

MEETING:	PLANNING COMMITTEE
DATE:	12 MAY 2010
TITLE OF REPORT:	<p>DMSW/100072/F - LANDSCAPE DEVELOPMENT AND CHANGE OF USE OF EXISTING FIELDS FOR EDUCATIONAL USE AT HEREFORD WALDORF SCHOOL, MUCH DEWCHURCH, HEREFORD, HR2 8DL.</p> <p>For: Steiner Academy per Mr J Renshaw, 86 Constitution Street, Leith, Edinburgh, EH6 6RP</p>

Date Received: 13 January 2010 **Ward: Valletts**

Grid Ref: 348218,231006

Expiry Date: 10 March 2010

Local Member: Councillor Mrs MJ Fishley

1. Site Description and Proposal

- 1.1 Much Dewchurch is located some 7 miles south of Hereford and lies astride the Class II road (B4348) that connects Wormelow and Allensmore. The school is located on the southern side of the village. The school site covers a substantial area of land which encompasses the school buildings, pastureland to the south, the existing outdoor play areas to the south of the Grade I listed St. David's Church and an area of undulating pastureland to the east, known as Dewchurch Meadow which adjoins the B4348.
- 1.2 In broad terms the application seeks to change the use of agricultural land to the south and east of the established school complex to provide additional recreational and educational facilities.
- 1.3 More specifically the application principally relates to the southern field which is to the south west of St David's Church and entails extending the school grounds southwards. This will provide extended treed curtilages for the kindergarten and adjoining Church Farm and a hard surfaced playing area immediately to the south of the Eurythmy building. The extended school grounds will provide a new car-parking area and to the south west of this area a multi-games area (MUGA) surfaced with a porous bitmac. It will have a 3.6 metres high perimeter fence. There will also be a grass running track immediately to the east of the car parking area and to the east of the running track will be a sewage treatment area comprising a ditch and outer filter drain. This new drainage area which replaces the existing septic tank arrangement will be screened by trees on the western and eastern sides. It is also proposed to erect a potting shed/classroom area to the north of the grass running track. This structure will be open on the southern side, and covered in Douglas Fir weather boarding on the northern flank wall and east and west gable ends. It will have a rectilinear form under a natural slate pitched roof. The new car park area will be serviced by a track, which already provides a right of way along the western boundary of the school site. This existing track will be covered in bitmac with a spray and gravel finish. The right of way also provides access to agricultural land to the south of the

school. The existing car-park at the front of the school will provide a disabled dropping off point, two disabled and visitor parking spaces. The existing hedge lined boundary on the northern side of this car park will be upgraded with the planting of native trees species and herbaceous plants.

- 1.4 Lower Field is immediately to the south of St David's Church, it has historically provided the play area for the school and provides an area also used for outdoor teaching. There is a temporary classroom in the south eastern corner of Lower Field. The former meadow declines from the listed church towards Worm Brook and inclines westwards to the south field which is well treed on the western boundary of the site. There is play equipment and a volley ball court here as well as raised beds and boulders to the north and west of the area. These will be removed and the area opened up for use. There are a line of trees along the Worm Brook which forms the boundary to this enclosed and screened area. There is a fence along the southern boundary of the site which it is proposed to be removed once the new facilities are available for use to the west in the south field. There is a landscaped area on the western side of the Lower Field which consists of boulders and stones. A cycle path of 1.8 metres in width crosses the northern portion of this paddock and will link up with a proposed cycle way which will skirt the western side of Dewchurch Meadow. This cycle way eventually links up with the B4348 road immediately to the north of the bus shelter on the class II road and just south of a proposed new pull in for buses and coaches. This route will provide a pedestrian and cyclists' route from the eastern side of the village to the school seeking to reduce the amount of westbound traffic associated with the school.

2. Policies

2.1 National Planning Policy

PPS1	-	Delivering sustainable development
PPS5	-	Planning for the historic environment

2.2 Herefordshire Unitary Development Plan 2007

S1	-	Sustainable Development
S2	-	Development Requirements
S7	-	Natural and Historic Heritage
S11	-	Community facilities and services
DR1	-	Design
DR2	-	Land use and activity
DR3	-	Movement
DR4	-	Environment
DR6	-	Water resources
DR7	-	Flood risk
DR11	-	Soil quality
DR13	-	Noise
DR14	-	Lighting
HBA4	-	Setting of listed buildings
LA2	-	Landscape character
LA3	-	Setting of settlements
CF5	-	New Community Facilities

3. Planning History

3.1	SH950413PF	Extend temporary permission for two portakabins and a timber storage shed.	-	Approved 21.06.95
	SH950448PF	Kindergarten block, workshops and hall complex, altered and extended toilet block and	-	Refused 20.09.95 Appeal dismissed

Further information on the subject of this report is available from Mr A Prior on 01432 261932

	hard play area.		04.10.96
SH970543PF	Retention of two portakabins and storage shed.	-	Approved 03.09.97
SW2000/2970/F	Change of use to educational premises with extension and alteration and erection of garage workshop (Church Farm).	-	Approved 18.04.01
SW2003/3461/F	New assembly hall, new classroom block and ancillary buildings. Removal of temporary buildings and sheds.	-	Approved 09.01.04
DCSW2005/3136/F	Change of use from agricultural use to overspill car parking in part of field on temporary basis.	-	Deemed withdrawn 23.03.07
DCSW2006/3430/O	Site for new school buildings and new access to extend school facilities.	-	Refused 24.01.07 Appeal dismissed 11.03.08
DCSW2007/1091/O	Site for new school buildings and new access to extend school facilities.	-	Refused 20.06.07 Appeal dismissed 11.03.08
DCSW2008/1702/F	Siting and erection of prefabricated classrooms, w.c. and kitchen facilities to provide temporary accommodation during rehabilitation and extension of existing school premises.	-	Approved 17.09.08
DCSW2008/2378/F	Erection of field hut for temporary planning permission (retrospective) for a period of 5 years.	-	Approved 05.11.08
DCSW2008/2972/F	Amendments to planning permission for new assembly hall, classrooms and ancillary buildings.		Approved 15.04.09
DCSW2009/1921/F	Erection of replacement workshop building.	-	Approved 29.10.09
SW/100073/F	Alterations and extension to attic floor of Church Farm.	-	Approved 10.03.10
SW/100074/F	Kindergarten classroom.	-	Approved 10.03.10

4. Consultation Summary

Statutory Consultees

- 4.1 The Environment Agency was consulted following objections to the drainage system proposed. The Environment Agency states it has been in regular contact with the applicants and has no concerns regarding foul drainage on site. The applicants need to ensure there is no pollution of the site. The Environment Agency has also spoken to Much Dewchurch Society to allay their concerns.

4.2 Natural England has no objection to the proposed development subject to satisfactory surveys being undertaken.

Internal Council Advice

4.3 Transportation Manager's formal response is awaited.

4.4 The Conservation Manager supports the planting of trees and hedging for ecological value. It is also stated that the application comprises three distinct elements the South Field, Lower Field and Dewchurch Meadow. There are views in and out to the south although vantage points to the south are limited to public footpath MD13, which contours around Bryngwyn Hill. Lower Field is well screened. A public footpath MD12 runs along the eastern side of the church yard and Lower Field across Worm Brook and continues southwards along Much Dewchurch Meadow. The car-parking area and multi-use games area are considered to be well sited on the western side of South field and screened by the raised land form. There is a stronger visual link between the south field and existing buildings comprising the existing school than on the other two fields. It is considered that works which have been undertaken in Lower Field are unacceptable. Although, the games area will be removed and some boulders on the northern side, other boulders and structures should be removed. The field should be restored to pastoral meadow. This would enhance the setting of Worm Brook and the Church. Permeable fencing should be used adjacent to the brook. An outdoor structure on the Dewchurch Meadow would detract from the character of the field. The landscaping needs to address the relationship between the application site and the Worm Brook corridor and St. David's Church. The Building Conservation Officer has stated that the works proposed to the South Field and the Lower Field will not detract from the setting of the grade I listed church.

4.5 Building Control Manager verbally confirms no objection in principle to the foul drainage soak away system proposed.

5. Representations

5.1 Much Dewchurch Parish Council raise concerns relating to the proposed sewerage treatment system, drainage and flooding. Out of control of applicants need to reduce/prevent flooding otherwise system could be submerged in silt and mud. Concerns about volume of traffic through village; in spite of measures taken it is still not an acceptable situation for vehicle movements and parking. Landscape development plan did not raise objections, however the south field is low lying and has been under water in the past. No indications for drainage detailed for this field.

5.2 A Design and Access Statement has been submitted with the application:

- Steiner Academy (formerly Hereford Waldorf School) lies on south edge of village of Much Dewchurch, adjoining St David's church and graveyard. It comprises Church Farm, stone barns, former Victorian school. Site for Hereford Waldorf School for 25 years.
- It is considered that northern car-park is no longer suitable. Academy's new status also has brought new responsibilities including need for informal play and games as per DCSF guide.
- 'Designing School Grounds' has influenced development of site revolving around the curricula, community use and sustainable outcomes. Curriculum emphasises understanding of ecology.
- Landscape objectives are creating a suitable and sustainable setting for school and community and meeting educational needs.
- Design brief: improve paths, vehicular movement and parking, playgrounds and play equipment, outdoor teaching spaces, gardens/orchards and recreational gardens

- and crops for materials.
- Circulation – paths: will be laid in different materials depending on use.
- Circulation – vehicles: dropping off point at school entrance, 3 disabled parking spaces and deliveries. Staff and parking for parents in South Field, 22 spaces for staff and 5 mini-bus spaces and 38 spaces for parents parking and drop-off. Alternative access to service court for fuel deliveries.
- Traffic is a concern of local residents and the Academy. Objectives are to reduce car journeys, provide a safe area for dropping off and collecting, provide discrete parking.
- Will purchase new mini buses, encourage car-sharing, introduce traffic calming measures, improve cycle path provision, relocate parking and introduce a remote drop-off area and share parking provision with village.
- Playgrounds: range from traditional paved spaces to trails.
- Sports and games: multi-use games area (MUGA) proposed in south field suitable for basketball, 2 volley-ball pitches. Running track of 100 metres straight in South field.
- Outdoor teaching spaces, meeting areas and quiet areas.
- Productive gardens and orchards/recreational gardens: there will be a main allotment garden, in west of South field.
- Woodland structure planting and wildlife habitats will be created. Woodland planted around drainage area.
- Sustainable drainage and sewage treatment: Will minimise discharge and prevent further discharge of effluent into Dingle and Worm Brook.
- Mains drainage is not economically viable nor is secondary treatment prior to discharge to Worm Brook. Chosen extensive planted soil filter or living soak away.
- Living soakaway replaces two existing septic tanks with a Zbel effluent filter and extensive soil filter soakaway and very shallow trenches improved by soil improvers.
- Community Consultations: Academy committed to public consultation. Three separate meetings throughout 2009 carried out. This has influenced the location and design of car parking, alternative access route and siting of MUGA.

5.3 Objections have been received from the following:

N Bright, 1 The Pippins, Much Dewchurch HR2 8DL
 Mr and Mrs J Taylor, Stone House, Much Dewchurch HR2 8DL
 A Godwin, 6 Pool Meadow, Much Dewchurch HR2 8BG
 G N Cowan 11 Pool Meadow, Much Dewchurch HR2 8BG
 Much Dewchurch Society c/o B Brown, The Old Vicarage, Much Dewchurch HR2 8DH
 Mr C Powell, The Old Vicarage, Much Dewchurch HR2 8DH

5.4 The objections are summarised as follows:

1. Drainage

- Discharge Consent acquired from the Environment Agency is based upon incorrect information regarding flooding. The school grounds and adjoining properties flood.
- Land to be used heavy sub-soil and thin top soil. System proposed depends on efficient infiltrating, evaporation and plants taking up liquid. What happens if this does not happen? Particularly when ground is saturated.
- Connection to mains sewer optimum solution.
- Use of woodchip and agricultural gypsum may work in Australia not guaranteed to work in Herefordshire.
- Needs more maintenance than reed bed system, odours will result. No record of wood chip reducing pollution levels.
- Technical appraisal of site, soil structure and hydraulic conductivity by Dr P Grubb concludes that the proposed scheme is not suitable for this site.

2. Setting of village and listed buildings

- Extended area goes beyond settlement boundary. Car parking, MUGA, sports circuit, landform and teaching areas detracts from setting of Much Dewchurch as viewed from public footpath and Herefordshire Trail.
- Expansion of site will affect setting of a grade I listed building, St Davids Church, and grade II listed ones such as Stone House, Old Vicarage and the Lych Gate.
- 1996 Appeal decision is still relevant. The setting of the Church and Churchyard paramount as is the setting of the church in the wider countryside.
- In 2008 Appeals, the appointed Inspector stated issues related to buildings projecting beyond settlement boundary causing harm to church, character of village and character and appearance of countryside.
- Policy LA3 is also relevant as regards views of key buildings, green corridors, ridge lines and valued open countryside will be protected.

3. Car park and access

- Car park is too large. Would not discourage use of motor vehicle and is therefore not sustainable. Contrary to Travel Plan and PPG13. and at odds with Policy CF5 (1) in the UDP.
- Limited car parking has been an incentive for action.
- Traffic Manager in 2007 stated as regards a planning proposal that access is below standard, conflict occurs between vehicles and vulnerable road users (pedestrians and cyclists). Volume of traffic will impact upon traffic accessing the Pippins.
- Why encourage use of narrow single lane track with single passing place.
- Probably be concentrated traffic movements exacerbating access arrangements.
- Light, noise and car fumes up to 11 p.m and at weekends

The full text of these letters can be inspected at Planning Services, Garrick House, Widemarsh Street, Hereford and prior to the Committee meeting.

6. Officer's Appraisal

- 6.1 It is considered that the first main issue relates to the principle of extending the school grounds beyond the defined settlement boundary. This issue is addressed by Policy CF5, LA2 and LA3 of the Unitary Development Plan. Policy LA3 allows for development which is in and around the settlement or area the facility serves, which is the case in this instance, subject to more detailed criteria concerning scale and impact which seek to preserve the setting of the village, which are addressed by Policies DR1, LA2 and LA3 of the Unitary Development Plan. The next issue relates to the impact upon the setting of the grade I listed St David's Church and other listed buildings, this issue is addressed within Policy HBA4. The issues raised relating to enlarging the car parking facilities, providing a new access for motor vehicles in association with the new car park and replacing the existing foul drainage system with a new soakaway system are addressed by Policies CF4, DR2 and DR4 of the Unitary Development plan. The submitted plans included details for outbuildings such as outdoor classrooms and cycle shelters. These individual structures do not form part of this application which is essentially to extend the school playing facilities, car parking and improved access for pedestrians and cyclists across the site, and details for a new drainage system to replace the existing septic tank. Therefore, the submitted plan which outlines outdoor classrooms in the South Field and Lower Field will need to be deleted from the scheme.
- 6.2 The first issue relates to the expansion of the school beyond the identified settlement boundary of Much Dewchurch. Policy CF5 of the Unitary Development Plan is concerned within the provision of new community facilities. This policy allows for new development in and around the area or settlement served by the particular facility. It needs though to reflect the

character of the location and not significantly impact upon the amenity of neighbouring residents, a requirement also of Policy DR2. It is considered that the main criterion here is the one relating to the location of the development proposed. Policies LA3 and CF5 (1) of the Unitary Development Plan are concerned with development, in this instance new community facilities, which would have an adverse impact upon the setting of the settlement concerned. There is also within this particular policy support for complementary planting and open space provision. The Conservation Manager has considered the proposal by breaking it up into three distinct constituent parts. The South Field which is tree lined but otherwise featureless, the Lower Field and on the eastern side Dewchurch Meadow, which is undulating and affords glimpsed views from the B4348 road of the grade I listed church above the tree line. An outbuilding was proposed in this location but was removed given concerns in relation to the visual impact it would have in the landscape. This field will have a new cycle path/footpath leading from the bus shelter, which will provide alternative access for cyclists and pedestrians from the eastern side of the Academy site. The provision of the new surfaced route is supported by the Traffic Manager and more importantly in the context of objections received it is supported by the Conservation Manager. The Lower Field which is immediately south of the churchyard has provided a surfaced volley ball court and areas for recreation and play. Whilst some stone boulders were proposed to be removed, the Conservation Manager recommends this area of well screened paddock being returned to its former condition. This requirement is supported given that there is scope for re-siting materials to the South Field. The works include not only a multi games use area (MUGA), and grass running track, but also the new car-park and dropping off facilities. The provision of new sporting facilities which is a Government requirement for this new academy is on the only realistic area of land available to the school. The only areas previously used were the courtyard area and Lower Field, which are of limited scale. Therefore, it is considered that the provision of new sporting facilities can be supported. The car parking area which is on the western side of South Field has a backdrop of trees on the western side. The car parking area will also be screened by comprehensive tree planting along the southern and eastern sides of the new area proposed. There are no immediate views of the school from around the site. The nearest vantage point is from a public footpath over one kilometre away, this public footpath which skirts around Bryngwyn Hill. This vantage point is to the south east of the school. The public footpath (MD12) which skirts the eastern side of Lower Field has restricted westward views of South Field given the extent of existing tree planting in and around Lower Field. This remains the case as the same footpath inclines southwards from Worm Brook across Dewchurch Meadow.

- 6.3 The other issue relates to concerns the perceived impact that the proposals would have on the setting of the Grade I listed church and other Grade II listed buildings in the vicinity. The Conservation Manager has considered this aspect also and does not object as it is considered that the change of use of land and provision of footpaths/cycleways and car parking areas will not materially impinge upon the setting of the listed church in particular. This conclusion is reached having regard to the distance from the church, the change in land form proposed and the landscaping proposed. The proposal will indeed enhance Lower Field to the south of the church yard. The proposal accords with Policy HBA4 of the Herefordshire UDP and Government advice set out in PPS5 'Planning for the Historic Environment'.
- 6.4 The next issue raised relates to the means of access and the provision of car parking facilities in the South Field. It is understood that this matter has been the subject of preliminary discussion between the applicants, the Parish Council and local residents. It was initially proposed to provide a parking area/dropping off area close to the existing bus shelter on the B4348 road east of the school. However, this was not supported locally or indeed by the Council's Traffic Manager given the limited visibility available along this stretch of the B4348. Therefore, the approach has been to look further west by either improving the existing parking facilities to the front or north of the school which are shared with visitors to St David's Church or look at alternative sites. The submitted proposal is to maintain the front carpark for disabled users and as a drop off point for disabled visitors and deliveries. The new car park will provide for 32 spaces for teachers including 5 mini bus spaces and 37 spaces for parents and drop-off

for the main school and kindergarten. The car parking areas would be reached off an existing unsurfaced track which is also used as an access to fields to the south west. The track which is 4.2 metres at its narrowest widens to 4.5 metres. This access road will also provide access for mini buses dropping off children. Whilst, it is acknowledged that ideally the track could be wider, it is not considered as stated in objections that this will encourage more visitors to arrive by private motor vehicle. There is provision for car sharing and the use of mini-buses already and this will be combined with improved facilities for buses pulling off the B4348 road close to the bus shelter. There will be peaks and troughs in vehicle movements as presently. It is not considered that the amenities of local residents will be materially impacted by general disturbance, car fumes and lighting given there are already two well established hedgerows between the proposed car parking area and dwellings in the Pippins. The car parking area is also not adjacent to dwellings in the Pippins. Management of different visitors to the school is important now, but is compromised by the limited area available for carparking, deliveries and manoeuvring. The proposed car park will be in a distinct area away from cyclists and pedestrians crossing the site. It is considered that this element of the scheme satisfies the requirements of Policies CF5 and DR2 of the Unitary Development Plan in respect of impact on the amenity of residents in the vicinity of the application site. The Traffic Manager has requested that trees be removed from around the car parking areas which could potentially overhang parked cars and obstruct visibility, this is a matter which can be clarified by imposition of a planning condition. It is considered on balance that that the new car park can be supported subject to the applicant adhering to the Travel Plan relating to the Academy, which will need to be updated in the light of the changes proposed relating to traffic movement and the use of new footpath and cycleways across the site.

- 6.5 The final issue relates to the new means of foul drainage disposal proposed by the applicants, which has been devised in conjunction with a local drainage engineer and has been the subject of preliminary discussion with the Environment Agency. Local objectors have been raised relating to the suitability of the system proposed, described as a living soakaway. The applicant's agent states that the school has explored connecting to the mains drainage system, however this approach is prohibitively expensive, The approach adopted is considered to be a low impact one which addresses their philosophy on ecological matters. It should be noted that the Environment Agency has been consulted, together with representations received from local residents and Much Dewchurch Society. The Environment Agency maintain their support for the system proposed and the Council's Building Control Manager who has no objections to the principle of the submitted soakaway system. The Design and Access Statement accompanying the application also states that the school will be endeavouring to reduce the amount of foul water going into the system by using water economy measures. Therefore there are not considered to be any reasonable grounds for withholding planning permission on the basis that a soakaway system may not function as stated. Therefore, the proposal satisfies the requirements of Policy DR4 of the Unitary Development Plan.
- 6.6 This application will have an impact upon the setting of Much Dewchurch. It is however not considered such that planning approval could reasonably be withheld. The prominent and most accessible views are from the south and east and these will not materially alter. Indeed the western boundary of Dewchurch Meadow which affords the most striking views of the Grade I listed church, will have more landscaping. Lower Field will alter but in a way which will enhance the setting of the aforementioned church and churchyard. South Field will be affected the most by new development which it is considered can be mitigated by additional landscaping. The development proposals will over time be appropriately screened by new planting on the southern boundary of the field, along the eastern side around the proposed soakaway system and on the western side around the car parking area. The Travel Plan will need to reflect the changes being made in relation to how people will arrive and leave the site particularly as regards the dropping off point close to the bus shelter and the linking footpath/cycle route. The proposals do not though undermine the existing scheme relating to the operation of car sharing and the use of public transport including buses and mini buses.

- 6.7 The school has opted for a soakaway system which has been the subject of a local objections. However, the Environment Agency has no objections and nor does the Building Control Manager whom has been working with the school on this and other matters. The soakaway is on school grounds some distance away from local residents and will be subject to monitoring by the drainage consultant and the school whom are responsible for the well being of pupils and staff. The application can be supported subject to the removal of proposed new buildings from the plan, together with boulders and logs submitted and clarification of conditions recommended by the Transport Manager relating to the new bus lay by near to the bus shelter and the planting of trees around the car parking area.

RECOMMENDATION

That subject to the receipt of suitable revised plans detailing all new buildings and associated ancillary structures, the officers named in the Scheme of Delegation to Officers be authorised to grant detailed planning permission subject to the following conditions:

- 1 A01 Time limit for commencement (full permission)**
- 2 B01 Development in accordance with the approved plans**
- 3 F01 Restriction on hours of working**
- 4 G01 Earthworks**
- 5 G02 Retention of trees and hedgerows**
- 6 G04 Protection of trees/hedgerows that are to be retained**
- 7 G10 Landscaping scheme**
- 8 G11 Landscaping scheme - implementation**
- 9 G14 Landscape management plan**
- 10 G15 Landscape maintenance arrangements**
- 11 H15 Turning and parking: change of use - commercial**
- 12 I32 Details of floodlighting/external lighting**
- 13 The foul drainage system (EHSA 004,005 and 008) proposed shall be installed prior to the first use of the extended school grounds or as otherwise agreed in writing with the local planning authority.**
Reason: In order to ensure that that satisfactory drainage arrangements are provided and to comply with Policy DR4 of the Herefordshire Unitary Development Plan.
- 14 H30 Travel plans**
- 15 Details for the footpath link off Dewchurch Meadow, including any provision for works to the highway shall be the subject of the prior written approval of the local planning authority before the new footpath crossing Dewchurch Meadow is first brought into use. The details as approved shall be implemented prior to the first use of the extended school grounds or as otherwise agreed in writing with the local planning authority.**

Further information on the subject of this report is available from Mr A Prior on 01432 261932

Reason: In the interests of highway safety and to conform with the requirements of Policy DR3 of the Herefordshire Unitary Development Plan.

- 16 Notwithstanding the provisions of article 3(1) and Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995, (or any order revoking or re-enacting that Order with or without modification), no development which would otherwise be permitted under Classes A and B of Part 32 of Schedule 2, shall be carried out.**

Reason: In order to protect the character and amenity of the locality and to comply with Policies LA2, LA3, DR1 and CF5 of the Herefordshire Unitary Development Plan.

INFORMATIVES:

- 1 N11A Wildlife and Countryside Act 1981 (as amended) - Birds**
- 2 N11C General**

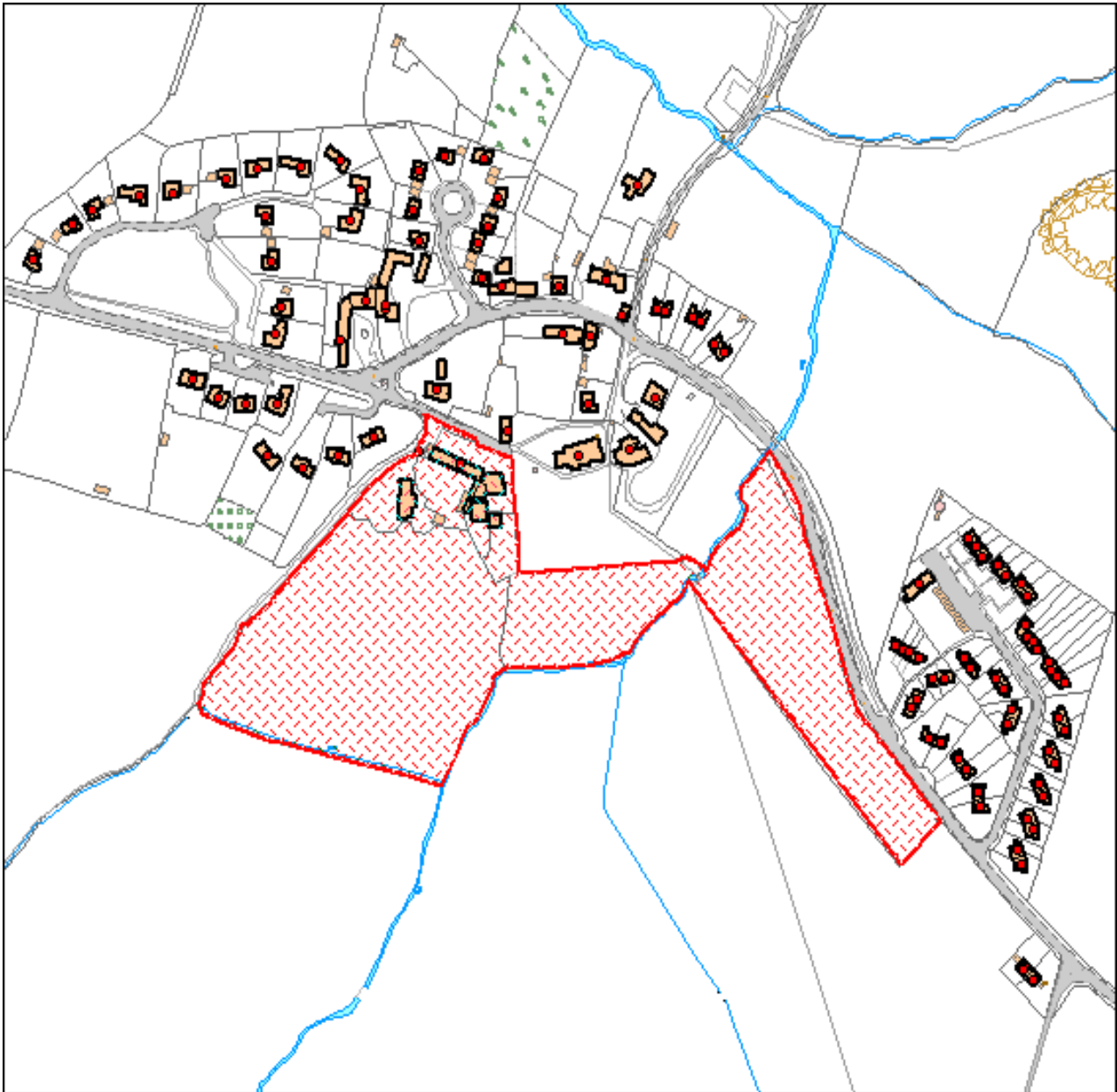
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NO: DMSW/100072/F

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