

COLWALL PARISH COUNCIL**Minutes of the meeting of the PLANNING & DEVELOPMENT COMMITTEE
held at Colwall Village Hall, Mill Lane, Colwall on Wednesday 8th June 2016 at
7.30pm**

Present: Councillors: Beard, Butler, Cottam, Haynes, Stock, Taylor, Trafford Roberts, approximately 50 members of the public and the Clerk.

1. Welcome and Apologies for Absence

The Chairman welcomed those present and no apologies were received.

2. Declaration of Interests

Councillor Carless declared a pecuniary interest in item 4(i) and left the meeting whilst this item was discussed and the resolution passed.

3. Minutes of the last meeting

The minutes of the last meeting of the Planning Committee held on the 25th May 2016, were approved and signed by the Chairman as a true record of proceedings.

4. Planning applications

i) RE: 161407 – Proposed 1 form entry primary school with nursery and parking provisions on land adjacent to Colwall Village Hall, Mill Lane, Colwall, Herefordshire, WR13 6EQ
Applicant: The Owner/Occupier.

Councillor Stock made a detailed presentation (set out below)

“Introduction

This is a holding objection on behalf of the Colwall Parish Council (“CPC”) against the application for the new school; if the objections set out below are overcome this objection will be removed.

After some initial concerns the CPC was delighted to be asked to allocate a site for the new school and to carry out the consultation as part of its development of a Neighbourhood Development Plan. It heralds far greater consultation and local involvement in planning matters, as promoted by Neighbourhood Development Plans, which is welcomed.

The clear consensus from the consultation was the school should be sited next to the village hall; there was significantly more support for the village hall site and significantly less objections, than the other two options. Whilst a number of people would prefer the existing site to be re-developed there were equally many people who objected. Furthermore some of the objections were about the additional housing rather than the school.

It was against this backdrop CPC considered the allocation of the site and the members were unanimous in agreeing the village hall site was the best site for the

school. The CPC remains committed to this choice of site and, whilst endeavouring to achieve the best layout, is aware of the difficulties in achieving some requirements.

In ‘Allocating’ the site CPC set out conditions which were stated in the minutes of the 13 January 2016 meeting as follows;

These conditions only apply should the Primary School be located at the Mill Lane site.

- *A single class entry primary school with associated facilities, to current educational standards, including external hard and soft play areas, grass pitches and forest school.*
- *At least passive provision for a Pre-school to be included and planned for in the layout including outdoor space and related parking needs etc.*
- *Drop-off/ turnaround with separate access and egress for the school and its own parking must be provided. Pedestrian access to the school should be provided from both Mill Lane and Walwyn Road via the footpath adjacent to the Thai Restaurant.*
- *Retention of the oak trees on the Mill Lane boundary is essential.*
- *The overall siting and layout must be informed by the need to sensitively integrate the development into the high quality landscape in this rural-edge setting, subject to advice by the Malvern Hills Area of Outstanding Natural Beauty.*
- *All development must accord with the Draft Plan including housing appearance, layout, mix and proportion of affordable housing.*

Site Allocation Conditions

The application has been assessed against the conditions as tabled below. The conditions have been subdivided where necessary.

Condition	
A single class entry primary school with associated facilities, to current educational standards, including external hard and soft play areas, grass pitches and forest school.	Satisfied
At least passive provision for a Pre-school to be included and planned for in the layout including outdoor space and related parking needs etc.	Satisfied
Drop-off/ turnaround with separate access and egress for the school and its own parking must be provided.	NOT provided.
Pedestrian access to the school should be provided from both Mill Lane and Walwyn Road via the footpath adjacent to the Thai Restaurant.	Satisfied

Retention of the oak trees on the Mill Lane boundary is essential.	Satisfied
The overall siting and layout must be informed by the need to sensitively integrate the development into the high quality landscape in this rural-edge setting, subject to advice by the Malvern Hills Area of Outstanding Natural Beauty.	Refer to LVA paras 8.18 to 8.38
All development must accord with the Draft Plan including housing appearance, layout, mix and proportion of affordable housing.	Not relevant as mixed development not put forward.

As can be seen these conditions have generally been achieved and in particular the design of the school including colours and materials has been developed to a high level and has generally gained the approval of the AONB and Carly Tinkler.

However, some conditions have not been met, in particular the ‘drop off/turnaround’ and ‘its own parking’ and in addition there are concerns regarding the proposed highway works. It is of concern that the short timescale of the project has led to the application being submitted without fully considering the highway and parking requirements.

Given the Neighbourhood Development Plan context of the Allocation of the site it is considered the attached Conditions should have been taken as planning requirements and, where the application fails to meet them, the application should set out the reasons why not.

This submission is based on the following documents.

The **National Planning Policy Framework (NPPF)** which at paragraph 35 (extract below) considers the need to give priority to pedestrian and cycle movements, create safe and secure layouts which minimise conflicts, avoiding street clutter.

35. Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to

- *accommodate the efficient delivery of goods and supplies;*
 - *give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;*
 - *create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;*
 - *incorporate facilities for charging plug-in and other ultra-low emission vehicles;*
- and*
- *consider the needs of people with disabilities by all modes of transport.*

The Emerging Neighbourhood Development Plan “NDP” – it is appreciated this is at an early stage but the Allocation of the School Site has been through a comprehensive consultation which are summarised in the attached note.

The Conditions attached to the Site Allocation by the Parish Council also form part of the emerging NDP and should be treated accordingly. Whilst historically little weight has applied to emerging NDP's the government's stance is changing as it is prepared generally by volunteers, the process takes longer. For the school the Parish was requested by the Planning Authority to allocate a site and consequently it is considered significant weight should be given to the Conditions attached to the allocation.

Although not stated in the Site Allocation Conditions and still in development in the NDP it is wished to develop a series of highway interventions that can be used to moderate traffic, highlight junctions and improve the status of pedestrians that could be used throughout the built-up areas and possibly elsewhere in the parish. The measures used at the school need to be seen in this context and be consistent. If the school leads to a number of measures that are not appropriate elsewhere then they will always remain different.

The Colwall Village Design Statement

This has two relevant paragraphs (on p25)

- Appropriate traffic calming measures to ensure a balance between speed and safety should be considered as a permanent feature
- The rural character of the network of lanes and approaches to the village should be maintained. Kerbed pavements should be kept to a minimum. Road markings should be sympathetic to the rural environment. The use of yellow markings gives an impression of urbanisation and should be minimised.

The Malvern Hills AONB Guidance on Highway Design

This guide is wholly appropriate and has 4 Guiding Principles that are;

Principle 1: unless there is an overriding safety issue, do as little as possible.

Principle 2: highway improvements should take account of the traffic flow and character of the road to ensure that proposals are not over specified.

Principle 3: unless there is an overriding reason to do otherwise, copy the style and materials that have been used over time.

Principle 4: consult with the AONB Partnership

Traffic in Villages (by Dorset AONB)

This highway guide is a very recent document but is noted as appropriate in Herefordshire's draft Local Transport Plan. Its philosophy is "If you want drivers to behave as in a village, make sure it feels like a village."

General Matters

The Transport Assessment refers to the Colwall Draft Neighbourhood Plan and Colwall Parish Council's work in carrying out the community engagement and consultation. The application makes no mention of the Parish Council's resolution to 'Allocate' the site for the school or the Conditions attached to the resolution. This is disappointing but perhaps explains why the Conditions have not been fully satisfied.

Off Highway Related Matters

Landscape and Visual Impact Appraisal Recommendations

Recommendation – the Recommendations listed in the Landscape and Visual Impact Appraisal “LVA”, paragraphs 8.18 to 8.38 should be included in the scheme.

Integration of the site

The design fails to develop a unified approach to the school and village hall site leaving the school to appear to be ‘tucked away’. The opportunity should be taken to consider an improved access to the school that does justice to its importance and the high standard of the building.

Recommendation – Object on the grounds the design fails to integrate the school with the village hall site and fails to provide an appropriate school entrance.

Turnaround/Drop-off

The failure to provide a turnaround/drop-off facility is of significant concern and was a requirement of the Site Allocation Conditions. For new school in the modern era this is essential. Land exists to provide such a facility and to rely on parents not using Mill Lane is misguided. The village hall car park will become the drop-off but could be greatly improved by modest modifications in conjunction with the school layout.

Recommendation – Object on the grounds a purpose built turnaround/drop-off in accordance with the Allocation Conditions is considered essential.

Parental Parking

The on-road parking shown in the application is unacceptable as it will seriously interfere with residents and other road users. The three side roads, Chevenham Close, Brookside, and Brookmill Close are cul-de-sacs requiring drivers to U-turn, greatly adding to the impact of vehicles. Being will parents will be discouraged from using these because they are cul-de-sacs, the ability to U-turn is limited and they lie a significant distance from the school. Whilst this will relieve the residents it will put greater pressure on Walwyn Road, which will cause greater disruption.

It is understood the applicant considers that as parking cannot be provided to cater for the whole of the demand, no parking should be provided. This is misguided. The opportunity to work with the Village Hall Management Committee to improve the use of the existing spaces and possibly some additional spaces should be fully explored.

The possibility of providing some parking at the Thai Restaurant should also be fully explored. This, in conjunction with modest parking on Walwyn Road and a hoped for increase in those coming by foot, will disperse and dilute the impact of parking on parents and residents.

Recommendation – Object on the grounds insufficient effort has been made to secure off-road parking, contrary to the Site Allocation Conditions.

On Highway Related Matters

Two planning documents are relevant here; the Malvern Hills AONB Guidance on Highway Design (MHAONB HDG) which sets out clear principles that should be followed and the recently issued Traffic in Villages (TiV), prepared by Dorset AONB. The MHAONB HDG has been accepted by Herefordshire Council and Traffic in Villages has been listed as an appropriate document in Herefordshire’s draft Local Transport Plan 2016.

Essentially the MHAONB HDG is to do as little as possible unless there is an overriding safety issue, which needs to be based on evidence. The Traffic in Villages has the following philosophy. “If you want drivers to behave as in a village, make sure it feels like a village.”

In other words both documents steer away from urban type controls and utilise other techniques to encourage the required behaviour.

In addition to this guidance the CPC is keen to establish a uniform approach to improving pedestrian facilities throughout the village and it is therefore essential what is provided at the school can be extended to the rest of the village.

Controlled Parking Zone

These are used to reduce sign clutter by generally covering a large area which has identical restrictions rather than a short length of a single road. Consequently the entry and exit signs for the CPZ may in fact be worse than the small signs giving the restrictions. Also a CPZ requires yellow lines (despite the applicants denial) to impose the prohibitions which historically the Council has been at pains to avoid. As currently proposed the application would fail to achieve what is claimed. This approach is contrary to the philosophy of the Malvern Hills AONB Guidance on Highway Design and Traffic in Villages.

Recommendation – Object on the grounds the CPZ proposal is too urban in nature and contrary to the philosophy of the appropriate highway design guidance.

Raised Carriageway Features

The approach ramps to the ‘Raised Carriageway features’ should be far less severe; the raised areas are to bring the footway and carriageway to similar levels to benefit pedestrians not to impose a particular speed on traffic. The carriageway does not need to be flush with the footway over the whole length of the highlighted carriageway. The current proposals are contrary to the Malvern Hills AONB Guidance on Highway Design and Traffic in Villages and the Village Design Statement.

Recommendation – The ‘Raised Carriageway features’ to have a maximum approach gradient change of 2% or less.

Highway Materials and Colours

Significant time and effort has been spent on the careful use of colour for the school and should be extended the highway works.

Recommendation – The choice of highway materials and colour should be carried out in consultation with the AONB and Carly Tinkler.

20 MPH When Lights Flash Signs

In the vicinity of the Thai Restaurant the 20mph when flashing sign (one only) should be placed on west verge to avoid being adjacent to the listed building. On Mill Lane the 20mph sign should be moved closer to the school entrance (it does not apply to the staff/visitors access) and follow the 30mph. It should not be in advance of the 30mph sign as shown implied in the application. The associated coloured road patch should be omitted and if wished, placed to indicate the staff car park entrance to match the philosophy elsewhere of highlighting the conflict point.

Recommendation – The siting of the 20 mph when lights flash, signs should be carefully reconsidered to ensure they address the need whilst minimising the impact, particularly to avoid extending the urban nature along Mill Lane.

Carriageway Markings

The drawings do not clearly show the carriageway lines that are to be removed or to be provided. No ‘SCHOOL’ road marking is shown, but it is not known whether none is to be provided. The ‘yellow lines’ required to implement the CPZ are not shown.

The proposed white edge line leading to the raised area adjacent to the Thai Restaurant to visually narrow the carriageway should be replaced by a widened footway. White edge lines give too strong a guidance to motorists and leads to increased speeds.

Centre line marking on Walwyn Road to be removed from the approaches to the raised carriageway areas should be shown.

In order to minimise the urbanisation impact of the carriageway markings, all non-regulatory markings should be removed in accordance with the philosophy of the MHAONB Highway Design Guide and Traffic in Villages.

Recommendation – The drawings should clearly identify the carriageway markings to be removed and those to be provided. All non-regulatory white lines in the areas affected by the works and the approaches should be removed.

Mill Lane Width and Footways

The proposed width of 4.5m is too narrow, (for reference Stone Court, the cul-de-sac to the Doctor's surgery, is 5m wide). This width would cause considerable disruption as it would be impossible for a car to pass a large vehicle without one vehicle mounting the kerb. As it has now been established the 'verge' on the south side of Mill Lane is highway land it is considered the carriageway width should be at least a 5m, if necessary, reducing the footway on the north side to 2.2m. A low kerb designed to be over-run when passing wide vehicles, should be provided on one side or the other. In addition Mill Lane should be widened at its junction with Walwyn Road to assist turning traffic.

The new footway only needs to extend to the school pedestrian access and not continue passed the front of the village hall. This will allow the existing arrangement at the front of the village hall to remain. Pedestrian movement between the village hall car park and the school should be via the link between the village hall and the Scout hut rather than Mill Lane. The Village Hall Management Committee is in agreement with this proposal.

Recommendation – the Mill Lane cross-section must be reconsidered together with the footway/carriageway distinction to provide for large vehicles and cars to pass and the new footway from Walwyn Road terminated at the school pedestrian access.

Stowe Lane

Large vehicles accessing Stowe Lane will need to over-run the footway areas. This must be facilitated by the maximum 'kerb' height being 25mm over the swept path of a large vehicle. This may be best achieved by lengthening the raised to the south to beyond the Stowe Lane entrance.

Recommendation – Appropriate kerb heights to be applied over the swept path area of large vehicle using the Stowe Lane junction.

Highway Landscape and Visual Impacts (LVA)

The highway proposals were not developed when the LVA was prepared and it is therefore considered essential that appropriate LVA related input is included in the development of the highway design.

Recommendation – The LVA should be extended to consider and advise on the highway design.”

The meeting was suspended to allow members of the public to speak.

The meeting was reconvened.

RESOLUTION

IT WAS RESOLVED that Colwall Parish Council makes a holding objection against the application for the new school; if the objections set out below are overcome this objection will be removed.

1. The Recommendations listed in the Landscape and Visual Impact Appraisal, paragraphs 8.18 to 8.38 should be included in the scheme.
2. The design fails to integrate the school with the village hall site and fails to provide an appropriate school entrance.
3. A purpose built turnaround/drop-off in accordance with the Site Allocation Conditions is considered essential.
4. Insufficient effort has been made to secure off-road parking, contrary to the Site Allocation Conditions.
5. The Controlled Parking Zone proposal is too urban in nature and contrary to the philosophy of the appropriate highway design guidance.
6. The 'Raised Carriageway features' to have a maximum approach gradient change of 2% or less.
7. The choice of highway materials and colour should be carried out in consultation with the AONB and Carly Tinkler.
8. The siting of the 20 mph when lights flash, signs should be carefully reconsidered to ensure they address the need whilst minimising the impact, particularly to avoid extending the urban nature along Mill Lane.
9. The drawings should clearly identify the carriageway markings to be removed and those to be provided. All non-regulatory white lines in the areas affected by the works and the approaches should be removed.
10. The Mill Lane cross-section must be reconsidered together with the footway/carriageway distinction to provide for large vehicles and cars to pass and the new footway from Walwyn Road terminated at the school pedestrian access.
11. Appropriate kerb heights to be applied over the swept path area of large vehicle using the Stowe Lane junction.
12. The Landscape and Visual Impact Appraisal should be extended to consider and advise on the highway design.

ii) RE: 161421 – Proposed single storey timber out building for ancillary residential purposes at Tor Cottage, Fossil Bank, Upper Colwall, Malvern, Herefordshire WR13 6PJ

Applicant: J Swinscoe

IT WAS RESOLVED that the Parish Council had no objections to the proposed but request that the planning officer take the following comments into consideration That there be a covenant that this building be restricted to the uses as specified in the application and that it cannot be subsequently converted into a separate dwelling.

5. Correspondence

None

6. Planning Application Decisions:

None

7. Date of next meeting:

It was confirmed that the date of the next meeting would be Wednesday 29th June 2016, and would be held in the Jean Simon Room of Colwall Village Hall.

The meeting closed at 09.05 pm.

Chairman: Date: