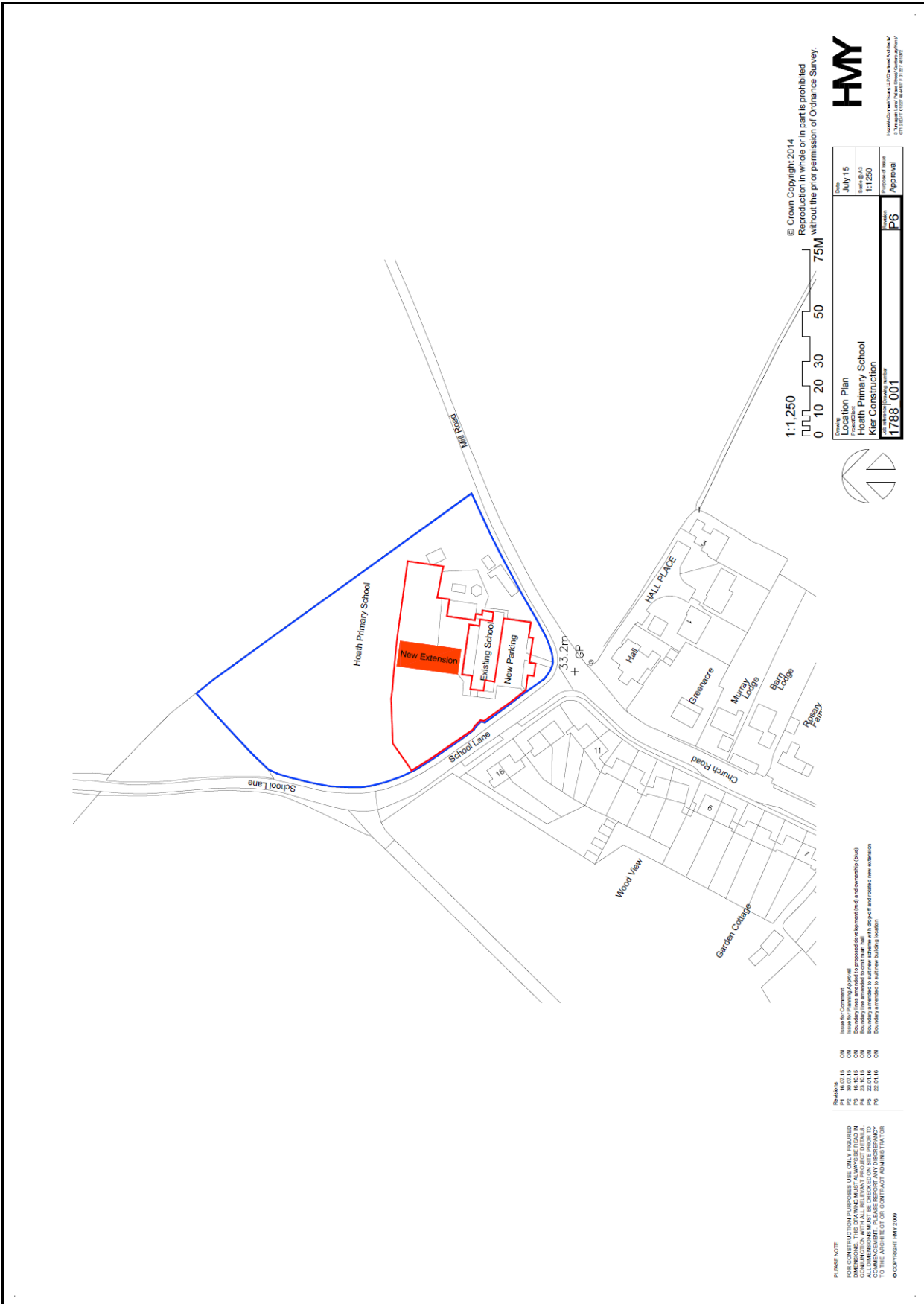
3. Hoath Primary School currently has 69 pupils aged 4-11 years. From September 2016 the school numbers will need to increase to 105 pupils to meet the national increase in requirements for primary school places. There is also pressure within the existing school to provide accommodation to meet the needs of the current cohort of pupils, as they have 'outgrown' the available space within the existing school. Currently the existing school has converted the main hall into two classrooms which accommodates Years 2 to 6. The Reception class and Year 1 class are located in an extension block to the north east of the school. School assemblies and indoor activities take place in the neighbouring Village Hall.

Site Location Plan

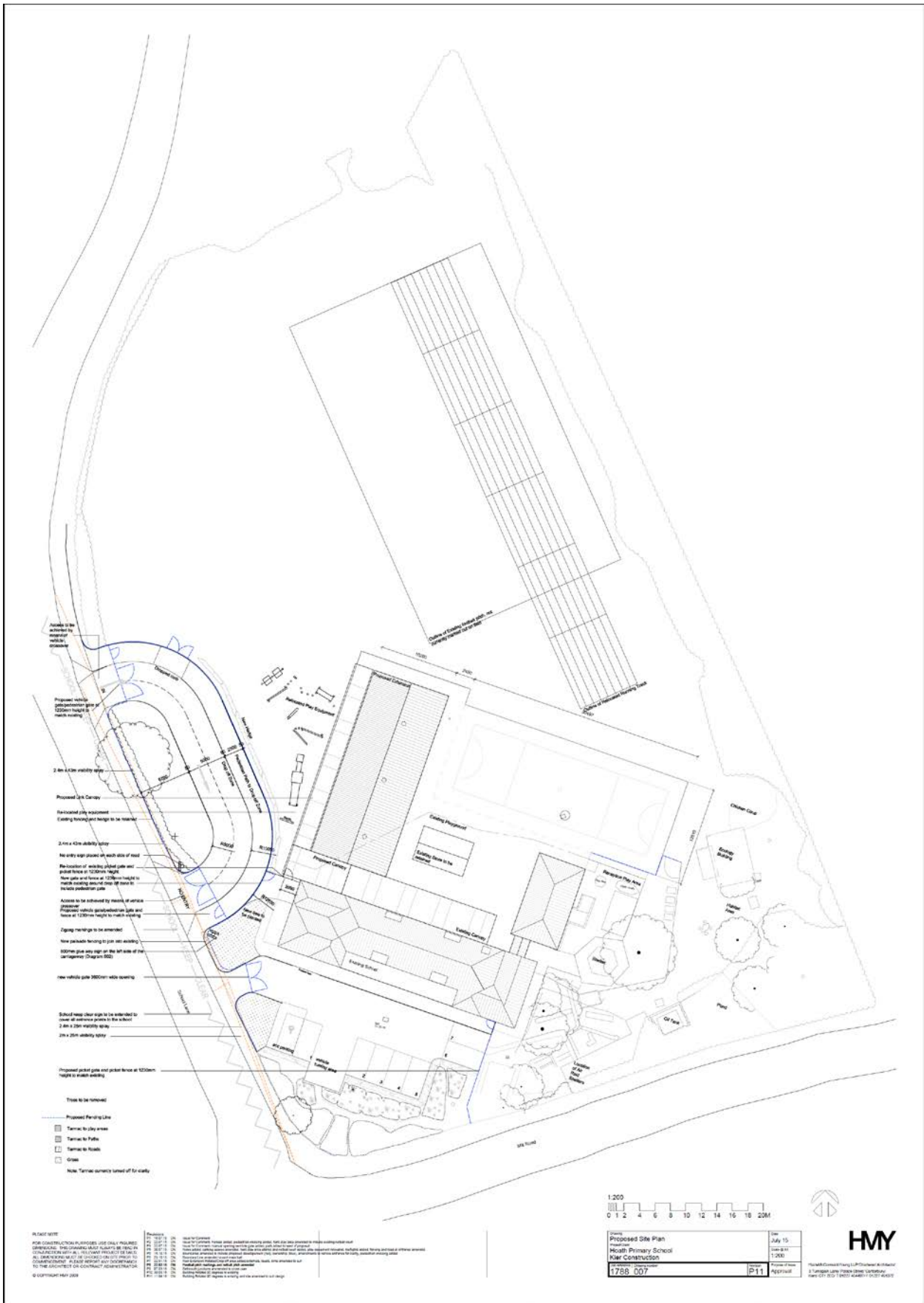


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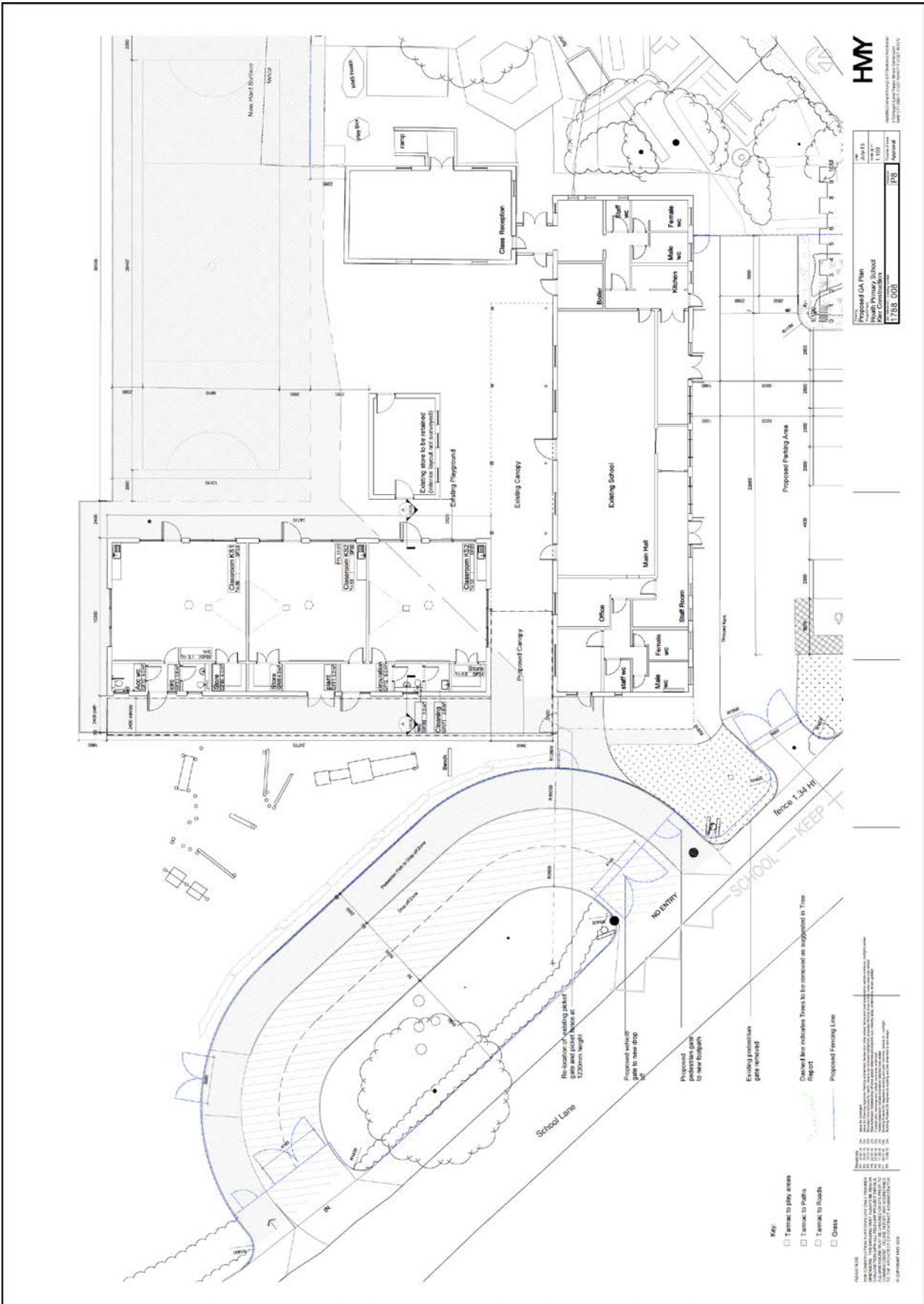
Single storey extension, Hoath Primary School, Hoath - CA/15/2379



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**Materials:**

1. Roof - Hip - Red brick 0.150
2. Floor - 100mm concrete slabs
3. Windows - UPVC double glazed, colour white
4. Doors - PVC, colour white
5. External walls - 100mm brickwork powder coated, colour grey
6. Sumpoles - UPVC finish, colour white
7. External cladding - 100mm composite powder coated aluminium, colour anthracite
8. Plant Room Doors - Powder coated aluminium grey

**Section A-A**

**West Elevation**

**North Elevation**

**South Elevation**

**East Elevation**

**PROVISIONS:**

1. All work to be carried out in accordance with the Building Regulations 2010 and the Building Act 2010.

2. All work to be carried out in accordance with the relevant British Standards.

3. All work to be carried out in accordance with the relevant local authority requirements.

4. All work to be carried out in accordance with the relevant health and safety regulations.

5. All work to be carried out in accordance with the relevant environmental regulations.

6. All work to be carried out in accordance with the relevant fire safety regulations.

7. All work to be carried out in accordance with the relevant accessibility regulations.

8. All work to be carried out in accordance with the relevant planning regulations.

9. All work to be carried out in accordance with the relevant conservation regulations.

10. All work to be carried out in accordance with the relevant heritage regulations.

11. All work to be carried out in accordance with the relevant archaeology regulations.

12. All work to be carried out in accordance with the relevant tree preservation regulations.

13. All work to be carried out in accordance with the relevant flood risk regulations.

14. All work to be carried out in accordance with the relevant noise regulations.

15. All work to be carried out in accordance with the relevant air quality regulations.

16. All work to be carried out in accordance with the relevant climate change regulations.

17. All work to be carried out in accordance with the relevant energy efficiency regulations.

18. All work to be carried out in accordance with the relevant water efficiency regulations.

19. All work to be carried out in accordance with the relevant waste management regulations.

20. All work to be carried out in accordance with the relevant recycling regulations.

21. All work to be carried out in accordance with the relevant resource efficiency regulations.

22. All work to be carried out in accordance with the relevant circular economy regulations.

23. All work to be carried out in accordance with the relevant green infrastructure regulations.

24. All work to be carried out in accordance with the relevant biodiversity regulations.

25. All work to be carried out in accordance with the relevant nature recovery regulations.

26. All work to be carried out in accordance with the relevant net zero regulations.

27. All work to be carried out in accordance with the relevant carbon reduction regulations.

28. All work to be carried out in accordance with the relevant energy saving regulations.

29. All work to be carried out in accordance with the relevant energy performance regulations.

30. All work to be carried out in accordance with the relevant energy audits regulations.

31. All work to be carried out in accordance with the relevant energy monitoring regulations.

32. All work to be carried out in accordance with the relevant energy reporting regulations.

33. All work to be carried out in accordance with the relevant energy labeling regulations.

34. All work to be carried out in accordance with the relevant energy certification regulations.

35. All work to be carried out in accordance with the relevant energy assessment regulations.

36. All work to be carried out in accordance with the relevant energy audit regulations.

37. All work to be carried out in accordance with the relevant energy review regulations.

38. All work to be carried out in accordance with the relevant energy strategy regulations.

39. All work to be carried out in accordance with the relevant energy plan regulations.

40. All work to be carried out in accordance with the relevant energy policy regulations.

41. All work to be carried out in accordance with the relevant energy framework regulations.

42. All work to be carried out in accordance with the relevant energy system regulations.

43. All work to be carried out in accordance with the relevant energy infrastructure regulations.

44. All work to be carried out in accordance with the relevant energy services regulations.

45. All work to be carried out in accordance with the relevant energy solutions regulations.

46. All work to be carried out in accordance with the relevant energy products regulations.

47. All work to be carried out in accordance with the relevant energy equipment regulations.

48. All work to be carried out in accordance with the relevant energy components regulations.

49. All work to be carried out in accordance with the relevant energy parts regulations.

50. All work to be carried out in accordance with the relevant energy materials regulations.

51. All work to be carried out in accordance with the relevant energy resources regulations.

52. All work to be carried out in accordance with the relevant energy assets regulations.

53. All work to be carried out in accordance with the relevant energy liabilities regulations.

54. All work to be carried out in accordance with the relevant energy risks regulations.

55. All work to be carried out in accordance with the relevant energy opportunities regulations.

56. All work to be carried out in accordance with the relevant energy threats regulations.

57. All work to be carried out in accordance with the relevant energy vulnerabilities regulations.

58. All work to be carried out in accordance with the relevant energy resilience regulations.

59. All work to be carried out in accordance with the relevant energy robustness regulations.

60. All work to be carried out in accordance with the relevant energy reliability regulations.

61. All work to be carried out in accordance with the relevant energy availability regulations.

62. All work to be carried out in accordance with the relevant energy security regulations.

63. All work to be carried out in accordance with the relevant energy integrity regulations.

64. All work to be carried out in accordance with the relevant energy confidentiality regulations.

65. All work to be carried out in accordance with the relevant energy privacy regulations.

66. All work to be carried out in accordance with the relevant energy protection regulations.

67. All work to be carried out in accordance with the relevant energy preservation regulations.

68. All work to be carried out in accordance with the relevant energy retention regulations.

69. All work to be carried out in accordance with the relevant energy disposal regulations.

70. All work to be carried out in accordance with the relevant energy reuse regulations.

71. All work to be carried out in accordance with the relevant energy recovery regulations.

72. All work to be carried out in accordance with the relevant energy regeneration regulations.

73. All work to be carried out in accordance with the relevant energy renovation regulations.

74. All work to be carried out in accordance with the relevant energy refurbishment regulations.

75. All work to be carried out in accordance with the relevant energy modernization regulations.

76. All work to be carried out in accordance with the relevant energy optimization regulations.

77. All work to be carried out in accordance with the relevant energy efficiency regulations.

78. All work to be carried out in accordance with the relevant energy conservation regulations.

79. All work to be carried out in accordance with the relevant energy saving regulations.

80. All work to be carried out in accordance with the relevant energy reduction regulations.

81. All work to be carried out in accordance with the relevant energy elimination regulations.

82. All work to be carried out in accordance with the relevant energy substitution regulations.

83. All work to be carried out in accordance with the relevant energy avoidance regulations.

84. All work to be carried out in accordance with the relevant energy prevention regulations.

85. All work to be carried out in accordance with the relevant energy mitigation regulations.

86. All work to be carried out in accordance with the relevant energy adaptation regulations.

87. All work to be carried out in accordance with the relevant energy transition regulations.

88. All work to be carried out in accordance with the relevant energy transformation regulations.

89. All work to be carried out in accordance with the relevant energy revolution regulations.

90. All work to be carried out in accordance with the relevant energy renaissance regulations.

91. All work to be carried out in accordance with the relevant energy resurgence regulations.

92. All work to be carried out in accordance with the relevant energy revival regulations.

93. All work to be carried out in accordance with the relevant energy rebirth regulations.

94. All work to be carried out in accordance with the relevant energy renewal regulations.

95. All work to be carried out in accordance with the relevant energy rejuvenation regulations.

96. All work to be carried out in accordance with the relevant energy revitalization regulations.

97. All work to be carried out in accordance with the relevant energy restoration regulations.

98. All work to be carried out in accordance with the relevant energy resurrection regulations.

99. All work to be carried out in accordance with the relevant energy revival regulations.

100. All work to be carried out in accordance with the relevant energy rebirth regulations.

1:100

0 1 2 3 4 5 6 7 8 9 10m

**HMV**

Proposed Elevations  
Hoath Primary School  
New Construction  
1788\_000

July 15  
1:100  
PS

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Single storey extension, Hoath Primary School, Hoath - CA/15/2379





Single storey extension, Hoath Primary School, Hoath – CA/15/2379

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View from School Lane



View from School Lane obscured by 2m Hedge



## Single storey extension, Hoath Primary School, Hoath – CA/15/2379

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4. The current school roll is 69 pupils and 23 teaching staff, both full and part time. The proposed increase of pupils to 105 will result in the increase of an additional two members of full time staff.
  5. Nationally and locally, pupil numbers are rising and there is an increased demand for places for children in existing primary schools. Funding has been granted to Hoath Primary School to provide a three classroom extension. This will enable the two existing classrooms located within the school hall to be re-located in a new extension, along with one extra classroom. The main hall could then be returned to its original use.

## Recent Planning History

6. The most relevant recent site planning history is listed below:

CA/09/1779	Installation of a 5KW isktra R9000 wind turbine with 5.4m diameter rotor mounted on a 15m free standing mast. Application was withdrawn.
CA/06/460	Extension to provide a new classroom and all associated works and alterations. Granted planning permission.

## Amendments

7. The planning application has been amended twice from the original proposal as part of on-going discussions from the consultation process. The original planning application proposed for the new 3 classroom extension to sit parallel to the rear elevation of the school and to be accessed via the existing canopy and proposed to have a flat roof and to be clad in an off-white rendered finish with a black painted plinth. The rendered finish was intended to be sympathetic to its surroundings and proposed to have further rendered panels in dark and light shades of green located between the windows. Car parking for 8 staff spaces, including 1 disabled parking space, was proposed on the existing playground to the front of the existing school buildings, with a new vehicular and pedestrian access from School Lane. A new relocated playground/netball court was proposed to the rear of the school buildings.
8. This attracted an objection from the Highways and Transportation Manager due to the fact that there was no provision made to accommodate the additional parental traffic that would be generated, and that only 8 car parking spaces would be created on the site for staff parking. A revised scheme was negotiated between the applicant and Highways and Transportation which included a parental drop off area to the south west of the school site, and located off School Lane. A new footpath was also proposed that ran behind the parental drop off area and the proposed 3 classroom extension was relocated to sit directly behind this area. The proposed relocated playground/netball court and staff parking area were to remain as originally proposed.
9. Furthermore, the proposed single storey extension sat parallel to the existing school adjacent to the existing canopy. The proposed extension sat predominantly on the existing hard surface area. However the County's Conservation Officer objected to this orientation and asked for the proposed extension building to be rotated by 90 degrees. Due to the objection from the Highways and Transportation Manager (referred to in para 8 above) about the lack of parking provision for parents, it was proposed to incorporate a drop off area for parents and so the proposed extension was rotated to sit behind the drop off area and to be parallel to School Lane.

10. This revised second version of the planning application was subject to consultation with the statutory consultees and the same neighbours, as originally notified, were informed of the proposed changes.
11. As the proposed new location of the extension and the new drop off facility would require more land than the original planning application, Sport England was consulted on this proposal and raised an objection due to the amount of playing field land the proposed development would now impede upon. However, Sport England raised no objection to the proposed staff car parking on the existing school playground.
12. Further objections were subsequently received from Canterbury City Council based on the proposed flat roof of the extension, the rendered design and the setting of the building, whilst also drawing concerns from the City Council's Conservation Officer about the appearance of the building and that it would now be more visible than the original proposed location. To create the drop off area, some of the boundary treatment would need to be removed and thus the proposed extension would now be more visible from School Lane. However it must be noted that the appearance of the proposed building had not changed from the original design, to which Canterbury City Council originally raised no objection to.
13. In summary, whilst the second version of planning application addressed the Highways and Transportation objection, new objections were received from Sport England and Canterbury City Council. Further negotiations took place with the applicant to try to overcome these latest objections. The proposed location of the extension was reviewed as well as the materials to be used externally and the design of the proposed building. This resulted in a third version of the scheme.
14. The current and third amendment to the planning application, and the subject of this report, is now proposed to sit to the north of the existing school at a 90 degree angle and parallel to the current reception block. The building is now located further into the site, and as close as possible to the existing school buildings, being mindful not to encroach too much onto the existing playing field. A new canopy is proposed to connect into the existing canopy and to provide a covered link between the two buildings. The new building location is on the 'secure' side of the school grounds and would allow for access to both the playing field and the playground from the classrooms. Minor alterations are also proposed to the existing school buildings and these have not changed from the original planning application. The staff parking and relocated playground/netball court have not been altered from the original planning application.
15. Furthermore the appearance of the 3 classroom extension has also been reviewed in light of Canterbury City Council comments. A 30 degree pitched roof is now proposed and the originally proposed render panels are to be replaced with red brick slips, which are sympathetic to the existing school and its neighbouring residential surroundings.
16. This revised third version of the planning application was again sent out to consultation with the statutory consultees and the same neighbours, as notified twice previously, were informed of the proposed changes. Whilst Canterbury City Council and the County's Conservation Officer have withdrawn their respective objections, Sport England have maintained their objection due to the proposed encroachment upon the school's playing field. It is for this reason the planning application is being reported to this Committee.
17. Please note that it is this amended third version of the planning application that is outlined below and discussed in this report.

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## Proposal

18. The current application is for a new single storey extension to provide 3 classrooms, stores, toilet facilities and a plant room. It also proposes a new staff parking area, vehicle drop off area, a relocated playground/netball court and minor alterations within the existing school for the conversion of existing toilets into a head teacher's office and for the installation of two reception toilets.
19. To accommodate the increase in pupils there is a requirement to build an extension for three new classrooms. Two classrooms would replace those within the existing school hall which would enable the hall to be reinstated. One classroom for Key Stage 1 (KS1) is proposed to measure 66sqm (710.4sqft) which would also include a coat area. The other two proposed classrooms for KS2 would measure 58sqm (624.3sqft) and again include a coat area. In addition, it is proposed that each classroom would have access to its own 4sqm (43sqft) store. Furthermore two toilets and an accessible toilet are also required for the school pupils. A new plant room would also be provided within the extension for plant associated with the proposed extension. It is proposed to provide these facilities within a single storey extension that would have a footprint of 235sqm (2,529.5sqft) gross internal area (GIA). The existing school buildings total 335sqm (3606sqft) GIA and the site area is 0.88Ha (2.17 acres)
20. The proposed extension would have a 30 degree pitched roof and is proposed to be clad in red brick slips which are more in keeping with the original school buildings and its neighbouring residential surroundings. Windows are proposed to be double glazed UPVC and coloured white which match the windows on the existing building. The external doors are also proposed to be white UPVC, which would provide a visual contrast to the walls and match the existing school doors. The proposed extension would consist of 3 ventilated sun pipes, one above each classroom and this would allow for natural daylight and ventilation within the classrooms.
21. The proposed site for the single storey extension is part playing field and part hard play area for minimal impact upon the playing field. The current area of playing field to be built upon is currently used for external play equipment, which is to be relocated to an un-used section of the field to the west of the site. It is proposed that the classrooms would open out on to the asphalt finish hard play area. This area currently accommodates an external brick built store, which the school wish to maintain. A proposed path would connect the current asphalt hard play area to the entrances of the new extension. The path would also extend to the west of the main school building, reconnecting with the existing path at the schools visitors' entrance.
22. The former front playground would become a staff parking area for 8 cars, including 1 disabled parking space and provide emergency vehicle access and turning. This would be accessed from School Lane. The existing entrance off School Lane would be removed so vehicle access would only be made via the new drop off zone. The existing playground to the front of the site would be relocated to the rear of the school and the relocated netball court is the same size as the previously used with a 2m (6.6ft) run off zone.
23. The proposed parent drop off area is located to the west of the school site, off School Lane. The drop off will operate a one-way system and will be controlled with entry and exit gates. A new line of hedging behind the drop off is proposed which would provide a level of screening of the development from the street.
24. Finally, minor alterations are proposed to be made within the existing school. The main hall would be reinstated. The existing boys/girls toilets that sit next to the staffroom are not

used by pupils and have become redundant due to their location. These former toilets are to be converted into a new office for the head teacher. Two new reception class toilets would be located within an existing cloak room area near the reception class. The cloakroom area would then be integrated into the reception classroom. This makes a better use of space within the existing building layout.

## Planning Policy Context

25. The most relevant Government Guidance and Development Plan Policies summarised below are appropriate to the consideration of this application:

- (i) **National Planning Policy and Guidance** – the most relevant national planning policies and policy guidance are set out in:

The **National Planning Policy Framework (March 2012)** and the **National Planning Policy Guidance (March 2014)** set out the Government's planning policy and guidance for England, and is a material consideration for the determination of planning applications. It does not change the statutory status of the development plan which remains the starting point for decision making. The NPPF and its guidance replace the majority of the former Planning Policy Guidance Notes (PPG's) and Planning Policy Statements (PPS's). However the weight given to development plan policies will depend on their consistency with the NPPF (the closer the policies in the development plan to the policies in the NPPF, the greater the weight that may be given).

In determining applications the NPPF states that local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. In terms of delivering sustainable development in relation to this development proposal, the NPPF guidance and objectives covering the following matters are of particular relevance:

- Supporting a prosperous rural economy by promoting the retention and development of local services and community facilities in villages
  - Achieving the requirement for high quality design and a good standard of amenity
  - The promotion of healthy communities
  - Conserving and enhancing the natural environment, including protecting and enhancing valued landscapes
  - Conserving and enhancing the historic environment.
- (ii) **Policy Statement – Planning for Schools Development (August 2011)** sets out the Government's commitment to support the development of State-funded schools, and their delivery through the planning system.

- (iii) **Development Plan Policies**

### Canterbury District Local Plan First Review: Adopted 2006

- Policy BE1** The City Council will expect proposals of high quality design which respond to the objectives of sustainable development.

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- Policy BE3** Design statements and/or Development Briefs shall be submitted with planning applications setting out the principles used in the scheme to relate the development within and to its context. This will apply to all planning applications, where the development is visually significant or is significant to its neighbours.
- Policy BE7** Development within, affecting the setting, or views into and out of a Conservation Area should preserve or enhance all features that contribute positively to the Area's character or appearance.
- Policy C9** The City Council will apply Kent County Council's adopted Vehicle Parking Standards to development proposals.
- Policy C11** Proposals for new buildings or uses for local communities to provide social infrastructure will be encouraged and granted planning permission on the basis that any new building is appropriately designed and located, and highway safety would not be prejudiced.
- Policy C27** Proposals for development, which would result in the loss, in whole or part, of playing fields will only be permitted if there is an overriding need for the proposed development which outweighs the loss of the playing field and if sports and recreation facilities can be best retained and enhanced through the redevelopment of a small part of the site.

#### Canterbury District Local Plan Publication Draft (2014)

- Policy HE6** Development within a conservation area should preserve or enhance its special architectural or historic character or appearance.
- Policy OS2** Proposals for development, which would result in the loss, in whole or part, of playing fields will only be permitted if there is an overriding need for the proposed development which outweighs the loss of the playing field and if sports and recreation facilities can be best retained and enhanced through the redevelopment of a small part of the site.

#### Consultations

26. **Canterbury City Council:** Raised **no objection** to the originally submitted application, subject to addressing any concerns of the Highway Authority.

**Hoath Parish Council:** No comments received to the originally submitted application.

**Kent County Council Highways and Transportation:** Raised **objection** to the originally submitted application, for the following reasons:

"The school is situated in a very rural location with limited transport sustainability. Consequently the vast majority of staff and pupils currently travel to and from school by car. My concerns however are primarily in relation to the parking demand rather than residual vehicle trip attraction.

Pupils and staff primarily reach the school by car; therefore there is already a high demand for parking in the area. It is evident that inappropriate parking already occurs on the local roads, particularly at the School Lane/Mill Road junction and there are therefore highway safety issues at present.

Based on the modal split the proposed expansion will result in an additional parking demand for 28 cars, once the proposed parking provision is taken into consideration there is an actual parking demand for an additional 21 cars on the local roads.

I do not consider that the immediate surrounding roads can accommodate the projected 21 additional cars safely. Mill Road and School Lane are narrow roads and lack street lighting. Cars are likely to park inappropriately on footways, verges and junctions, as well as further down Mill Road and School Lane. The obstruction of footways on School Lane, and a lack of footway on Mill Road will result in pedestrians having to walk in the carriageway. Moreover damage is likely to occur to the highway verges along these roads.

Whilst the proposal to provide 7 (plus 1 disabled) off-street parking spaces will be an improvement on the existing situation, I do not consider that it is sufficient mitigation for the expansion of the school.

I recommend refusal of the application as it currently stands as I am concerned that the increase in the size of the school will lead to increased parking demand on local roads which will be detrimental to highway safety.”

**School Travel Planner:** Raised **no objection** subject to an updated School Travel Plan being conditioned and for the School to submit this via the Jambusters website.

**County Conservation Officer:** Raised **concern** to the originally submitted application, for the following reasons:

“The extension as drawn will have little impact on the Conservation Area as the shorter elevation is end on to the School Lane frontage, but because this building is at the far eastern end of the Conservation Area with open field on the opposite side of the road, then this is of less importance than the impact of the extension on the existing building.

There can be no objection to a modern, well designed extension to a listed or in this case non-listed Heritage Asset, but the design must be of good quality, sit well with the existing and must preserve or enhance the setting of the original. In this case the juxtaposition of old and new causes concern. The two buildings do not sit well.

The design concept appears to be based around the existing modern canopy along the rear or north elevation of the school which is of no architectural merit. This ‘covered’ area will become the link between the existing and new building which houses the classrooms. Once enclosed the area under the link will be a dark, dank space especially as the roof of the canopy (plastic) cannot be reached for cleaning once the extension is in place. Children will have to pass through this outdoor space to reach the classrooms.

If the building were turned through 90 degrees (to have a North to South axis) it could be physically linked up to the existing building, the rear elevation of the existing building would remain exposed and, with some ‘tweaking’ to the internal layout, the new classrooms could open up onto an enclosed, safe space.

A proviso on the extension should be that no plant is placed on the roof of this flat roofed extension to ensure the finished roof level is kept as low as possible. At the moment there are 6 roof lights shown and these should be the only projection above the roof line.”

**Landscape Officer:** recommends that a small number of trees are planted along the school boundary. The Canterbury Landscape and Biodiversity Appraisal include a set of guidance for the area, such as ‘conserving and restoring field boundaries – particularly

along lanes'. Whilst the school site is no longer an agricultural field, its boundary can still contribute positively to local landscape character as well as ecological connectivity and could benefit from new tree planting or a hedgerow to restore this.

**Environment Agency:** has no comment to make.

**Comments received to the revised second planning application are as follows;**

**Canterbury City Council:** Raised **objection** to the second version of the application for the following reasons:

“The National Planning Policy Framework (NPPF) advises that Local Planning Authorities (LPA) should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. Indeed, LPA’s are instructed to give weight to the need to create, expand or alter school. However, the NPPF also states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location ; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

The proposal would be set away from the existing cluster of school buildings and as such would be read as a stand-alone new building and not an extension to the existing school building. The footprint of proposed building, together with drop-off and parking area would result in the loss of a large part of the open space and playing field associated with the school. This results in a conflict with Policy C27 of the Canterbury District Local Plan First Review (2006) and emerging Policy OS2 of the Canterbury District Local Plan Publication Draft (2014) which seeks to protect open space and playing fields subject to certain criteria. The information submitted with the application does not convincingly set out how the proposal meets the criteria within the NPPF or the Canterbury Development plan policy. For this reason, and in the absence of further justifying information, it is considered that the proposed building and/or drop-off area should be sited in a location that would not result in such a significant loss of playing field and open space provision.”

Following consultation with City Council Conservation Officer, the following comments were raised:

“According to legislation and national/local planning policy, works of development within a conservation area should preserve or enhance the character or appearance of that area. The proposed works should also make a positive contribution to local character and distinctiveness. In addition, new development should contribute positively to making places better for people. Where proposals conflict with these aims, there should be public benefit arising to such a degree that it outweighs the potential harm, and can be justified/mitigated.

Rural primary schools are to be encouraged, as they have diminished in number during the latter half of the 20<sup>th</sup> century, a trend which has continued. The extension to a primary school which is growing is therefore acceptable in principle.

The design of the extension should be functional, yet respond to its environment. Unfortunately, this proposal fails to do so. Buildings in the immediate vicinity of Hoath



Primary School are brick with pitched roofs. The proposal is for a long low flat-roofed building in a combination of different coloured renders and rendered panels. Combined with the proposed urbanisation of the highway in front of it, this structure would be highly visible within the site, and would not sit comfortably with the existing buildings. It would have a temporary appearance, as if it was a temporary mobile that was put on site until the school could build a proper, permanent extension.

Unfortunately, while it is understood that it is a necessary extension, the design of the building and the associated highway works are too urban and contrary to the established form within the conservation area. As the works fail to preserve or enhance the area as per the legislation and policy, the only recommendation can be refusal/objection as the proposed development would conflict with the aims of policy BE7 of the Canterbury District Local Plan First Review (2006) and emerging policy HE6 of the Canterbury District Local Plan Publication Draft (2014). It is recommended that additional development is located to the south east corner of the site and away from the main playing field.

In view of the above, Officers cannot endorse the proposal in its current form.”

**Hoath Parish Council:** Raised **no objection** to this second version of the planning application.

**Kent County Council Highways and Transportation:** Raised **no objection** to the second version of the application, subject to the following comments:

“I am satisfied that the proposed drop off/pick up point within the site will help alleviate the additional parking demand generated as a result of the proposed school expansion. The access and egress have however been indicated as bellmouth junctions, and I would consider it more appropriate that these are formed as vehicle crossovers. This would provide the continuation of the footway for pedestrians along School Lane and therefore maintain pedestrian priority across the access and egress points.”

*Subject to a revised drawing now showing the bellmouth junctions being changed to vehicle crossovers, Highways and Transportation confirmed acceptance of this proposed alteration to the entrance and exit of the drop off area.*

**County Conservation Officer:** Has the following comments to make on the second version of the planning application:

“As a principle I have no objection to a well design modern extension sitting alongside an existing listed it non-listed Heritage Asset as a modern interpretation can often be a better solution than a pastiche of the original.

Canterbury City Council state that they do not like the appearance of the proposed extension, yet the design has not altered from that of the original scheme (to which I understand they did not object), it is just its position on the site that has altered. In the original layout the juxtaposition of old and new meant there was negative impact on the original school.

They also state the proposal would be set away from the existing school and would read as a standalone new building, but this was the case in the original scheme. There was no physical link in the original scheme, indeed the use of the existing canopy was a poor detail in design terms.

I agree with Canterbury City Council that the new road layout is rather ‘urban’ and will make the extension more visible from the roadway. As I previously commented more screening

will be necessary to replace the hedging that will be lost by the in/out roadway. Clever design should be able to overcome these objections.

Canterbury City Council recommended the building be moved to the south east corner of the site which is away from the playing field. I am not adverse to this suggestion as it will ensure the original school building is not impacted.”

**Sport England:** Raises **objection** to the second version of the application, in particular to the drop off zone, single storey extension and hard play area.

“These aspects of the proposed development would appear to be sited on an existing area of playing field. Locating these aspects of the proposed development on the existing playing field would prejudice the use of the playing field. In the light of the above, Sport England **objects** to these aspects of the proposed application because they are not considered to accord with any of the exceptions to Sport England’s Playing Fields Policy or with Paragraph 74 of the NPPF.”

Sport England raises **no objection** to the car parking area aspect of this planning application.

“Sport England is satisfied that this aspect of the proposed development meets the following Sport England Policy exception:

*E3 – This aspect of the proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of, or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing area of any playing pitch or the loss of any other sporting/ancillary facility on the site.*

Sport England **objects** to the proposed drop off zone, single storey extension and hard play area because they are not considered to accord with any exceptions to Sport England’s Playing Field Policy or with paragraph 74 of the NPPF.

These aspects of the proposed development would appear to be sited on an existing area of playing field. Locating these aspects of the proposed development on the existing playing field would prejudice the use of the playing field.

Should your Council be minded to grant planning permission for the development then in accordance with The Town and Country Planning (Consultation) (England) Direction 2009, the application should be referred to the Secretary of State, via the National Planning Casework Unit.”

**Comments received to the revised third version of the planning application are as follows:**

**Canterbury City Council:** Raises **no objection** to the revised application for the following reason:

“We have reviewed the amended plans and raise no objections to the proposed scheme. The design concerns we raised previously have now been overcome, and the design proposed is now considered sympathetic to the existing school buildings and would preserve the character and appearance of the conservation area.

In terms of the loss or part of any playing field, I would advise that County Council should take account of Policy C27 of the Canterbury District Local Plan First Review (2006) and

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emerging Policy OS2 of the Canterbury District Local Plan Publication Draft (2014) which seeks to protect open space and playing fields subject to certain criteria.

Provided that the County Council are satisfied in this regard, the Council wishes to raise no objections to the proposal.”

**Hoath Parish Council:** No comments received to the third version of the application.

**Kent County Council Highways and Transportation:** Comments remain unchanged from the previous response confirming no objection, subject to planning conditions covering provision of

- Provision and permanent retention of the vehicle parking spaces shown on the submitted plans prior to the use of the site commencing;
- Provision and permanent retention of the vehicle loading/unloading and turning facilities shown on the submitted plans prior to the use of the site commencing;
- Use of a bound surface for the first 5 metres of the access from the edge of the highway;
- Completion and maintenance of the accesses shown on the submitted plans prior to the use of the site commencing;
- Gates to open away from the highway and to be set back a minimum of 5 metres for the edge of the carriageway;
- Provision and maintenance of the visibility splays shown on the submitted plans with no obstructions over 0.6 metres above the carriageway level within the splays, prior to the site commencing.

**County Conservation Officer:** Has the following comments to make on the third planning application:

“This new scheme is for an extension of the same size as previously, but the footprint has moved on the site to accord with Sport England requirements, and the elevational treatments have changed to a more ‘traditional’ brick faced building with pitched roof to accord with Canterbury City Council requirements.

Although the school building is not listed, it is within a Conservation Area and must be considered a non-listed Heritage Asset. The design of any extension must therefore be of good quality, sit well with the existing and must preserve or enhance the setting of the original.

I am content with the new footprint, which is at 90 degrees to the existing school, and therefore respects the existing building. I am also content with the elevational treatment for the proposed extension (as I was with the modern rendered finish of the previous schemes).

As a ‘traditional’ approach is now being taken, the external wall finish of red brick slips must be of a colour and type to match the existing school.

My only concern is regarding the roof finish. The Design and Access Statement says this is to be concrete interlocking tiles, which will not be appropriate here. The main school building is finished with plain tiles but as the proposed extension roof is only at 30 degree pitch, plain tiles are not suitable. However slate would be suitable for such a low pitch and I feel would be more appropriate to this location within a Conservation Area.”

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**Sport England:** Maintains an **objection** to the third version of the planning application and has no further comments to make on the revised proposal. Therefore previous comments still apply.

## Local Member

27. The local County Member, Mr Alan Marsh, was notified of the application on 2 November 2015, 24 February 2016 and 13 April 2016.

## Publicity

28. The application was advertised by the posting of site notices, the notification of 18 neighbours, and an advert was placed in the local newspaper on 5 November 2015.

## Representations

29. One letter of representation has been received, strongly opposing the original version of the application. The main points of the objection can be summarised as follows:

- The proposed development is within a Conservation Area with no infrastructure to support the additional congestion through Maypole and its surrounding lanes, which invariably are used for farm vehicles, horse riding, walkers and cyclists.
- Hoath Road, Maypole Lane and School Lane cannot sustain any additional vehicles during the peak school drop off and pick up times.
- It is alterations like these that could irrevocably transform the look of what is currently an historical Kentish village.

30. No further letters of representation from local neighbours have been received to the two subsequent re-notifications, nor have any further comments been received from the person who wrote (see above comments) on the original version of the planning application.

## Discussion

31. In considering this proposal regard must be had to Development Plan Policies outlined in paragraph (25) above. Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. Therefore, this proposal needs to be considered in the context of Development Plan Policies, Government Guidance, including the National Planning Policy Framework (NPPF), Planning Policy Statement for Schools Development and other material planning considerations arising from consultation and publicity.

32. This application has been reported for determination by the Planning Applications Committee following the receipt of an objection from Sport England. The main issues relating to this objection are Sport England's objection to the loss of playing field and the one neighbour objection. All previous objections have been addressed through negotiation and been subsequently withdrawn.

Sport England Objection

33. Sport England has objected to the revised planning application on grounds that the proposed development would appear to be sited on an existing area of playing field and would prejudice the use of the playing field and does not accord with the exceptions to Sport England's Playing Field Policy. It is Sport England's policy to oppose any planning

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application which would result in the loss of playing field land unless it is satisfied that the application meets with one or more of five specific exceptions. The gist of these exceptions are incorporated within paragraph 74 of the Government's National Planning Policy Framework (NPPF).

34. Sport England also considers that the application does not accord with the exceptions of paragraph 74 of the NPPF, which states:

*Existing open spaces, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- *an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- *the loss of resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable locations; or*
- *the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

35. Whilst it is acknowledged that there would be some encroachment onto the usable part of the playing field from the proposed drop-off area, new extension and relocated playground/netball court, the school has generous grounds and would be able to accommodate the proposed development without affecting the usage of the playing field or the current area of the running track and football pitch.

36. To ensure that the development did not encroach upon the playing field, the existing playground to the front of the site was initially considered but rejected because it was not large enough to accommodate the extension. The School was also required to provide some onsite parking facilities for the staff and so this was best located at the front of the school site, where it was easily accessible and could use the existing maintenance access off School Lane.

37. Furthermore, following on from Canterbury City Council's Conservation Officers comments about considering an alternative site that did not encroach upon the playing field, the site to the south east of the existing school buildings was also considered but rejected as this area currently accommodates the reception play area; an oil tank (main heating source); electric pole; former air raid shelters and structures and an existing pond. Building in this area of the site would disturb habitation associated with both the pond and the Ecology Building. Additionally the Reception Class outdoor play area would be significantly affected by a building on this part of the site and would be a loss to the school. Creating a zone would elsewhere disconnect it from the Reception classroom and there would be insufficient space to retain it. It would also be difficult to construct the extension to this side of the site and the school playing field due to its disconnection from the main road and interruption to the School. The building would also be an awkward shape, due to the shape of the land available. Therefore this suggestion has not been pursued any further.

38. The location of the new proposed extension and drop-off area has now been positioned on an area of the site where there is currently little use. The area of the drop-area is currently not used for playing as there are few trees located in this area that would have to be removed to create the drop-off. Additionally the area of the proposed extension is on the edge of the current hard pay area and where play equipment is currently located in this area. It is proposed to relocate this play equipment into an area between the footpath behind the drop-off area and the extension. This is a triangular piece of land, which is unusable and incapable of making up an area for sports and is currently not marked out for PE games or activities. The proposed extension has also been located as close as

possible to the existing school buildings to further reduce encroachment of the new development on the playing field and into the open countryside. Due to the loss of the existing hard playground to the front of the existing school building to staff parking, then an area to the rear of the existing school buildings and near to the area where children currently play, was deemed the most sensible place to relocate the hard playground. A netball court is also proposed which will provide further a further area of hard play and allow for all year usage of this facility.

39. The applicant has also provided drawings showing the markings for the existing running the sports pitches are currently marked out on the school field as both have faded over the winter months. The drawings provided indicate their proposed positions but both can be relocated within the playing ground and away from the hard PE courts.
40. According to the recommended areas prescribed in Building Bulletin 103 (Notes on Area Guidelines for Mainstream Schools), these are exceeded at this site for Soft Outdoor PE and Soft Informal and Social Areas. The existing playground to the front of the school currently measures 305sqm (3,283sqft) and accommodates a scaled down netball court. This is currently smaller than the BB103 recommendations. It is proposed to reposition and enlarge the court to an increased size of 470sqm (5,059sqft). Although this is still less than the recommendations, this application proposes to provide more hard outdoor PE area than previously used by the school. In fact the whole of the school's playing field measures 8,361sqm (89,997sqft) and the recommended maximum area for a school with this number of pupils is 3,877sqm (41,732sqft). This demonstrated that with the proposed development encroaching upon the playing field, there would still be more playing field available than would be expected.
41. It is accepted that schools do need to expand to provide additional facilities for both the existing and proposed pupils, and therefore this will result in some encroachment upon the school's playing field. However in this case and through careful consideration and design, any encroachment upon the playing field has been kept down to a minimum and where possible, it is proposed to use land which is currently incapable of forming usable play space.
42. In my view, this is a relatively minor encroachment onto areas of unusable parts of the playing field (due to vegetation and existing play equipment) that has to be balanced against the need for the development and wider benefits to the community of this educational facility and the strong policy presumption in favour of new school facilities. The substantial part of the playing field would remain unaffected by the development where it would still be possible to accommodate the running track and sports pitch and still have space around it. In my view, the use of the playing field would not be adversely affected either for informal sports or indeed more informal recreation. I do not therefore consider there is any basis for a planning objection on the grounds that the development would lead to an unacceptable loss of playing field to would affect the ability of the School to use the playing field. Whilst the provision and protection of playing fields is only one of the many facets that planning decisions have to reflect, I am satisfied that thorough consideration has been given to the playing field impacts and the latest version of the proposals reflects an acceptable compromise in balancing building design and conservation issues, educational need, vehicle access and parking, tree protection and biodiversity interests and playing field protection. As such it is considered that the application would accord with saved Policy C27 and emerging Policy of OS2 of the Local Plans and Paragraph 74 of the NPPF. Under the circumstances, I would therefore not raise a planning objection to the proposal on grounds of loss of playing field.

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43. The application site falls within the Hoath Conservation Area and although the school building is not listed it must be considered a non-listed Heritage Asset. Therefore any new build design must be of good quality, sit well with the existing and must preserve or enhance the setting of the original. The planning application has been through 2 revisions and both Canterbury City Council and the County's Conservation Officer have confirmed their acceptance of the final version of the application, as overcoming the previous concerns about the design, location and choice of materials. A 'traditional' approach has now been taken to the design and appearance of the building, with the external wall finish of red brick slips which would match the materials on the existing school and a 30 degree pitch roof. It is now considered to be sympathetic to the existing school buildings and would preserve the character and appearance of the Conservation Area.
44. The only outstanding issue is about the type of roof material has been raised by the County's Conservation Officer. It is suggested that concrete interlocking tiles are not appropriate and that slate tiles would be more in keeping with the type of roof material used in this area. The applicant has confirmed that they would be willing to use a slate tile but I propose to deal with that issue by reserving this detail by way of condition.
45. I am satisfied that thorough consideration has been given to the design, materials, location and impact upon the Conservation Area, and the latest version of the proposals also reflects an acceptable compromise in balancing all the comments and objections received. As such it is considered that the application would accord with saved Policies BE1, BE3 and BE7 and emerging Policy of HE6 of the Local Plans. Under the circumstances, I would therefore not raise a planning objection to the proposal on grounds of heritage issues.

Residential amenity

46. It has been acknowledged that the development is within a Conservation Area and the design and external materials of the proposed extension has been revised to be more in keeping and sympathetic with the existing school, the surrounding area and the Conservation Area. The extension is proposed to be clad in red brick slips, which would have the same appearance as the existing school building and the buildings in the vicinity of the school. The originally proposed flat roof is replaced by a 30 degree pitched roof. The proposed extension has also been moved closer to the existing school buildings and together with a proposed planting scheme, so that the new extension should not be that visible from outside the school site.
47. A drop-off facility is also now proposed to help accommodate the additional traffic that an extra 35 pupils would generate and help alleviate the additional parking in School Lane. Any additional traffic created by these additional pupils would only be on the highway network twice a day and during term time only. There would be no justification in improving rural roads in this instance, over and beyond what is already proposed in School Lane. As no further comments were received from the one neighbour representation to the subsequent revision of this planning application, then I consider that the original comments have been addressed through the revisions of this planning application. As such it is considered that the application would accord with saved Policies BE1, BE3, BE7, C9 and C11 and emerging Policy of HE6 of the Local Plans Under the circumstances I would not raise a planning objection to design, additional traffic and the impact upon the character and appearance of the Conservation Area.

## Conclusion

48. In summary, I consider that, subject to the imposition of appropriate planning conditions, this proposed development constitutes sustainable development, with an appropriate

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standard of design and layout, which would not have significantly detrimental effects on the sporting facilities at the school. In my view, the development would not give rise to any significant material harm and is in accordance with the general aims and objectives of the relevant Development Plan Policies, as well as the National Planning Policy Framework. I am not aware of any material planning considerations that indicate that the conclusion should be made otherwise.

49. However I recommend that various conditions be placed on any planning permission, including those outlined below. However, given the Sport England objection, should Members support my views expressed in paragraphs 33 to 42 above and decide against refusal of this application, the County Planning Authority is required to consult the Secretary of State for Communities and Local Government at the National Planning Casework Unit and not grant planning permission until the Secretary of State has first had opportunity to consider the application. The Town and Country Planning (Consultation) (England) Direction 2009, requires that the Authority may only proceed to determine an application once the Secretary of State has had an opportunity to consider whether or not to call in the application for his own determination.

#### Recommendation

- 50 I RECOMMEND that the application BE REFERRED to the Secretary of State for Communities and Local Government and SUBJECT TO his decision, PERMISSION BE GRANTED, SUBJECT TO the imposition of conditions covering (amongst other matters) the following:

- The standard 5 year time limit;
- The development carried out in accordance with the permitted details;
- The submission of details of all materials to be used externally, including the details of the roof material;
- A scheme of landscaping, including details of species, source, location of saplings to be planted as well as mitigation and visual impact information be provided, and hard surfacing, its implementation and maintenance, as well as referencing the Canterbury Landscape and Biodiversity Appraisal;
- Measures to protect trees to be retained;
- No tree removal during the bird breeding season;
- Provision and permanent retention of vehicle parking spaces;
- Provision and permanent retention of vehicle loading/unloading and turning facilities;
- Completion and maintenance of the access of the drop off facility;
- Drop-off gates to open away from the highway and be set back a minimum of 5 metres;
- Provision and maintenance of the visibility splays and no obstructions over 0.6 metres above the carriageway level within the splays;
- Hours of working during construction to be restricted to between the hours of 0800 and 1800 Monday to Friday and between the hours of 0900 and 1300 on Saturdays, with no operations on Sundays and Bank Holidays;
- Measures to prevent mud and debris being taken onto the public highway;
- The submission of a construction management plan, including access, parking and circulation within the site for contractors and other vehicles related to construction operations;
- The submission of a revised School Travel Plan

I FURTHER RECOMMEND that the School BE ADVISED that the revised Travel Plan should be registered with the County Council's new School Travel Plan website



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(‘Jambusters’) by accessing the following link [www.jambusterstpms.co.uk](http://www.jambusterstpms.co.uk), to assist with the updating, monitoring and future reviews of the Travel Plan.

Case officer – Lidia Cook	03000 413353
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Background documents - See section heading
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