

Development Management Sub Committee

Wednesday 18 December 2013

**Application for Planning Permission 13/04456/FUL
At Broughton Primary School, 132 Broughton Road,
Edinburgh
Erection of a two storey education building within the site
boundary of Broughton Primary School.**

Item number

Report number

Wards

A12 - Leith Walk

Links

[Policies and guidance for this application](#)

LPC, CITD3, CITE3, CITH8, CITCO3, NSG, NSGD02, NSLBCA,

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Executive summary

Application for Planning Permission 13/04456/FUL At Broughton Primary School, 132 Broughton Road, Edinburgh Erection of a two storey education building within the site boundary of Broughton Primary School.

Summary

The proposal is for the siting of a free-standing, two-storey building, to provide four additional classrooms with ancillary facilities, within the grounds of the existing school. By reason of the size, form, design and position of the proposals it complies with the relevant provisions of the development plan and associated guidelines. With the imposition of an appropriate condition, regarding the submission of the details of materials, it represents an acceptable form of development.

Recommendations

It is recommended that this application be Granted subject to the details below (in section 3 of the main report).

Financial impact

All financial implications of this Council project are matters for consideration by Education, Children and Families Committee.

Equalities impact

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

This application is not subject to the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

Pre-Application Process

Pre-application discussions took place on this application.

Publicity summary of representations and Community Council comments

The application was advertised on 8 November 2013 and attracted eight letters of objection commenting on the proposal. These comments are all from neighbouring properties and raise the following material issues:

Material Representations in Objection

- appearance and impact on listed building;
- out of character with the surrounding area;
- poor quality of design and inappropriate materials; and
- loss of playground space.

Non-material Representations

- short sighted policy of closing nearby schools;
- 154 McDonald Road should not be sold-off but used to provide much needed non-classroom space;
- no demonstration it meets carbon dioxide emission targets; and
- additional space does not address school needs, or offer value for money.

Community Council Comments

New Town/Broughton Community Council has made no representation.

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading / external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- <http://www.edinburgh.gov.uk/meetings/3116/education> children and families committee

Application for Planning Permission 13/04456/FUL At Broughton Primary School, 132 Broughton Road, Edinburgh Erection of a two storey education building within the site boundary of Broughton Primary School.

1. Background

1.1 Site description

The application site comprises Broughton Primary School and its associated playground. It is prominently located on the south side of Broughton Road immediately to the west of its junction with McDonald Road within a mixed commercial and residential area.

The main school building comprises a three-storey, ashlar stone faced building under a double, parallel ridged, grey slated roof, with two gabled rear projections.

The separate building to the east, at No 154 McDonald Road, is also a three-storey stone building with a modern single-storey linking building between the two. It is also in Council ownership.

There is a further, single storey building to the south east of the site also fronting onto McDonald Road. To the west is the two-storey, former Janitor's House and to the south west is a two-storey playground shelter building and a high boundary wall to the neighbouring commercial property.

Along the western boundary of the site, there is a two storey building and associated areas at 128 and 130 East Claremont Street which have been subdivided into separate commercial and office premises.

The playground to the rear of the school extends some 3,845 square metres in area between the existing buildings, the site boundary and the area used for car parking to the south of the site.

The principal access to the school is from Broughton Road, with secondary accesses from McDonald Road, to the east, and Bellevue Road, to the south.

The school is a substantial example of Edinburgh Board School design, in Queen Anne style, and is a category 'B' listed building (LB Ref: 30041) listed on 10 March 1999. That listing includes the building at No 154 McDonald Road, the Janitor's House and the playground shelter building.

1.2 Site History

The relevant site history is:

11 March 2005 - Listed building consent was granted for fire upgrading works to internal doors and screens and new second means of escape from the basement dining hall (Ref 04/04564/LBC).

The development proposal results from a report to Education, Children and Families Committee on 8 October 2013, entitled: 'Primary School Estate Rising Rolls', item No 7.2.

154 McDonald Road - Neighbouring property in Council ownership

8 October 2013 - Education, Children and Families Committee, as part of their assessment of 'Primary School Estate Rising Rolls', noted that the property at 154 McDonald Road could now be discounted entirely as this would not meet their needs; as concluded by the 'Working Group' at its meeting on 18 September 2013.

7 November 2013 - A planning application for alterations to, and change of use from, offices to form residential accommodation was considered at Development Management Sub Committee; where Committee were 'Minded to Refuse' planning permission (Ref 13/02458/FUL).

7 November 2013 - Listed building consent, associated with the above planning application, was granted for works including removal of existing internal walls and insertion of new internal partitions; insertion of new windows to rear elevation; insertion of conservation roof lights to rear slope of roof; creation of sun room access to new roof terrace and installation of balustrade; addition of photo-voltaic panels to flat roof; and widening of existing access on south east elevation (Ref 13/02459/LBC).

26 November 2013 - An appeal was lodged by the applicant, with the Scottish Government's Directorate for Planning and Environmental Appeals against the non-determination of the above planning application (Ref PPA-230-2109).

2. Main report

2.1 Description Of The Proposal

The application is made by City of Edinburgh Council for the erection of a free-standing, two-storey building set within the playground of the school, to the south west of the existing playground-shelter building; in order to provide additional accommodation for the increasing school roll.

The location of the building is influenced by the presence of an underground culvert. The course of the culvert is from Broughton Road passing to the southern, side elevation of the principle school building; passing under the existing school playground and exiting the site in the south-eastern corner into McDonald Road.

The building is a standalone facility including four additional classrooms and necessary ancillary accommodation. It has overall dimensions of 20.7 metres in length by 10.5 metres in depth to an eaves height of 5.7 metres and a ridge height of 8.8 metres. The building has both an internal stair and an external fire escape stair on the rear elevation in the space between the building and the south-western site boundary wall.

The building is to be clad in fibre-cement wall cladding panels with a panelised roofing system. These are to be dark and mid-grey in colour for the base materials with a potential pallet of blue colours within the accent panels and window reveals. It is also proposed to use aluminium framed, double-glazed windows and aluminium framed ventilation louvers.

It may be necessary to extend the building if the school roll continues to rise and so the building and its internal layout have been designed to enable such an extension in the future, if required.

A Green Travel Plan has been submitted with the application dealing with the potential increase in traffic generation as a result of the proposal.

It is proposed that sample boards will be provided for approval in consultation with the school prior to construction on the site.

2.2 Determining Issues

In considering whether to grant consent, special regard must be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. For the purposes of this issue, preserve, in relation to the building, means preserve it either in its existing state or subject only to such alterations or extensions as can be carried out without serious detriment to its character.

Do the proposals comply with the development plan?

If the proposals do comply with the development plan, are there any compelling reasons for not approving them?

If the proposals do not comply with the development plan, are there any compelling reasons for approving them?

2.3 Assessment

To address these determining issues, the Committee needs to consider whether:

- (a) the principle of development is acceptable;
- (b) the proposal would be appropriate within the setting of the listed building;
- (c) the proposed scale, form, design and materials are acceptable;
- (d) the proposals affect road safety;
- (e) the proposals will result in an unreasonable loss of neighbouring amenity;
- (f) the proposals provided sufficient amenity for the future use of the school;
- (g) the proposals have any equalities or human rights impacts; and
- (h) representations raise issues to be addressed.

a) The Acceptability of the Proposal in this Location

The site lies within the defined urban area and will continue to provide accommodation for the school within the boundaries of the existing site.

The proposal complies with Policy Com 3 of the Edinburgh City Local Plan subject to compliance with the other policies within the plan.

Accordingly, in planning terms, the proposal is acceptable in principle.

The issues raised in the representations relate to other policy decisions of the Council, that have already been taken at the relevant public Committee with regard to the management of the primary schools estate; including the sale of No 154 McDonald Road.

Given the size and scale of the proposal there is no requirement for the development to comply with the guidance contained in policy Des 6, 'Sustainable Design and Construction' or the Edinburgh Standards for Sustainable Building.

b) Impact on the Setting of a Listed Building

The principle setting of these listed buildings, comprising the original school, No 154 McDonald Road, the Janitor's House and the playground shelter building, are all principally taken from the public domain. The buildings stand at a prominent road junction at the prow of a hill and represent the dominant buildings within the streetscape of Broughton Street and McDonald Road at this location.

The rear elevations of these buildings have a more pragmatic appearance and the setting is comprised by the framed central open space used as the principal playground area associated with the school.

The proposal takes its position and form from that of the playground shelter building, continuing along the western boundary of the site. It is suitably detached from that building and is suitably subordinate to the principle school building.

In terms of its relationship to the school building this is of a simple, modern form that would not compete with nor detract from the existing setting.

In wider views the proposal will not be obvious from other secondary views and where it is will be seen mostly with the backdrop of other commercial, non-listed buildings.

c) Scale, Form and Design (Materials)

The scale of the building, with a simple gable ended, pitched roofed design, has been kept to a minimum in terms of its size and mass in order to provide the necessary internal specifications in such a manner so as to reduce the impact on the neighbouring buildings and its surroundings.

The proposed additional accommodation is required to be provided within a very short time frame; ready for the start of the school year 2014-15, in August 2014. As a result it is necessary for the building to be a standalone structure, separate from the existing school buildings.

The proposed building represents a significant improvement on previous temporary and modular forms of school classroom space extensions approved elsewhere within the school estate. The proposed finish using fibre-cement cladding panels are of an acceptable quality in this setting, as are the base colours. However, the specific colour of the accent panels and window reveals are to be finalised. Accordingly, it is proposed to make the submission of samples of those cladding details a condition to ensure a suitable finish to the proposal.

d) Road Safety Issues

The application has been accompanied by a school travel plan that sets out the course of action being taken by the school to reduce car use and increase other more sustainable modes of how children travel to school. This is in accordance with the Council's transport policies.

In planning terms, therefore, any resultant increase in traffic generation would be minimal and would not have a detrimental impact on road safety in the vicinity of the school premises.

e) Neighbouring Amenity

All overshadowing resulting from the proposal would be wholly contained within the application site.

The proposal is located 2.9 metres from the western boundary of the site, parallel with the blank flank walls of the adjoining properties. The windows in the upper floor of the building serve the toilets and the stairwell. As such, there would be no detrimental levels of overlooking resulting from the proposal.

Environmental Assessment has raised no objections to the development in terms of contaminated land issues at the site.

f) Future Amenity of the School

As a result of the proposal 302 square metres of existing playground would be lost. This comprises the footprint of the proposed building (215 square metres) and the area to the side and rear of the building, between the site boundary and the playground shelter building (87 square metres).

The existing school playground area, to the rear of the building, extends to some 3,845 square metres in area. This does not include the area to the front of the school with the Broughton Road boundary.

Accordingly, the proposal would result in the loss of some 8% of the playground area.

In this regard it should be noted that the Council has a statutory requirement to accommodate children of school age within the relevant school catchment area.

The community purpose of the provision of additional school accommodation, identified as being necessary at the recent Education Committee meeting, and the associated benefit to the local community in this instance outweighs the loss of this area of the school playground.

Issues of the use of the space within the school are not a material planning matter; it is for the Head Teacher together the Parent Council and the Council, as the Education Authority, to determine.

Accordingly, there would be no detrimental impact on the future amenity of the school as a result of the proposed development in this instance.

g) Equalities and Human Rights Impacts

This application has no impact in terms of equalities or human rights.

h) Public Comments

Material Representations: Objections

- appearance and impact on listed building - assessed in section 2.3(b);
- out of character with the surrounding area - assessed in section 2.3(c);
 - poor quality of design and inappropriate materials - assessed in section 2.3(c); and
- loss of playground space - assessed in section 2.3(f).

Non-material Representations

- short sighted policy of closing nearby schools - this is not a material planning consideration but a matter for the Council's Education, Children and Families Committee.
- 154 McDonald Road should not be sold-off but used to provide much needed non-classroom space - this is not a material planning consideration but a matter for the Council's Education, Children and Families Committee.
- no demonstration it meets carbon dioxide emission targets - the proposal is not subject to the Edinburgh Standards for Sustainable Buildings.
- additional space does not address school needs, or offer value for money - this is not a material planning consideration but a matter for the Council's Education, Children and Families Committee.

There was no response from New Town/Broughton Community Council.

CONCLUSIONS

In conclusion, the proposals comply with the development plan and the relevant non-statutory guidance, preserve the setting of the listed buildings, preserve the character and appearance of the building and its surroundings and would not prejudice road safety or residential amenity. There are no material considerations which outweigh this conclusion.

3. Recommendations

3.1 It is recommended that this application be Granted subject to the details below

3.2 Conditions/reasons

1. The detail of the colours of the external cladding finishes to be used, including suitable sample sections, shall be submitted to and approved in writing by the Head of Planning and Building Standards. Those details shall be submitted within two months of the date of this consent and all works shall be carried out in accordance with that agreed schedule.

Reasons:-

1. In order to enable the Head of Planning and Building Standards to consider these matters in detail.

Informatives

It should be noted that:

1. The development hereby permitted shall be commenced no later than the expiration of three years from the date of this consent.

2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.

3. As soon as practicable upon the completion of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.

Statutory Development Plan Provision	Edinburgh City Local Plan - Urban Area.
Date registered	25 October 2013
Drawing numbers/Scheme	09-16, Scheme 2

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Links - Policies

Relevant Policies:

Relevant policies of the Edinburgh City Local Plan.

Policy Des 3 (Development Design) sets criteria for assessing development design.

Policy Env 3 (Listed Buildings - Setting) identifies the circumstances in which development within the curtilage or affecting the setting of a listed building will be permitted.

Policy Hou 8 (Inappropriate Uses in Residential Areas) establishes a presumption against development which would have an unacceptable effect on the living conditions of nearby residents.

Policy Com 3 (School Development) sets criteria for assessing sites for new school development.

Relevant Non-Statutory Guidelines

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings and landscape, in Edinburgh.

Non-statutory guidelines 'LISTED BUILDINGS AND CONSERVATION AREAS' provides guidance on repairing, altering or extending listed buildings and unlisted buildings in conservation areas.

Appendix 1

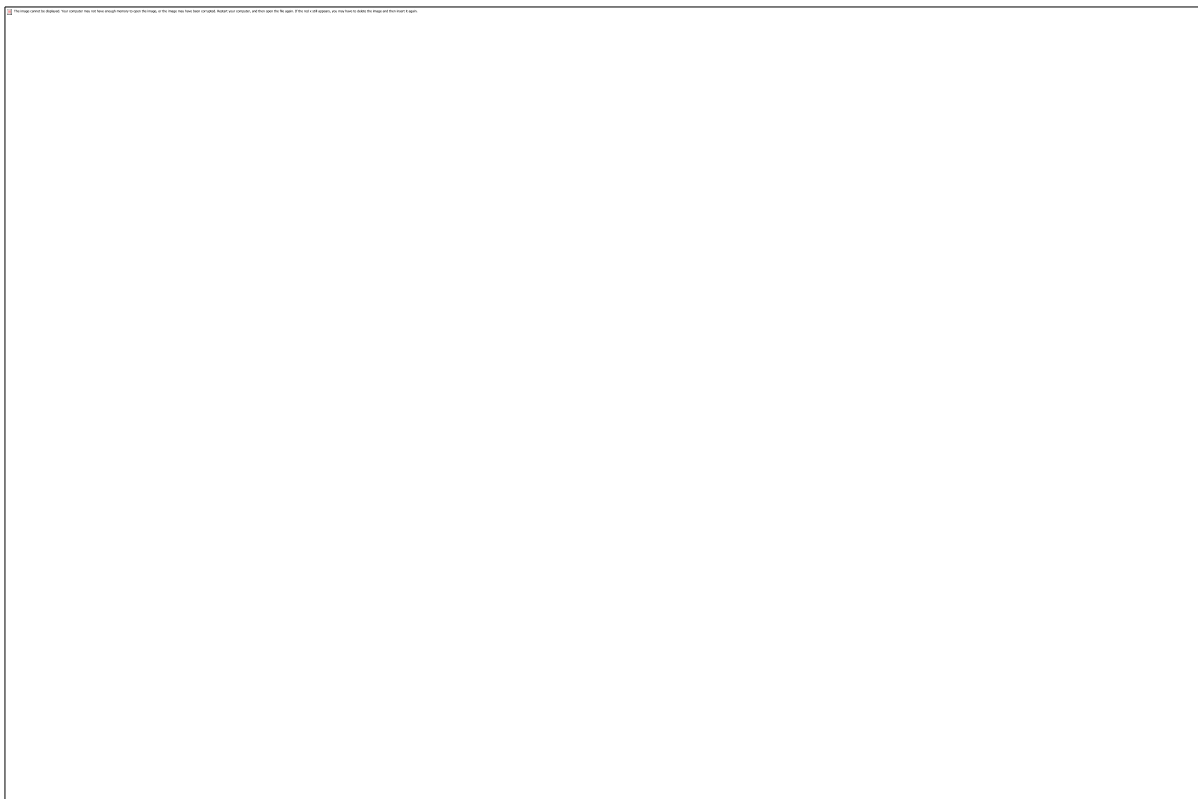
Consultations

Environmental Assessment

The applicant proposes a two-storey education building within the playground of Broughton Primary School. Existing school buildings are to the west with the school's playground to the north and east. Some car garages are directly to the south.

Contaminated land issues have been considered and found to be of no concern. Environmental Assessment has no objections to this proposed development.

Location Plan



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