

PLANNING & DEVELOPMENT COMMITTEE

10 MARCH 2022

REPORT OF: DIRECTOR PROSPERITY AND DEVELOPMENT

PURPOSE OF THE REPORT

Members are asked to determine the planning application outlined below:

APPLICATION NO: 21/1671/10 (MF)
APPLICANT: WEPCo
DEVELOPMENT: Demolition of the existing Penygawsi Primary School buildings and provision of a new 'net zero carbon in operation' school including nursery and primary school provision and associated school sports facilities, vehicular, pedestrian and cycle accesses, car and cycle parking, landscaping, SuDS and associated infrastructure.
LOCATION: PENYGAWSI PRIMARY SCHOOL, ROAD FROM BURGESS CRESCENT, LLANTRISANT, PONTYCLUN, CF72 8PZ
DATE REGISTERED: 20/12/2021
ELECTORAL DIVISION: Town (Llantrisant)

RECOMMENDATION: APPROVE, SUBJECT TO CONDITIONS.

REASONS: The application proposes a replacement school at a long established primary school site. The principle of development is therefore entirely acceptable.

The new building and its associated development will bring a state of the art facility to Llantrisant which will be of significant benefit to the pupils of the catchment area. The applicant also proposes a wider community use for some facilities which will be an asset to all residents of the town.

The proposed works would result a significant alteration to the current layout and appearance of the site, but with its clean, modern design it is considered the new building will form a marked improvement to the existing visual amenity of the site. Further, it is not considered the new building, or the wider development proposed, would result in a significant increase to impacts already experienced by neighbouring residents or to highway safety in the locality.

The application therefore complies with the relevant local and national planning policies and is considered acceptable.

REASON APPLICATION REPORTED TO COMMITTEE

The proposal is not covered by determination powers delegated to the Director of Prosperity and Development.

APPLICATION DETAILS

Full planning permission is sought for redevelopment of the existing Penygawsi Primary School site. The works would involve the demolition of all existing buildings on site and the construction of a new 'net zero carbon in operation' school building for nursery, reception, infant and junior age ranges. The scheme would also see the provision of new associated sports and recreation facilities, vehicular, pedestrian and cycle accesses, car and cycle parking, landscaping, SuDS and associated infrastructure.

The new school would be accommodated in 1 building at the north-eastern corner of the site. The new structure would be of a T-shape, accommodating 3 wings off a central 'heart space', and would be of two-storeys to a maximum ridge height of 10m. The resulting building would have a gross internal floor area of approximately 2142m².

The building would be of a modern, contemporary design incorporating grey brick at ground floor level with aluminium standing seam walls/roof above, and coloured metal panels and fenestrations throughout (the colour of which is yet to be determined). Several natural ventilation chimneys and windcatchers would be sited within the roof, the maximum height of which being 2m above roof level.

The materials are intended to sustain long-term value and durability in an effort to reduce maintenance costs. The building has been designed to meet a strict 'net zero carbon in operation' target, whereby all operational energy consumed on site will be generated by an extensive roof mounted solar photovoltaic array and heating/cooling provided by air source heat pumps.

The building would accommodate 2 nursery, 1 reception and 3 infant classrooms, a main hall, kitchen and heart space at ground floor level. 6 junior classrooms, heart space and a staff room would be sited at first floor level. Various supporting facilities would also be located across the 2 floors (toilets, offices, storage rooms, etc.).

External yard areas would be provided to the east and west of the new school building with further sports and recreation provision located at the southern element of the site. This would comprise a 7-a-side grass football pitch and 2 enclosed Multi Use Games Areas (MUGAs) along with other informal hard and soft landscaped play areas. No floodlighting is proposed at any of the external play spaces, although general lighting would be included throughout the site.

The existing main site access off Burgess Crescent (west) will remain but will be upgraded as necessary; as will the existing secondary pedestrian access off the public footpath at the site's southern boundary. No new accesses are proposed.

28 off-street parking spaces (10% of which will include electric vehicle charging points) will be provided at a new carpark area between the school building and the play facilities. Covered storage for 40 cycles will also be provided here along with a refuse storage/collection point and associated plant infrastructure in the form of a single-storey detached building.

The existing woodland and 12 separate mature trees at the north-western corner of the site will remain following development, as will several other mature trees throughout the site. However, 8 individual trees on site will be removed as part of the development, to be replaced with the planting of 35 new trees throughout the site. Further appropriate landscaping will also be added throughout including an orchard at the south-eastern corner.

The new school would be built to Secured by Design standards with the entire site enclosed by 2.4m high weldmesh boundary fencing, and 1.8m high internal weldmesh fences where necessary to create a secondary security line that allows controlled access for the public and deliveries during the day while ensuring the school and play areas remain secure.

The new school would accommodate 355 pupils, 310 between the ages of 5 – 11 and 45 nursery places. 29 full-time equivalent staff would be employed (both teaching and non-teaching staff). The school currently accommodates 284 pupils (249 of primary age and 35 nursery places) and 24 full-time equivalent staff.

The supporting information details that the main hall, entrance lobby and heart space at ground floor level, as well as the heart space and 1 junior classroom on the first floor would be available for community use between 5pm and 8pm Mondays to Fridays during term time; between 8am and 8pm Mondays to Fridays outside of term time; and between 8am and 1pm on Saturdays throughout the year. However, full details of the exact community uses are unknown at this time. The applicant has also detailed that whilst there are currently no plans for community use of the external sports facilities, this may occur in future, but no floodlighting is proposed so it is envisaged any potential use would be during daytime hours only.

The supporting information also details that construction would be delivered in phases to allow the existing school to continue to operate with minimal disruption during development. The new school building would first be constructed and pupils migrated, then the existing building would be demolished and the new sports and recreation facilities provided.

Finally, the applicant has detailed that the existing school building was constructed in 1975 and has come to the end of its useful life; and given the existing building's construction methods and materials, it would not be viable to renovate/extend the existing structure to bring it up to Welsh Government's 21st Century Schools requirements, hence the need for demolition and redevelopment.

As well as all relevant plans, the application is also supported by:

- Planning Statement
- Design and Access Statement
- Pre-Application Consultation Report
- Noise Impact Assessment
- Ecological Impact Assessment
- Arboricultural Impact Assessment
- Coal Mining Risk Assessment

- Drainage Strategy Report
- Phase 1 and 2 Geo-Environmental Assessments
- Transport Statement

SITE APPRAISAL

The application site forms the existing Penygawsi Primary School and its associated facilities. It is located within a predominantly residential area of Llantrisant and serves the local community as an English medium primary school for ages 3 – 11.

The site is roughly rectangular in shape, extending to approximately 2.45ha, and is generally level throughout. It does however rise steeply at the eastern boundary. The main school building is sited towards the south-western corner of the site. It is single storey in nature and of a typical 1970's concrete wall with uPVC panels and flat roof design. 2 demountable classrooms are sited directly to the north-east of the main school building with various yard and playing field areas to each side, and a carpark to the north. A dense wooded area is located at the north-eastern corner of the site and several mature trees are sited throughout.

The site is bound by the rear gardens of properties along the adjacent residential streets Clos Leland (north) and Despenser Avenue (east). A footpath (Public Right of Way Llantrisant 2756/6) is located directly to the south beyond which are the rear gardens of properties along the residential street, Llys Derwen. Both Clos Leland and Llys Derwen are at a comparable ground level to the school site, however, Despenser Avenue is sited at a considerable higher level, approximately 10m above. The site fronts Burgess Crescent (west) from which primary access is gained. The A4119 and Talbot Green Retail Park are located beyond.

PLANNING HISTORY

Previous planning applications submitted at the site:

03/0992/08 – Proposed modular volumetric double classroom accommodation.
Decision: Granted, 28/07/03

08/0885/08 – Siting of portable classroom.
Decision: Granted, 28/07/08

11/0495/10 – To erect an octagonal shelter.
Decision: Granted, 17/06/11

12/0710/10 – Replace existing 1m high front boundary fence with a 1.8m high 'Paladin' style fence.
Decision: Granted, 03/09/12

PUBLICITY

Given the application involves new development where the created floor space would be 1000m² or more and the site area is over 1ha, the applicant has undertaken a Pre-

Application Consultation (PAC) as required by Article 2 of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012.

In addition to this, the statutory planning application consultation process was carried out which involved 39 properties being individually notified of the proposal by letter, 9 notices being placed on and within the vicinity of the application site, and a notice being placed in the local press (Western Mail).

1 letter of objection has been received from a resident of Clos Leland, making the following comments (summarised):

- The new school building would be sited in close proximity of adjacent residential properties at Clos Leland. Therefore, at two-storeys in height, it would result in overbearing, overshadowing and overlooking impacts; and would dominate the outlook from surrounding properties. There is plenty of space within the site for the new building to be positioned further away from neighbouring properties.
- As the new school building would be sited closer to the properties along Clos Leland than the existing, and given the increase in staff and pupil numbers, residents of this street will experience increased noise levels.
- The increase in pupil and staff numbers would exacerbate the already high volumes of traffic associated with school. Parents often park along the nearby highways during drop off / pick up times causing obstructions.
- The new building would create an area of seclusion between it and the rear gardens of properties along Clos Leland, which could be a catalyst for anti-social behaviour.
- Gardens in Clos Leland are often waterlogged. Concerns that the new development could exacerbate this issue.
- Construction activities will adversely affect the amenities of surrounding residents during development.
- The proposed development will result in the value of surrounding properties being reduced.

CONSULTATION

Highways and Transportation – No objection subject to conditions in respect of access, turning and parking facilities construction details; off-site highway improvements; a Construction Method Statement; a Travel Plan; and HGV delivery time restrictions.

Public Health and Protection – No objection subject to conditions in respect of construction noise, waste, dust and lighting.

Flood Risk Management – No objection or conditions suggested. The applicant has provided adequate information to clarify that an appropriate site drainage scheme can be implemented on site.

Countryside, Landscape and Ecology – No objection subject to a condition requiring the mitigation and enhancement measures set out in the Ecological Impact Assessment being implemented on site.

Public Rights of Way Officer – No objection subject to a condition requiring a method statement setting out how the adjacent Public Right of Way will remain open, accessible and unobstructed during construction.

Education and Inclusion Services – No objection or conditions suggested. The proposed development is welcomed.

Waste Services – No objection or conditions suggested. Appropriate waste facilities/access would be provided at the site.

Natural Resources Wales – No objection subject to conditions in respect groundwater contamination.

Sports Wales – No objection or conditions suggested. The net gain in both hard and soft outdoor PE provision, and proposed community use are welcomed.

The Coal Authority – No objection subject to conditions requiring remedial measures being undertaken to ensure the site is safe for development.

Dwr Cymru Welsh Water – No objection subject to condition restricting surface water from entering the public sewerage system.

South Wales Police – No objection or conditions suggested. Standard advice offered in respect of Secured by Design standards.

South Wales Fire and Rescue Service – No objection or conditions suggested. Standard advice offered in respect of water supplies and access for firefighting appliances.

Western Power Distribution – No objection or conditions suggested. Standard advice offered in respect of a new connection or service alteration being required.

Llantrisant Community Council – No comments received.

POLICY CONTEXT

Rhondda Cynon Taf Local Development Plan

Members will be aware that the current LDP's lifespan was 2011 to 2021 and that it is in the process of being reviewed. The Planning (Wales) Act 2015 introduced provisions specifying the period to which a plan has effect and providing that it shall cease to be the LDP at the end of the specified period. These provisions were commenced on 4th January 2016 but do not have retrospective effect. Therefore, the provisions do not apply to LDPs adopted prior to this date and plans adopted before 4th January 2016 will remain the LPD for determining planning applications until

replaced by a further LDP. This was clarified in guidance published by the Minister on 24th September 2020. Subsequently, Members are advised that the existing Plan remains the development plan for consideration when determining this planning application.

The application site is located inside of the settlement boundary for Llantrisant but is not allocated for any specific purpose.

Policy CS2 – sets out criteria for development in the Southern Strategy Area.

Policy AW2 – supports development in sustainable locations which includes sites that are within the defined settlement boundaries, are accessible by a range of sustainable transport modes, have good access to key services and facilities, and would not unacceptably conflict with surrounding uses.

Policy AW4 – details the criteria for planning obligations including Section 106 Agreements and the Community Infrastructure Levy.

Policy AW5 – sets out criteria for new development in relation to amenity and accessibility.

Policy AW6 – requires development to involve a high standard of design and to make a positive contribution to placemaking, including landscaping.

Policy AW7 – identifies that proposals which affect PROWs will only be permitted where it can be demonstrated that the proposal would preserve or enhance the character of the area / public facilities.

Policy AW8 – sets out the criteria for the protection and enhancement of the natural environment.

Policy AW10 – does not permit proposals where they would cause or result in a risk of unacceptable harm to health and/or local amenity.

Policy SSA3 – sets out the criteria for residential, commercial and community development within the Principle Town of Llantrisant / Talbot Green.

Supplementary Planning Guidance

- Design and Placemaking
- Nature Conservation
- Access, Circulation and Parking Requirements

National Guidance

In the determination of planning applications regard should also be given to the requirements of national planning policy which are not duplicated in the Local Development Plan, particularly where national planning policy provides a more up to date and comprehensive policy on certain topics.

Planning Policy Wales Edition 11 (PPW) was issued on 24th February 2021 in conjunction with Future Wales: The National Plan 2040 (FW2040). PPW incorporates the objectives of the Well-being of Future Generations (Wales) Act into town and country planning and sets out Welsh Government's (WG) policy on planning issues relevant to the determination of all planning applications. FW2040 sets out the National Development Framework for Wales (NDF), WGs current position on planning policy at regional and national level, although it should form the basis of all decisions.

It is considered the proposed development is consistent with the key principles and requirements for placemaking set out in PPW; and is also consistent with the Well-being of Future Generations (Wales) Act's sustainable development principles through its contribution towards the Welsh Ministers' well-being objectives of driving sustainable development and building healthier communities and better environments.

It is also considered the proposed development is compliant with the NDF, with the following policies being relevant to the development proposed:

- Policy 1 – Where Wales will Grow
- Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking
- Policy 3 – Supporting Urban Growth and Regeneration
- Policy 33 – National Growth Area – Cardiff, Newport and the Valleys

Other relevant national planning policy guidance consulted:

- PPW Technical Advice Note 5: Nature Conservation and Planning
- PPW Technical Advice Note 11: Noise
- PPW Technical Advice Note 12: Design
- PPW Technical Advice Note 16: Sport, Recreation and Open Space
- PPW Technical Advice Note 18: Transport
- Building Better Places: The Planning System Delivering Resilient and Brighter Futures
- Manual for Streets

REASONS FOR REACHING THE RECOMMENDATION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that, if regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Furthermore, applications that are not in accordance with relevant policies in the plan should not be allowed, unless material considerations justify the grant of planning permission.

Principle of Proposed Development

The application seeks the redevelopment of the existing school facility at the site, replacing the existing buildings, associated play and recreation facilities and infrastructure with a new, modern 'net zero carbon in operation' facility that is in compliance with Welsh Government's 21st Century Schools brief.

The proposed development would be sited within the grounds of an existing primary school where the principle for this type of use has long been established. Further, the scheme is supported by the Council's Education and Inclusion Services Section who welcome the development.

The proposal is therefore considered acceptable, in principle, subject to compliance with the relevant criteria set out below.

Visual Impact

The redevelopment of the site will inevitably result in a significant alteration to its current character and appearance. However, it is not considered there would be a detrimental visual impact and the proposed works would actually improve the site's current visual amenity.

The current site layout sees the existing school buildings located within the southern extent of the site and the associated playing fields occupying the northern element. It is proposed this layout be 'flipped' resulting in the new school building at the northern half of the site and the new play and recreation facilities at the southern end. A considerable alteration to the current visual appearance of the site.

Further, the existing buildings are of a single-storey nature and of a design typical of many 1960/70s education establishments throughout the County Borough, whereas the new structure would be of two-storeys and a modern design incorporating contemporary external materials. A stark contrast to the existing arrangement.

Nevertheless, the design of the existing buildings appear somewhat dated and in need of modernising. It is considered their replacement with a new building using modern materials and construction methods will be far more aesthetically interesting. The new building would form an attractive and high-quality development that will significantly enhance the visual amenities of the site and surrounding area, resulting in a welcomed focal point within the community. Additionally, appropriate landscaping will be located throughout the site helping to soften the development and ensure it sits well within the context of its surroundings.

The changes will be most noticeable from the outlook of the adjacent residential properties, especially those along Clos Leland to the north which will see the school building move considerably closer to their rear elevations than the existing buildings they have become accustomed to. However, it is considered sufficient distance will remain between elevations ensuring that any loss of outlook would be minimal, and as set out above, the design and materials proposed will result in an attractive and interesting building, an improvement to the existing utilitarian, block type structure.

It is also noted that the design, scale and siting of the new building have been borne out of the site's constraints. The existing school needs to continue to operate during construction of the new building; there is dense woodland at the north-western corner of the site within which there are coal seam outcrops, a discussed mine entry and culvert that cannot be built over; and there is a steep bank along the western boundary where a sewer main is located. As such, the location proposed is the only viable option within the site and the design and scale of the new building is commensurate to the floorspace required given the developable area available.

Subsequently, whilst it is accepted the proposal will form a visible and prominent development in the locality, it is not considered it would alter the context of the site within its surroundings, would have any undue impact to the outlook of surrounding

residents, and would actually improve the character and appearance of this currently a dated and tired site.

Residential Amenity

The application site is bound by residential properties to the north (Clos Leland), south (Llys Derwen) and east (Dispenser Avenue). As such, any new development at the site is likely to result in a degree of impact to the amenity standards currently enjoyed by residents of these streets. It is not considered however that any potential impact would be significantly greater than that which already occurs, or to a degree that would warrant refusal of the application.

The properties within Dispenser Avenue are sited at a considerably higher ground level than the application site (approximately 10m above). Therefore, even with the new school building being of two-storeys, the neighbouring properties here would look over the top of the new structure. Further, the new building would be sited approximately 40m from the rear of the closest properties at Dispenser Avenue which is slightly further than the current closest distance of approximately 35m. Subsequently, it is not considered the new building or the associated works would result in any direct impact upon the outlook from these properties or would cause any other form of physical detriment to them.

Whilst the adjacent properties at Llys Derwen are sited at a comparable ground level to the application site, they would see the new building moved away from their rear elevations, increasing the separation distance from approximately 36m to approximately 106m; and whilst the new sports and recreation facilities would be sited closer, existing mature trees at the boundary here would remain and various new landscaping would be introduced which would largely screen the site from view. Therefore, it is not considered the new building or associated works would result in any direct impact upon the outlook from these properties or would cause any other form of physical detriment to them.

The new building would however be located considerably closer to the rear of adjacent properties at Clos Leland than the existing, with the current separation distance being approximately 105m and the proposed approximately 22m at the closest point. This, combined with the fact that the new building would be of two-storeys, will undoubtedly result in a considerable alteration to the relationship properties here currently share with the site, points that have been raised by the objector.

However, whilst this may be the case, the separation distances proposed are considered acceptable for two-storey buildings and are typical of many new developments throughout the County Borough. Additionally, the new building has been designed in manner that the shortest façade would be located closest to the adjacent dwellings at Clos Leland, a gable end, and some landscaping will be sited along boundary here. Subsequently, it is not considered any undue overbearing impact to the properties at Clos Leland would occur, and any potential impact to the outlook from these properties would not be compromised to a point that would warrant refusal of the application.

Further, the gable end of the new building closet to the properties at Clos Leland would only accommodate first floor windows serving a stairwell, and the windows would each be obscure glazed. As such no direct overlooking would occur. It is however considered necessary to attach a condition to any consent requiring these windows remain obscure glazed in perpetuity to ensure any potential impact does not occur in future.

With respect to overshadowing, the new building will be located to the south of the properties at Clos Leland and at two-storeys in height, will result in a degree of shadowing to the curtilages of the adjacent dwellings. In this respect the applicant has undertaken shadow studies which provide a worst-case visual representation of shadow extent cast by the proposed building at various times of day (7am, 12pm and 6pm – mid-summer; and 9.30am, 12pm and 3pm – mid-winter).

For mid-summer, the analysis confirms that the new building would not result in any shadowing of neighbouring properties or their amenity areas at any time of day. In mid-winter, if conditions are clear and sunny, there may be some shadowing to the rear of 4 properties at Clos Leland during the early morning (nos. 13 – 16); however, by midday the shadows would be orientated away from the properties and will affect only small sections at the rear of the gardens. Then by 3pm, it is not expected there would be any shadowing of the properties or their rear amenity space.

Therefore, it is accepted a degree of overshadowing would occur, but given the limited number of properties affected and relatively short timeframes they would be affected during the worst-case scenarios, it is not considered the potential impact would outweigh the benefits of the scheme or be significant enough warrant refusal of the application.

With respect to noise and disturbance, given the very nature of a school and its associated outdoor spaces, it is inevitable that surrounding residents would experience a degree of impact. The new school would accommodate an additional 71 pupils and 5 staff. Consequently, there will be an intensification of use of the site which could result in further noise/disturbance than existing. However, with no change of use at the site it is not considered the nature of any impact experienced by neighbours would be readily noticeable. Furthermore, the site has been occupied as a primary school since 1975 and therefore surrounding residents would have become accustomed to the general noise/disturbance associated with such a use; and this existing impact would continue to occur even if the proposed development were not implemented. It is also noted that following assessment, the Public Health and Protection team have no concerns.

Notwithstanding the above, the applicant has detailed that the new school building would, and the outdoor sports and recreation facilities potentially could, accommodate community uses during the evenings and weekends during term time and throughout the day outside of term time. This could result in some potential for a loss of amenity over and above the standards currently enjoyed by surrounding residents.

No details have been submitted setting out the exact community uses anticipated, but given the limited internal areas proposed for use and the time restrictions stated, it is not considered this element would result in any undue impact to the amenities of

surrounding residents. Further, no floodlighting is proposed so it is envisaged any potential use of the outdoor facilities would be limited to daytime hours only, which would again not result in a significant impact.

However, in order to protect levels of amenity, conditions are proposed that will restrict the community uses to the times set out by the applicant and the use of the outdoor facilities to daytime hours only until such time as a scheme is submitted that clearly outlines proposals for their use. It is considered reasonable to safeguard the existing levels of amenity until such time as the plans for use of the outdoor facilities have been clarified. At that time the views of local residents can be sought either by the School, the Education Authority or by the Local Planning Authority as part of the relevant discharge of condition process.

Finally, it is acknowledged that the objector has expressed concern regarding noise/traffic during construction. Whilst unfortunate, it is inevitable that during the course of construction surrounding residents will experience a degree of disturbance. But this would occur for a limited period of time and a condition is suggested below to control the days and hours during which deliveries associated with the construction may attend the site, thereby avoiding disturbance during peak traffic times which will ensue any potential impact in this respect is kept to a minimum.

Subsequently, in terms of the potential impact upon the amenity and privacy of neighbouring residents, while the concerns raised by the objector are acknowledged and it is accepted a degree of impact would inevitably occur, the application is considered to be acceptable.

Highway Safety

Whilst it is acknowledged that concerns have been raised by the objector in respect of highway safety, the Highways and Transportation Section raised no objection to the scheme subject to a number of relevant conditions being added to any consent. In coming to their conclusion they made the following comments:

Trip generation

The new school would result in an increase of 71 pupils (284 to 355) and 4 full-time equivalent staff (24 to 29). The Transport Statement (TS) has assessed the trip generation based on the current modes of travel to the existing school and measures proposed within a new Travel Plan (TP) to encourage a reduction in car borne trips by pupils and staff in future.

Whilst the TS states that the proposed development would result in an increase in daily trips of only 32 (16 in the AM peak and 16 in the PM peak), there is some concern that this calculation is based on assumptions included within the proposed TP which are expected to result in a reduction of 11% in private car trips by pupils and a 14% reduction in car trips by staff. A further reduction of 20% has been applied to pupil/parent car borne trips to account for trips where more than 1 pupil would share the trip. No consideration has been given to trips by ancillary staff, although it is considered most of these trips would typically occur outside of the AM/PM peaks.

There is also concern that the proposed staff numbers utilised in the assessment do not correspond with numbers stated within the rest of the planning application (29 in most documents and 48 in the assessment), but it is considered the impact of either figure would be undetectable within the normal daily variation of traffic flow.

There is a further concern with the assumption made that the proposed reduction in vehicle trips arising from the proposed TP may not be achievable. However, based on the fact that 70% of existing pupils travel to school by car, the proposed increase in pupils of 71 would result in approximately 50 additional trips, an increase of less than 1 trip per minute during the AM/PM peaks and well within the capacity of the highways leading to the site.

Therefore, considering that there would be some potential benefit arising from measures within the TP being implemented and that the trip rate is calculated on the basis that the new school would be at full capacity, no objection is raised with regard to highway capacity.

Vehicular access

The existing vehicular access off the publicly maintained highway, Burgess Crescent, will be retained to serve the proposed development. As such, the proposed development gives no fundamental cause for concern in this regard.

Pedestrian access

Both existing pedestrian accesses at the site would be retained, 1 at Burgess Crescent and 1 off the Public Right of Way (PROW) at the site's southern boundary. No new pedestrian accesses are proposed. As such, the proposal gives no fundamental cause for concern in this regard.

Internal circulation

The proposed internal circulation arrangements are of sufficient width and geometry for typical private motor vehicles, HGVs and emergency vehicles to be able to enter and exit the site in a forward gear. As such, the proposal gives no fundamental cause for concern in this regard.

Off-street parking provision

In accordance with the Council's adopted SPG: Access, Circulation and Parking Requirements, the school has an operational off-street parking requirement of 1 commercial vehicle space and non-operational requirement of 2 spaces per classroom, and 3 visitor spaces. The information provided indicates that the proposed school will have 12 classrooms and therefore has an SPG off-street parking requirement of 1 commercial vehicle space and 27 other spaces.

28 off-street spaces are to be provided within the site boundary, 10% of which would include electric vehicle charging points. There is no designated commercial vehicle space, but there is scope for short term parking associated with deliveries to be accommodated within the carpark circulating area which can be managed as part of

the operation of the school site. Subsequently the proposal generally meets its SPG requirement and the guidance set out in PPW, and gives no undue cause for concern in this respect.

The proposal also includes cycle parking provision in excess of the SPG requirement.

Drop-off / pick-up

The TS advises that following detailed consideration it was determined that the provision of a drop-off / pick-up facility would not be feasible without detrimentally impacting upon the necessary layout of the new school building and associated outdoor play facilities on this constrained site.

The proposal would result in a 25% increase in the number of pupils at the school which gives cause for concern, however, the school site is constrained with limited space available and challenging topography to accommodate such facilities.

The publicly maintained highway serving the school has no direct residential frontage access. The nearest junctions to the school's vehicular access point are approximately 222m to the south-east and 111m to the north-west. As such, there is significant on-street parking opportunity within easy walking distance of the school and sufficient carriageway width to allow two-way traffic to pass parked vehicles.

Furthermore, the submitted TS includes a TP which details measures that could be implemented to reduce car trips and a parking survey that identifies the availability of on-street space which would safely accommodate drop-offs / pick-ups.

Subsequently, with the above points in mind, particularly the constraints of the site and the availability of on-street parking opportunities within easy walking distance of the school, the lack of a dedicated drop-off / pick-up facility is, on balance, considered acceptable.

Safer routes to school

The TS advises that walking routes to the proposed school have been assessed in accordance with Welsh Government's Walking Route Audit Tool. The exercise identified 8 points of concern at various locations along walking routes and offers potential mitigation measures to remedy the concerns raised. Whilst a school has historically been in place at the site and the routes to it are not changing, it is considered these works would be beneficial to all users and would go some way to mitigating against the lack of a drop-off / pick-up facility. As such a condition to this effect is suggested.

Travel Plan

The TS includes a Framework Travel Plan. The principles of Plan are considered acceptable and will help to encourage sustainable modes of travel to and from the proposed school. As such a condition is suggested to ensure the proposed Plan is developed and implemented.

Highway safety summary

The proposed vehicular access, parking and turning facilities are considered acceptable in principle subject to detailed design; and the proposed pedestrian accesses, each of which are existing, give no undue cause for concern.

The proposal will see an increase in pupils and staff at the site and there is some concern that the TS underestimates trip generation. However, considering there would be some potential benefit arising from measures implemented within the TP, no objection is raised with regard highway capacity.

There is also some concern that the proposed redevelopment of the school will not provide internal facilities for drop-off / pick-up, however, the TS indicates mitigating factors including a lack of outdoor space to provide adequate facilities and availability of on-street parking opportunities within easy walking distance of the school. On this basis the lack of dedicated provision of drop-off / pick-up facilities within the site is, on balance, considered acceptable in this instance.

Whilst the comments provided by the Highways and Transportation section in respect of 'safer routes to school' are acknowledged, given any potential upgrading works would be outside of the application site, they would be outside of the scope of this application. Therefore, it is not considered reasonable to attach the suggested condition to any consent. It is instead considered the applicant should be advised of the benefit of the upgrading works via a suitably worded informative note in an attempt to encourage their future implementation.

In light of the above, the scheme is generally considered acceptable in respect of its potential impact upon highway safety in the vicinity of the site.

Ecology

The Council's Ecologist noted that no European Protected Species have been found on site and that the Ecological Impact Assessment submitted is an appropriate and acceptable assessment. As such no objections are raised but it is suggested a condition be added to any consent requiring the ecological mitigation and enhancement measures set out in the report being implemented on site. Natural Resources Wales also raised no concerns in this respect.

Historic Mining Activity

The Coal Authority (CA) commented that their records indicate the site is likely to have been subject to historic unrecorded underground coal mining at shallow depth associated with thick coal seam outcrops; and that a recorded mine entry is located within the woodland at the north-west corner of the site.

The CA notes the submitted Coal Mining Risk Assessment (CMRA), which has been informed primarily from the results of intrusive site investigations, confirms that remedial measures will be necessary to stabilise identified shallow coal mine workings; but that appropriate treatment has already been applied to the shaft and that no built development will be located within its zone of influence in any case.

Therefore, in considering the existing use of the site and the fact that no significant changes in land use are proposed in the area of the shaft, no objections are raised subject to conditions being added to any consent requiring the remedial measures set out in the CMRA being undertaken prior to the commencement of the wider development.

Drainage and Flood Risk

The Council's Flood Risk Management team raised no objection to the proposal noting that a suitable drainage scheme could be implemented on site that will ensure there is no detriment to the surrounding area; and that this would be covered by the separate, necessary Sustainable Drainage Systems (SuDS) application prior to any development works commencing on site.

NRW noted there is some concern that groundwater levels at the site are relatively shallow and therefore contamination could occur. However, no objections were raised subject to a condition being added to any consent requiring all work to stop and an appropriate remediation strategy being prepared and implemented should unknown contamination occur.

Dwr Cymru Welsh Water raised no objection to the scheme noting that foul water flows can be accommodated in the public sewerage system and that the proposal to discharge surface water via SuDS is acceptable. However, a condition is requested preventing surface water from being directed into the public sewerage system in future. Whilst these comments are acknowledged, site drainage arrangements would be covered by the separate, necessary SuDS application and therefore it is not considered the suggested condition is necessary.

Public Health

Public Health and Protection have no objection to the scheme but suggest several conditions be attached to any consent in relation construction noise, waste, dust and lighting. Whilst these comments are appreciated, it is considered that these matters can be more efficiently controlled by other legislation available to the Council. It is therefore considered the conditions suggested in this respect are not necessary and an appropriate note highlighting them would be sufficient instead.

Public Right of Way

PROW Llantrisant 275 is located directly to the south of the application site. The path forms a secondary pedestrian access into the school and it is not proposed this be altered in any way.

The PROW Officer has no objection to the scheme but has requested a condition be added to any consent requiring a method statement setting out how the PROW will remain open, accessible and unobstructed during construction is first submitted to the Local Planning Authority for approval.

Whilst these comments are appreciated, matters involving PROWs are better controlled through other legislation available to the Council and the PROW is outside of the application site so does not fall within the scope of this application. Therefore, it is not considered the suggested condition is necessary and an appropriate note informing the developer of their responsibilities would suffice.

Neighbour Consultation Responses

Where the issues raised by the objector are not addressed above, the following additional comments are offered:

- *The new building would create an area of seclusion between it and the rear gardens of properties along Clos Leland, which could be a catalyst for anti-social behaviour.*

As set out above, the design and siting of the new building has been borne out of the site's constraints. As such, it could not reasonably be located anywhere else within the site. Whilst the building will create a corridor between its northern elevations and the rear gardens of the adjacent properties along Clos Leland, it is considered sufficient distance will remain to ensure a sense of enclosure/seclusion does not occur.

Further, natural surveillance will occur during the day from both the school and neighbouring properties, and outside of school hours will continue from the adjacent dwellings. The security fencing proposed should also, as much as possible, prevent such issues.

- *The proposed development will result in the value of surrounding properties being reduced.*

Property values are not a material planning consideration and cannot be taken into account during the determination of this application.

National Sustainable Placemaking Outcomes

Chapter 2 of PPW emphasises that development proposals should demonstrate sustainable placemaking to ensure that the right development is achieved in the right place, and states that development proposals should be assessed against the national sustainable placemaking outcomes to ensure this is the case.

PPW acknowledges that not every development proposal will be able to demonstrate that they can meet all of the outcomes, or that it can be proved that an attribute of a proposal will necessarily result in a particular outcome.

It is also recognised that the interpretation of the relevant criteria will depend upon the detail and context of the proposal and the application site, and in the planning balance, that greater material weight may be given to some attributes rather than others.

Therefore, in addition to consideration of the placemaking merits of the scheme within the sections of the report further above, a brief outline of how the proposed

development is considered to align particularly well with the national sustainable placemaking outcomes is set out below:

- **Creating and Sustaining Communities:** The development would provide a state of the art primary school facility for pupils, and wider community uses for local residents long into the future.
- **Growing Our Economy in a Sustainable Manner:** The development would have a small but positive effect in terms of construction jobs and employment at the new facility.
- **Making Best Use of Resources:** The development accords with the aim to prioritise the use of previously developed land and sustainable building practices/materials. Future energy consumption would be from renewable sources resulting in a 'net zero carbon in operation' facility.
- **Maximising Environmental Protection and Limiting Environmental Impact:** The development would include suitable tree/landscape planting and biodiversity enhancement measures.
- **Facilitating Accessible and Healthy Environments:** The application site is in a highly sustainable location, directly adjacent to Talbot Green town centre, with many transport links and services/facilities located within walking distance.

In respect of the other national outcomes listed, the development would be considered to have a neutral impact.

Community Infrastructure Levy Liability

The Community Infrastructure Levy (CIL) was introduced in Rhondda Cynon Taf from 31 December 2014.

The application is for development of a kind that is liable for a charge under the CIL Regulations 2010 (as amended), however, the CIL rate for this type of development as set out in the Charging Schedule is £nil. Therefore, no CIL would be payable.

Conclusion

The application proposes a replacement school at a long established primary school site. The new building and its associated development will bring a state of the art facility to Llantrisant which will be of significant benefit to the pupils of the catchment area. The applicant also proposes wider community use for some facilities which will be an asset to all residents of the town.

The new building will result in a significant improvement to the visual appearance of the site with its clean, modern design; and whilst it is accepted a small number of surrounding residents will experience a degree of impact to the amenity standards they currently enjoy, it is not considered the proposed development would result in a significant increase to any impacts already experienced, or to a degree that would warrant refusal of the application, especially when weighed against the wider benefits of the scheme. The proposal would also have no undue impact to highway safety in the locality.

It is therefore considered the application complies with the relevant local and national planning policies and is recommended for approval.

RECOMMENDATION: Approve, subject to conditions below.

1. The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

Reason: To comply with Sections 91 and 93 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be carried out in accordance with the approved plans ref:

- Location Plan – RH0401-SRA-00-00-DR-A-02000 Rev. C01
- Site Plan – RH0401-SRA-00-00-DR-A-02001 Rev. C01
- Proposed Site Plan – RH0401-SRA-00-00-DR-A-02002 Rev. C01
- General Arrangement Ground Floor Plan – RH0401-SRA-01-00-DR-A-02100 Rev. C01
- General Arrangement First Floor Plan – RH0401-SRA-01-01-DR-A-02101 Rev. C01
- Roof Plan – RH0401-SRA-01-RF-DR-A-02102 Rev. C01
- Elevations – RH0401-SRA-01-XX-DR-A-02200 Rev. C01
- Section AA, BB, CC, DD – RH0401-SRA-01-XX-DR-A-02300 Rev. C01
- Out of Hours Use Ground and First Floor Plan – RH0401-SRA-01-ZZ-DR-A-02400 Rev. C01
- Aerial View – RH0401-SRA-01-IM-A-02800 Rev. C01
- External Lighting Levels – RH0401-ARP-ZZ-XX-DR-E-21001 Rev. C01
- Landscape Masterplan – RH0401-ALA-00-XX-DR-L-00005-S2 Rev. P07
- Fencing and Security Strategy – RH0401-ALA-00-XX-DR-L-00007-S2 Rev. P04
- Access and Circulation – RH0401-ALA-00-XX-DR-L-00008-S2 Rev. P05
- Planting Strategy – RH0401-ALA-00-XX-DR-L-00013-S2 Rev. P03
- Outline Levels – RH0401-ALA-00-XX-DR-L-00014-S2 Rev. P06
- Site Sections 1 of 2 – RH0401-ALA-00-XX-DR-L-00015-S2 Rev. P03
- Site Sections 2 of 2 – RH0401-ALA-00-XX-DR-L-00016-S2 Rev. P03
- Detailed Hard and Soft Landscape General Arrangement 1 of 2 – RH0401-ALA-00-XX-DR-L-00018-S2 Rev. P04
- Detailed Hard and Soft Landscape General Arrangement 2 of 2 – RH0401-ALA-00-XX-DR-L-00019-S2 Rev. P04
- Existing Utilities – RH0401-ARP-ZZ-00-DR-C-00021 Rev. C01
- External Finished Levels – RH0401-ARP-ZZ-00-DR-C-00031 Rev. C01
- Proposed Drainage – RH0401-ARP-ZZ-0-DR-C-00041 Rev. C01
- Proposed Utilities – RH0401-ARP-ZZ-00-DR-C-00081 Rev. C01

- Ground Level View Entrance – RH0401-SRA-01-ZZ-IM-A-02801 Rev. C01
- Typical Two Storey – RH0401-SRA-01-ZZ-IM-A-02803 Rev. C01

and documents received by the Local Planning Authority on 17/12/21 unless otherwise to be approved and superseded by details required by any other condition attached to this consent.

Reason: To ensure compliance with the approved plans and documents and to clearly define the scope of the permission.

3. The development hereby approved shall be carried out in accordance with the recommendations and mitigation/enhancement measures set out in:

- Plant Noise Emission Limits for Penygawsi Primary School (Arup, December 2021)
- Arboricultural Impact Assessment (Barton Hyett Associates, December 2021)
- Coal Mining Risk Assessment (HSP Consulting, September 2021)
- Drainage Strategy Report (Arup, December 2021)
- Ecological Impact Assessment (CSA Environmental, October 2021)
- Phase 1 Geo-Environmental Desk Study Report (HSP Consulting, September 2021)
- Phase 2 Geo-Environmental Assessment (HSP Consulting, September 2021)
- Transport Statement (Arup, December 2021)

Unless otherwise agreed in writing by the Local Planning Authority or otherwise to be approved and superseded by details required by any other condition attached to this consent.

Reason: To ensure compliance with the approved plans and documents and to clearly define the scope of the permission.

4. No development shall commence on site, other than demolition and enabling works, until full details of all external facing materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved materials thereafter.

Reason: To ensure that the external appearance of the proposed development will be in keeping with the character of the area in the interests of visual amenity in accordance with Policies AW5 and AW6 of the Rhondda Cynon Taf Local Development Plan.

5. No development shall commence on site, including any works of site clearance or demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority to provide for, but not be limited to:

- i. The means of access into the site for all construction traffic.
- ii. The parking of vehicles of site operatives and visitors.
- iii. The management of vehicular and pedestrian traffic.
- iv. Loading and unloading of plant and materials.
- v. Storage of plant and materials used in constructing the development.
- vi. Wheel cleansing facilities.
- vii. The sheeting of lorries leaving the site.

The approved Construction Method Statement shall be adhered to throughout the development process unless agreed otherwise in writing by the Local Planning Authority.

Reason: In the interests of the safety and free flow of traffic, in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

6. Within 6 months of beneficial occupation, a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include, but not be limited to:
 - i. Travel Plan Co-ordinator.
 - ii. Targets for the reduction of road traffic and single occupancy car use, the promotion and delivery of more sustainable travel such as walking, cycling, and use of public transport.
 - iii. Management strategy for monitoring and delivering the objectives.
 - iv. Review Process and fallback position if the targets set have not been achieved.

The Travel Plan shall be implemented within 1 month following its approval and maintained and monitored thereafter, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To encourage sustainable modes of travel and reduce single car occupancy, in the interest of highway safety and free flow of traffic, in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

7. Off-street parking provision shall be set out in accordance with the submitted site masterplan ref. RH0401-ALA-00-XX-DR-L-00005-S2 Rev. P07, consisting of 28 car parking spaces and 40 cycle parking spaces.

Reason: To ensure vehicles and cycles are parked off the publicly maintained highway in the interests of highway safety and free movement of highway users, in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

8. No HGV movements shall take place to and from the site between the hours of 07:45 – 09:15am and 15:00 – 16:00pm weekdays during the course of site preparation and construction works.

Reason: In the interests of the safety and free flow of traffic, in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

9. Prior to beneficial occupation of the development hereby approved, a signed statement or declaration prepared by a suitably competent person confirming that the site is or has been made safe and stable for development shall be submitted to and approved in writing by the Local Planning Authority. This document shall confirm the completion of the remedial works and any further remediation works or mitigation necessary to address the risks posed by past coal mining activity.

The remediation and any further remediation works or mitigation measures required to address land instability arising from coal mining legacy, as may be necessary, shall be implemented on site in full in order to ensure that the site is made safe and stable for the development proposed. Any remedial works shall be carried out in accordance with authoritative UK guidance.

Reason: To ensure that the development can be carried out safely without unacceptable risks to public safety in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

10. If during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a remediation strategy detailing how this unsuspected contamination shall be dealt with has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be carried out in accordance with the approved details thereafter.

Reason: To ensure the risks associated with previously unsuspected contamination at the site are dealt with through an appropriate remediation strategy to minimise the risk to both future users of the land and neighbouring land, and to ensure that the development can be carried out safely without unacceptable risks to health and safety and environmental amenity, in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

11. The first floor windows within the northern gable end elevation of the school building hereby approved shall be obscure glazed with privacy glass level 3 (or greater) at all times.

Reason: To protect the amenities of neighbouring residents in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

12. Community use of the school building and outdoor sports and recreation facilities hereby approved shall be restricted to the following hours only:

- 8am to 8pm Mondays to Fridays
- 8am to 1pm on Saturdays
- Not at all on Sundays or Bank Holidays

Reason: To protect the amenities of neighbouring residents in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

13. The use of the outdoor sports and recreation facilities hereby approved shall be restricted to 7:45am to 6pm Monday to Friday only until such time as a scheme detailing the proposed activities and intended hours of operation have been submitted to and approved in writing by the Local Planning Authority. The scheme shall also include details of a consultation exercise with neighbouring residents, the scope of which shall be first agreed in writing with the Local Planning Authority, designed to take the views of local residents into account. The subsequent use of the outdoor sports and recreations facilities shall be in strict accordance with any scheme as may be approved.

Reason: To protect the amenities of neighbouring residents in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.