

Committee Report – 4 November 2019

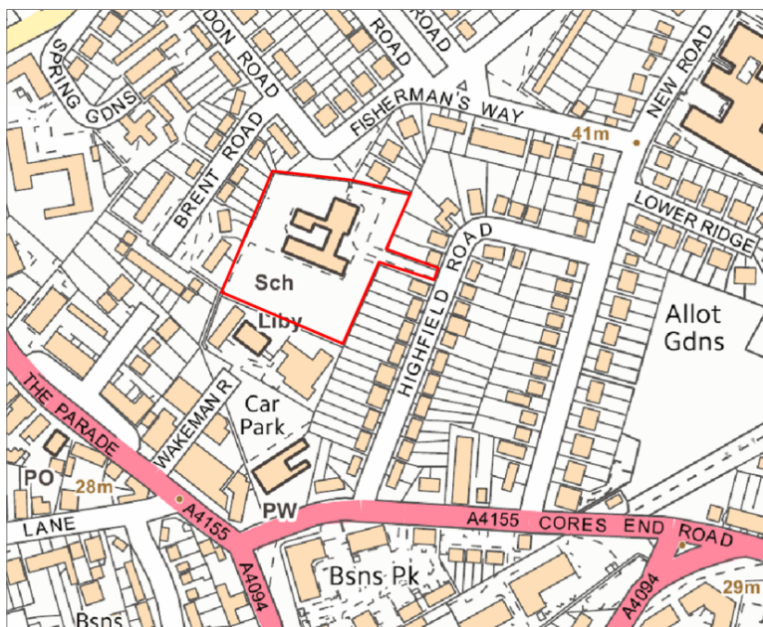
Application Number:	CC/0050/19
Title:	Front and rear single storey extensions to existing school and with car park alterations
Site Location:	Westfield School Highfield Road Bourne End Buckinghamshire SL8 5BE
Applicant:	Buckinghamshire County Council
Case Officer:	Catherine Kelham
Electoral divisions affected:	The Wooburns, Bourne End and Hedsor
Local Member(s):	Mike Appleyard
Valid Date:	10 September 2019
Statutory Determination Date:	10 December 2019
Extension of Time Agreement:	n/a
Summary Recommendation(s):	The Development Control Committee is invited to APPROVE application no. CC/0050/19 subject to the conditions set out in Appendix A.

1.0 Introduction

- 1.1 Application CC/0050/19 is for front and rear single storey extensions and car park alterations at Westfield School in Bourne End. This is to facilitate an increase in pupils attending the school.
- 1.2 The application is being determined by the Development Control Committee as objections have been received from local residents.

2.0 Site Description

- 2.1 Westfield School is located in Bourne End in the south east part of the Wycombe District. It is a special educational needs school with 57 pupils reported to be currently on role.
- 2.2 To the west, north and east, the school is surrounded by residential development. To the south are Bourne End Library and Bourne End Community Centre. The school is accessed via Highfield Road.
- 2.3 The school is not within a landscape of designated ecological, historical, cultural or known archaeological significance. The site is within Flood Zone 1.
- 2.4 The location of the school is shown below.



3.0 Site History

- 3.1 Planning history at the site includes the following:
 - CC/06/09 – New Teaching Block – Approved 12/03/2009
 - 17/05427/FUL - Creation of additional hardstanding to enlarge existing car park and new improved access/vehicle circulation - Approved 26/06/2017

4.0 Description of Proposed Development

- 4.1 The proposed development seeks to facilitate an expansion of the school from 52 to 70 pupils so a total of 18 pupils. It consists of three main elements:

- Front extension
- Rear extension
- Car park alterations

4.2 The locations of the front (right) and rear (left) extension are highlighted in orange on the image below. The existing school is shown in light grey. The car park and existing access is to the front (right) of the school in dark grey.



- 4.3 The front extension would increase the line of development on the eastern elevation of the school by approximately 3.5 metres towards Highfield Road. It would consist of a new entrance hall, approximately 135 m² in area. This would be finished in brick to match the existing school with a flat roof. In addition, there would be an extended roof cover over the entrance with a pitched tiled roof (approximately 40 m² in area) and a translucent canopy (approximately 25 m² in area) between the proposed built extension and the existing school.
- 4.4 The rear extension would infill a grass courtyard area containing benches, covered seating and planters to provide an additional classroom. It would be approximately 65m² in area, finished in brick to match the existing school with a flat roof. TO facilitate access a new external ramp and new external steps would also be provided.
- 4.5 On both the front and rear extension, windows would be white and aluminium framed.
- 4.6 At the front of the school, two trees would need to be removed to facilitate the proposed development. At the rear of the school, one tree would need to be removed. No replacement planting is proposed.
- 4.7 There is currently 33 staff at the school and this is proposed to increase to 41 with the increase in pupil numbers. The alterations to the car park would result in 49 car parking spaces plus two accessible car parking spaces. This is a decrease of one compared to the current provision. No change to the site access is proposed.

4.8 A number of internal alternations are also proposed but these do not require planning permission.

5.0 Planning policy and Other Documents

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise.

5.2 The development plan for this area comprises of:

- Wycombe District Local Plan Adopted 2019
- Wycombe Delivery and Site Allocations Plan Adopted 2013

5.3 Other documents that need to be considered in determining this development include:

- National Planning Policy Framework (NPPF)
- CLG letter to the Chief Planning Officers dated 15th August 2011

5.4 The following policies are considered relevant to the proposed development:

Wycombe District Local Plan (WDLP)

- CP1 – Sustainable Development
- CP7 - Delivering the Infrastructure to Support Growth
- CP10 - Green Infrastructure and the Natural Environment
- CP12 – Climate Change
- DM33 – Managing Carbon Emissions: Transport and Energy Generation
- DM34 – Delivering Green Infrastructure and Biodiversity in Development
- DM37 – Small Scale Non-Residential Development
- DM38 – Water Quality and Supply
- DM39 – Managing Flood Risk and Sustainable Drainage Systems

Wycombe Delivery and Site Allocations Plan (WDSAP)

- DM1 - Presumption in Favour of Sustainable Development
- DM2 - Transport Requirements of Development Sites
- DM14 - Biodiversity in Development
- DM18 - Carbon Reduction and Water Efficiency

6.0 Consultation Responses

6.1 The Local Member, **Councillor Mike Appleyard**, has not commented on the proposed development.

6.2 The **Wycombe District Planning** Officer comments that as a result of the development the vehicular movements to and from the site will increase. The Officer notes that a previous planning permission (17/05427/FUL) enlarged the car park and provided a two way traffic system to alleviate the traffic congestion on Highfield Road at pick up and drop off times. The officer states the issue of increased parking

demand and access arrangements is a matter for BCC to consider before a decision is made.

- 6.3 **Wooburn and Boune End Parish Council** have not commented on the proposed development.
- 6.4 The officer from BCC **Highways Development Management** does not consider the trip generation would result in a severe residual impact upon the local highway network. He comments that the vehicular access to the site was previously considered acceptable and has since been widened as per planning application 17/05427/FUL thereby improving the situation. He is also satisfied the parking is sufficient and recommends the layout of the parking area is secured via condition. The officer has raised some concern about the Construction Traffic Management Plan and the timings of deliveries impacting the local road network. He is however satisfied amendments to this can be secured via condition. Subject to these to conditions, he has no objection to the proposed development.
- 6.5 The officer from BCC **Lead Local Flood Authority** has no objection to the proposed development subject to the provision of a surface water drainage scheme for the site which includes further details of the current drainage network, consideration of incorporation of SuDs and details of maintenance for the system.
- 6.6 The **BCC Ecology** Officer has reviewed the information submitted and considers it adequate. In order to safeguard ecological features of interest, she recommends that measures for the mitigation of the impact on protected species and other ecological features of interest are implemented as outlined in the submitted Ecological Impact Assessment are secured via condition. In addition, she recommends that if the development has not commenced within 18 months of the date of the surveys accompanying the application, they are repeated to ensure there are no changes to the potential impacts on protected species and/other ecological features of interest.
- 6.7 The **Sustainable Travel to School Officer** has commented that the school does not have a school travel plan. She notes the school being an SEN school are limited to what they can do in relating to cutting down traffic as most of the pupils are taxied from the surrounding area but has highlighted some example of good practice. in order to increase active travel where possible, improve safety, encourage sustainable travel for the school journey and mitigate the impact of the expansion of the school, she recommends that a planning condition to ensure the school develops and maintains an active School Travel Plan on Modeshift STARS be attached should planning permission be granted.
- 6.8 The **BCC Archaeology** Officer has not objection to the proposed development and does not consider it necessary to apply a condition to safeguard archaeological interest.
- 6.9 **Buckinghamshire Fire and Rescue Service** have not commented on the application.

7.0 Representations

7.1 Two public representations have been received. One supports the development and the other objects due to noise and traffic from the development.

8.0 Discussion

8.1 The main issues for consideration in relation to application CM/0050/19 are:

- Principle of the proposed development
- Vehicle movements and access
- Design
- Drainage
- Biodiversity

Principle of the proposed development

8.2 As set out in paragraph 94 of the NPPF and CLG letter to Chief Planning Officers dated 15th August 2011, there is a presumption in favour of development at state funded schools both to improve facilities and ensure there is sufficient school places available to meet the needs of existing and new communities. In addition, policy CP7 of the WDLP identifies a need for supporting infrastructure including schools as part of achieving sustainable development across Wycombe District.

8.3 The proposed development seeks to facilitate an increase in special educational need places at the school. Supporting information provided as part of the application indicates that there has been an increase in demand for places at the school. As places are currently not available, a number of children are being educated in primary Pupil Referral Units for longer periods. Increasing the provision at this school would help meet the need and also alleviate pressure on primary Pupil Referral Units.

8.4 In summary, the principle of expansion of Westfield School is supported in principle by policy CP7 of the WDLP, paragraph 94 of the NPPF and CLG letter to Chief Planning Officers dated 15th August 2011.

Vehicle movements and access

8.5 As part of managing carbon emissions, policy DM33 of the WDLP requires development to be located to provide safe and convenient access to the local highway. It also requires there to be sufficient parking onsite and that any material adverse impacts on existing and forecast traffic conditions are mitigated.

8.6 Having considered the increase in trip generation associated with the increase in pupils, the Highways Development Management Officer is satisfied it would not result in a severe residual impact upon the local highway network. The officer also notes that the junction on to Highfield Road was previously considered to have suitable visibility and this has since been improved as part of a separate planning application. Overall, no objection is raised to the development from a Highway safety perspective.

- 8.7 The proposed development would increase the number of pupils and staff. It will therefore also likely increase the demand for staff car parking spaces. Concern has been raised by Wycombe District Planning regarding the impact of increased parking demand for staff and pick up and drop off.
- 8.8 There are more car parking spaces than the current and proposed number of staff. As such, the proposed development is considered capable of meeting the car parking requirement and no concerns on this matter have been raised from the technical highways perspective subject to the car parking and manoeuvring area being laid out as on the submitted plan. This can be secured via condition.
- 8.9 With an increase in pupil numbers there would likely be an increase in vehicular traffic to the school at pick up and drop off time. An objection to the development has been received on these grounds.
- 8.10 Pupils attending the school do not come from a local catchment due to the specialist nature of the school. The majority of pupils are also entitled to local Authority transport to and from school as part of their education, health and care plan. The school has provided cycle spaces for both pupils and staff and encourages pupils to develop independent skills including using a bike and or scooter. The school has yet to meet STARS Bronze award but is working with the School Sustainable Transport co-ordinator to implement appropriate measures. In order to minimise the impact of traffic on Highfield Road associated with the increase in pupil numbers, it is recommended the travel plan is secured via condition.
- 8.11 A number of recommendations have been made by the Highways Development Management regarding management of the impact of the construction period on the highway network and highway safety. They are concerned that the afternoon delivery slot of 13:30 to 14:30 will overrun and conflict with home time, leading to a greater risk of a child, parent or member of staff being struck by a moving vehicle. As such they consider this delivery slot should be removed. In addition, the officer recommends the use of a banksman to aid vehicles reversing safely. In the interests of highway safety, it is considered an amended Construction Traffic Management Plan which addresses these issues may be secured via condition.
- 8.12 Overall, subject to the conditions outlined above, the proposed development is considered to be in accordance with policy DM33 of the WDLP.

Design

- 8.13 In relation to small scale, non-residential development, Policy DM37 of the WDLP supports good design that respects the character and appearance of the area, preserves the amenity of neighbouring properties and achieves a high quality in the detail of the design.
- 8.14 The existing school consists of a series of single storey buildings, with a mixture of heights and roof types. Walls are of yellow/brown brick with white features. The exterior of the new building has been designed to be in keeping with the existing

school with matching brick and white windows. As such neither the proposed front nor rear extension is considered to be incongruous to its surroundings.

- 8.15 At the front of the school, the proposed development would result in the loss of two trees – one silver birch and one cherry. Both are considered to be of low arboricultural quality. While the removal of the trees would alter the appearance of the school, their loss is not considered to be harmful to the appearance of the school and wider area.
- 8.16 Concern has been raised by local residents regarding noise from the proposed development. The proposal does seek to increase pupil numbers. It would not however greatly expand the proximity of the built development to the residential properties. In addition, the use of the school playground and forest school area would not change.
- 8.17 Overall, the development as proposed is considered to be in accordance with policy DM37 of the WDLP.

Drainage

- 8.18 Policies DM38 and DM39 of the WDLP together seek to protect water quality and avoid flood risk. They require that developments are served by adequate infrastructure capacity and the sequential test for flood water management has been applied with the incorporation of sustainable urban drainage systems.
- 8.19 The applicant has provided information on flood risk and drainage as part of the application. As in the comments from the LLFA outlined above, no objection to the development from drainage perspective has been raised subject to the provision of a surface water drainage scheme, including an investigation of use of above grounds SuDs feature. It is recommended this is secured via condition.
- 8.20 Subject to the condition outlined above, the proposed development is considered to be in accordance with policies DM38 and DM39 of the WDLP.

Biodiversity and Green Infrastructure

- 8.21 Policy CP12 of the WDLP promotes conservation and enhancement of the natural environmental and green infrastructure. This includes ensuring there is net gain in biodiversity within individual development proposals. To deliver this strategy, policy DM34 of the WDLP requires that all development protects and maximises opportunities to enhance biodiversity and green infrastructure in the long term. Similarly, policy DM14 of the WDSAP requires all development to maximise biodiversity by conserving, enhancing or extending existing resources or creation new features.
- 8.22 The proposed development would result in the loss of three trees and some areas of grassland. A number of appropriate mitigation and enhancement measures with regard to badger, breeding birds and hedgehogs have been identified in the Ecological Impact Assessment report. To ensure that protected species are safeguarded at all phases of development and to ensure a net gain for biodiversity

in accordance with national planning policy, it is recommended these are secured via condition.

- 8.23 It is also recommended by the BCC ecology officer that if the development has not commenced within 18 months of the date of the surveys accompanying the application, they are repeated to ensure there are no changes to the potential impacts on protected species and/other ecological features of interest. Again, it is considered this may be secured via condition.
- 8.24 Overall, subject to the conditions outlined above, the proposed development is in accordance with policies CP12 and DM34 of the WDLP and policy DM14 of the WDSAP.

Climate Change

- 8.25 Policy CP10 of the WDLP sets out for Wycombe District to mitigate and adapt to climate change. This includes minimising greenhouse gas emissions and climate proofing development. To deliver this strategy, policy DM33 of the WDLP sets requirements for development to manage carbon emissions. This includes the use of sustainable transport opportunities and integrates renewable energy technologies into development. Similarly, policy DM18 of the WDSAP sets supports on-site energy generation and reduction in carbon emissions.
- 8.26 As part of determining this application, opportunities to utilise sustainable transport have been considered and it is recommended a school travel plan is developed to further promote sustainable travel to school. The school has also recently developed an area of forest school within their school grounds. This included the planting of additional trees and shrubs.
- 8.27 Overall, it is considered the proposed development has had regard to mitigating and adapting to climate change proportional to what is proposed. As such, it is considered to be in accordance with policy CP10 and DM33 of the WDLP and policy DM18 of the WDSAP.

Other Matters

- 8.28 As required as part of the Equality Act 2010 Section 149, in determining this application due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups.
- 8.29 It is not considered the proposal would conflict with the requirements of the Equality Act 2010 or the Council's policy on equality

9.0 Conclusion

- 9.1 Application CC/0050/19 is for front and rear single storey extensions and car park alterations at Westfield School in Bourne End. This is to facilitate an increase in pupils attending the school.
- 9.2 The proposed development is considered to accord with the aim of sustainable development as set out in policies CP1 of the WDLP and DM1 of the WDSAP.

Subject to the recommended planning conditions, the proposed development is considered to be in accordance with planning policy. For this reason, it is recommended planning permission is granted.

APPENDIX A: Recommended Conditions

Time limit for commencement

1. The development to which this permission relates must be begun within three years from the date of this consent.

Reason: To prevent the accumulation of unimplemented planning permissions, to enable the County Planning Authority to review the suitability of the development in the light of altered circumstances and to comply with the provisions of Section 91(1) of the Town and Country Planning Act 1990 (as amended).

Approved Drawings

2. The development hereby permitted shall not be carried out other than in complete accordance with the following drawings:
 - Drawing number: PL04, Revision B, Dated: July 2019 "Proposed Site Plan"
 - Drawing number: PL06, Revision B, Dated: July 2019 "Proposed Elevations"
 - Drawing number: PL05, Revision B, Dated: July 2019 "Proposed Ground Plan Floor"
 - Westfield School, Highfield Road, Bourne End, Application Site Boundary at 1:1250 (A4)
 - Drawing number: 10275 TPP 01, Revision -, Dated: August 2019 "Westfield School, Highfield Road, Tree Protection Plan"

For the avoidance of doubt this includes the specified finishing materials.

Reason: To define the development which has been permitted so to control the operations and to comply with policy DM37 of the WDLP.

Pre-commencement Conditions

3. Prior to the commencement of any works on the site, a Construction Traffic Management Plan detailing the management of construction traffic (including vehicle types, frequency of visits, expected daily time frames, use of a banksman, on-site loading/unloading arrangements and parking of site operatives vehicles) shall be submitted and approved in writing by the County Planning Authority. Thereafter, the development shall be carried out in accordance with such approved management plan.

Reason: In order to prevent danger, obstruction and inconvenience to users of the highway and of the development during the construction of the development in accordance with policy DM33 of the WDLP.

4. Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles has been submitted to and approved in writing by the County Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:
 - Capacity and condition assessment of the existing surface water drainage network and updating works where required

- Calculations to demonstrate that the proposed drainage system can contain up to the 1 in 30 storm event without flooding. Any onsite flooding between the 1 in 30 and the 1 in 100 plus climate change storm event should be safely contained on site.
- Consideration of incorporating SuDS
- Confirmation of the proposed rate of discharge
- Drainage layout detailing the connectivity between the dwelling(s) and the drainage component(s), together with storage volumes of all SuDS component(s)
- Details of how and when the full drainage system will be maintained, this should also include details of who will be responsible for the maintenance
- Details of proposed overland flood flow routes in the event of system exceedance or failure, with demonstration of flow direction

Reason: To manage surface water and prevent flooding in accordance with policy DM38 and DM39 of WDLP.

5. Should the development not commence by 1st January 2020, the ecology survey and report submitted to support this application should be updated as recommended in section 6.2 of the *Ecological Impact Assessment Report* (ECOSA, July 2019).

Reason: To ensure that there are no changes in the assessment of potential impacts on protected species and/or other ecological features of interest in the time that has elapsed thereby ensuring protected species are safeguarded in accordance with policy DM34 of the WDLP.

Development Phase Conditions

None

Post Development Phase Conditions

6. Prior to the initial occupation of the development, the scheme for parking and manoeuvring indicated on the submitted plans shall be laid out in accordance with the approved plans and that area shall not thereafter be used for any other purpose.

Reason: To enable vehicles to draw off, park and turn clear of the highway to minimise danger, obstruction and inconvenience to users of the adjoining highway in accordance with policy DM33 of the WDLP.

7. Prior to the initial occupation of the development, a school travel plan shall be submitted to and approved in writing by the County Planning Authority. The plans shall include a named travel plan coordinator, a programme for facilitating the monitoring of the travel plan and full analysis of the existing modal split for staff and pupils at the school, detailed proposals for future sustainable transport promotion and provision, with the aim of securing no increase in the number of car movements generated on the school journey.

Reason: In order to promote more sustainable transport options in accordance with paragraph 102 of the NPPF and policy DM33 of the WDLP.

8. Measures to mitigate the impact of the development on protected species and other ecological features of interest and measures for enhancement shall be implemented in accordance with the details set out in Section 5 of the *Ecological Impact Assessment Report* (ECOSA, July 2019).

Reason: To ensure that protected species are safeguarded at all phases of development and to ensure a net gain for biodiversity in accordance with policy DM34 of the WDLP.

On-going Conditions

9. For the duration of occupation of the development, the school travel plan shall be reviewed annually and updated. In the event of an increase in the number of car movements as identified in the school travel plan, the school shall undertake measures, as identified in the travel plan, as necessary to promote a reduction in the number of car borne trips.

Reason: In order to promote more sustainable transport options in accordance with paragraph 102 of the NPPF and policy DM33 of the WDLP.

Informative

Compliance with Article 35 of the Town and Country Planning (Development Management Procedure) Order 2015

In determining this planning application, the County Planning Authority has worked with the applicant in a positive and pro-active manner based on seeking solutions to problems arising in relation to dealing with the proposed development by liaising with consultees, respondents and the applicant/agent and discussing changes to the proposal where considered appropriate or necessary. For this application, additional information was sought about the Forest School to understand what the school was doing to ensure a biodiversity gain onsite and ensure planning condition requirements are proportional to the proposed development. This approach has been taken positively and pro-actively in accordance with the requirements of the National Planning Policy Framework as set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

Highways

It is an offence under S151 of the Highways Act 1980 for vehicles leaving the development site to carry mud onto the public highway. Facilities should therefore be provided and used on the development site for cleaning the wheels of vehicles before they leave the site.

No vehicles associated with the building operations on the development site shall be parked on the public highway so as to cause an obstruction. Any such wilful obstruction is an offence under S137 of the Highways Act 1980.

Site Notice

Please remove any site notice that was displayed on the site pursuant to the application.