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App No : 17/05784/FUL App Type : FUL

Application for : Erection of new sports hall building including changing rooms, lockers, toilets and 2 classrooms/studios with teachers offices, removal of three tennis courts to enable relocation of grass pitch, new multi-use games area and re-arrangement of parking spaces adjacent to the Chapel.

At Sir William Borlase Grammar School, West Street, Marlow, Buckinghamshire, SL7 2BR

Date Received : 23/03/17 Applicant : Sir William Borlase Grammar School

Target date for decision: 22/06/17

1. **Summary**

- 1.1. The approval of planning permission is recommended subject to a number of planning conditions which are necessary to ensure that the development is acceptable in planning terms.
- 1.2. The development is acceptable because:-
 - It would safeguard the amenity of neighbouring residents
 - It would provide adequate car parking, vehicle access and manoeuvring space to serve the development
 - It would not harm the character and appearance of the Marlow Conservation Area or impact on the setting of listed buildings
 - It would retain important trees and provide appropriate replacement tree planting for those to be removed
 - The overall character and quality of designated green space would be maintained
 - The development would not increase the risk of flooding

2. **The Application**

- 2.1. Planning permission is sought for a new sports hall building which would also incorporate a classroom and fitness room. The building would be located on part of a grass area, known as Home Meadow, behind the existing cluster of school buildings which are focused to the southern end of the school grounds.
- 2.2. The proposal would also involve the creation of a parking area to the west side of the new sports hall. Vehicle access will be provided by a driveway along the west side boundary of the school site. Existing parking to the side of the chapel would be retained but in a different layout. The existing vehicle access onto West Street would be used.
- 2.3. The proposal would necessitate the rearrangement of sporting facilities on the existing school playing fields comprising:
 - Relocation of a grass football pitch to the northern portion of the school grounds following the removal of three existing tennis courts
 - Creation of a new multi-use games area just north of the new sports hall building
- 2.4. The school site is located within large grounds on the northern side of West Street within the Marlow Conservation Area. The original school building is Grade II* listed. The school is bounded by residential properties and there is a public right of way which cuts through the school grounds linking Oxford Road with Quoiting Drive.

There are also two private residential properties that sit within the middle of the school grounds.

- 2.5. The scheme has been amended several times since it was first submitted. The description of the development has changed and amended plans been submitted.
- 2.6. The applicant has carried out a community consultation which has included meetings with local residents and councillors. The Council has consulted on the planning application and the responses are summarised in Appendix A of this report and are available in full on our web site.

3. Working with the applicant/agent

3.1. In accordance with paragraphs 186 and 187 of the NPPF Wycombe District Council (WDC) take a positive and proactive approach to development proposals focused on solutions. WDC work with the applicants/agents in a positive and proactive manner by:

- offering a pre-application advice service,
- as appropriate updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions, and,
- by adhering to the requirements of the Planning & Sustainability Customer Charter

3.2. In this instance:

- The applicant was provided with pre-application advice,
- The applicant was provided the opportunity to address issues raised by statutory consultees.
- The application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the committee and promote the application.

4. Relevant Planning History

- 4.1. 00/07653/FUL, Formation of car park adjacent to chapel and new vehicular crossover, permitted February 2001.
- 4.2. 12/07846/FUL, Conversion of gymnasium roof space to be used as new changing rooms and insertion of 4 dormer window, permitted February 2013.
- 4.3. 14/05060/FUL, Demolition of existing ground floor lobby area, erection of first & second floor extension creating undercroft area at ground floor to north elevation. Part ground floor/first & second floor extension to south elevation, ground & first floor infill extension to west elevation, raising of central roof area & roof of eastern element to allow creation of further classrooms in roofspace with erection of arrays of solar panels to new roof areas & single storey building housing fire exit attached to new second floor element (new 6th form centre), permitted March 2014

5. Issues and Policy considerations

Principle and Location of Development

CSDPD: CS1 (Overarching principles - sustainable development), CS2 (Main principles for location of development),

DSA: DM1 (Presumption in favour of sustainable development), DM12 (Green Space)

New Local Plan Submission Version: CP1 (Sustainable Development),

- 5.1. The use nature of the development is acceptable and the overall landscape character and recreational value of the green space would be maintained. It is considered that the development would not be harmful to the purpose of the green space designation.
- 5.2. The building would be located on land designated as green space within the development plan. All of the area surrounding the school is designated as green space and local planning policy recognises that green spaces are areas of open

space within built up areas that are important for their recreational or amenity value. Policy DM12 seeks to protect these spaces from their loss, fragmentation or reduction in size.

- 5.3. The proposal would involve building on green space however, it is considered that a substantial element of green space would be retained around the school buildings, its overall character and quality would be maintained and the area would continue to have recreational value to outweigh the small degree of harm caused by the new built form occurring on part of the green space.
- 5.4. The green space designation is drawn tight around the existing school buildings. Therefore the school would not have any other scope within its school grounds to provide the new sports facility on land which is not designated as green space. It is considered that this is an exceptional circumstance to justify a small amount of development within the green space. But in any event a substantial element of green space would remain and the overall character and quality of the space would be maintained.
- 5.5. Sport England have been consulted because the scheme involves playing field land. They have confirmed that they do not object and have requested planning conditions relating to the detail and implementation of the rearranged playing field. Such planning conditions are necessary to ensure that the development is fit for purpose and does not result in the loss of or prejudice the use of a playing field.

Transport matters and parking

ALP: T2 (On – site parking and servicing)

CSDPD: CS16 (Transport), CS21 (Contribution of development to community infrastructure)

DSA: DM2 (Transport requirements of development sites)

New Local Plan Submission Version: CP7 (Delivering the infrastructure to support growth), DM33 (Managing carbon emissions: transport and energy generation)

- 5.6. The parking and vehicle access arrangements would be appropriate to serve the development. The highway authority are satisfied that the scheme would be acceptable in relation to highway safety and the amount of parking provision.
- 5.7. A new parking area would be created adjacent to the sports hall that would provide 25 parking spaces of sufficient width to be able accommodate some mini bus parking as well. Existing parking provision to the side of the chapel would be reconfigured to provide 10 parking spaces.
- 5.8. The application states that employee numbers will rise by 7 as an equivalent number of full time staff. This additional staffing would generate a requirement for 7 additional parking spaces.
- 5.9. A number of local residents have raised concerns that surrounding streets are already congested by parking associated with the school. This is not something that can be dealt with by this planning application.
- 5.10. A planning condition is suggested to ensure that the new parking is implemented and retained as such thereafter. A planning condition for the approval of a construction traffic management plan is needed to ensure that inconvenience during the construction period is minimised.
- 5.11. The site is located within an Air Quality Management Area (AQMA). Therefore to ensure that the Council can meet its target to improve air quality within the AQMA it is reasonable to require that a proportion of electric charging points are incorporated into the development. A planning condition is necessary to secure such provision.

Amenity of existing and future residents

ALP: G8 (Detailed design guidance and local amenity), G15 (Noise Pollution), G16 (Light Pollution)

CSDPD: CS18 (Waste/Natural Resources and Pollution), CS19 (Raising the quality of place shaping and design)

- 5.12. There could be amenity issues for neighbouring residential properties due to noise and lighting associated with the development. A number of planning conditions are necessary to ensure that the amenity of surrounding residents is safeguarded.
- 5.13. No external floodlighting is proposed, however bollard lighting is expected to the parking area. This would be low level and assist with safety of the parking area and would not impact on neighbouring properties. A planning condition is recommended to ensure that no other external lighting is installed in order to protect the amenity of neighbours.
- 5.14. In relation to noise disturbance, the Environmental Health Officer has highlighted that noise from a ventilation system has the potential to cause nuisance to nearby residents. A planning condition is therefore recommended to approve the detail of any plant that is to be installed.
- 5.15. The Environmental Health Officer thinks that noise associated with use of the development is not likely to be of such a level to create a noise nuisance. But a planning condition is recommended to secure a sound insulation scheme for the building, to ensure that adjacent residents are not subjected to undue noise disturbance from the use of the new sports hall.
- 5.16. The suggested planning conditions would be sufficient to ensure that the amenity of adjacent residents is safeguarded in relation to noise and disturbance, parking and manoeuvring of vehicles, privacy and light pollution.

Flooding and drainage

CSDPD: CS1 (Overarching principles - sustainable development), CS18 (Waste, natural resources and pollution)

DSA: DM17 (Planning for flood risk management)

New Local Plan Submission Version: DM39 (Managing flood risk and sustainable drainage systems)

- 5.17. Adequate information has been submitted to demonstrate that the development would not increase the risk of flooding.
- 5.18. The Lead Local Flood Authority are satisfied and have suggested planning conditions to secure final details of the surface water drainage scheme and its proper implementation. Such conditions are necessary to ensure a satisfactory solution to managing potential flood risk.
- 5.19. Thames Water do not object in relation to water and waste water treatment infrastructure capacity.

Archaeology

CSDPD: CS17 (Environmental Assets)

New Local Plan Submission version: CP9 (Sense of place)

- 5.20. The County Archaeologist has confirmed that the development would not be harmful to archaeological interests.

Place making, design and Conservation Area issues

ALP: G3 (General design policy), G7 (Development in relation to topography), G8 (Detailed Design Guidance and Local Amenity), G10 (Landscaping), G11 (Trees), G26 (Designing for safer communities), HE6 (Conservation areas),

CSDPD: CS17 (Environmental assets), CS19 (Raising the quality of place shaping and design)

New Local Plan Submission Version: CP9 (Sense of place), CP11 (Historic environment)

- 5.21. The development is acceptable within the Conservation Area and would not have a

negative impact on the setting of listed buildings.

- 5.22. The school and its grounds is located within the Marlow Conservation Area and new development within Conservation Areas is required to preserve or enhance the special character or appearance. The Marlow Conservation Area Character Survey highlights the importance of the open space area known as Colonels Meadow which comprises the playing field for the school. This area of open space playing field is noted as providing a vital green lung in the heart of the built up area. The development would not impact on this area of green space which would be preserved.
- 5.23. The proposed sports hall is located within the curtilage of a Grade II* listed building and nearby to other Grade II listed buildings fronting West Street and within the Marlow Conservation Area. The proposed location of the new sports hall building would serve to consolidate the new building close to the existing school complex, therefore it would maintain key areas of green space and preserve the setting of the school.
- 5.24. Although the building would be of contemporary design in contrast to the historic parts of the school, it would be functional and sympathetic. In response to residents comments, the applicant has amended the external appearance of the building as follows:-
- From a neutral grey colour metal roof to a terracotta colour metal roof
 - Timber infill wall panels to brick and flint blockwork walls
- 5.25. The change in external materials is a retrograde step as the original modern materials reflected the contemporary design of the sports hall. The use of pre-cast flint blocks would be contrary to Conservation Area guidance and planning policy. Furthermore, the use of traditional materials on a contemporary building would dilute the integrity of the original design approach. A planning condition is therefore needed to ensure that appropriate external materials are used in the building.
- 5.26. The proposal would involve the removal of three scots pine trees to facilitate vehicle access along the west side boundary. The landscaping drawing illustrates that there would be suitable replacement tree planting within the school grounds to mitigate for the loss of these three trees. The Tree Officer is satisfied but has suggested a number of planning conditions to cover detailed aspects of tree protection and construction methodology. Such conditions are necessary to ensure the long term health and retention of trees. Planning conditions relating to the detail (species and planting size) and implementation of new planting are also necessary.

Infrastructure and Developer Contributions

CSDPD: CS21 (Contribution of development to community infrastructure)

DSA: DM19 (Infrastructure and delivery)

New Local Plan Submission version: CP7 (Delivering the infrastructure to support growth)

- 5.27. The development is not a type of development where CIL would be chargeable.

Conclusion

- 5.28. The proposal is considered to be consistent with development plan policies and there are no other material considerations including the National Planning Policy Framework that indicate that planning permission should not be granted.

Recommendation: Application Permitted

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

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (As amended).

- 2 The development hereby permitted shall be built in accordance with the details contained in the planning application hereby approved and plan numbers 1601-SD-002, 1601-SD-003A, 1601-SD-004A, 1601-SD-005B, 1601-SD-006B, 1601-SD-007B, 1601-SD-008B, 1601-SD-009B, 1601-SD-010, 1601-P-001A, 1601-P-002, 1601-P-003A, 1601-P-004A; unless the Local Planning Authority otherwise first agrees in writing.

Reason: In the interest of proper planning and to ensure a satisfactory development of the site.

- 3 Notwithstanding any indication of materials which may have been given in the application, a schedule and/or samples of the materials and finishes for the development shall be submitted to and approved in writing by the Local Planning Authority before any work to the external finish of the development takes place. Thereafter, the development shall not be carried out other than in accordance with the approved details.

Reason: To secure a satisfactory external appearance.

- 4 Prior to above ground construction, sample panels of the external materials shall be constructed on site and shall be approved in writing by the Local Planning Authority. Thereafter the development shall only be carried out in accordance with the approved details.

Reason: To secure a high standard of design and external appearance and to ensure an appropriate quality of workmanship and building details.

- 5 Prior to above ground construction, the following details shall be submitted to and approved in writing by the local planning authority. Thereafter the development shall only be carried out in accordance with the approved details.

- a) typical details at a scale of 1:100 of entrance canopy
- b) typical details at a scale of 1:20 of junctions between different materials
- c) typical details at a scale of 1:20 of roof parapet and detail of standing seams
- d) typical details at a scale of 1:20 of window frames, colour/ material and depth of window reveal and how walling material is treated around the window to the reveal
- e) typical details at a scale of 1:20 of translucent glazing panels and details of corners and joints
- f) the specification and locations of rainwater goods
- g) the appearance and location of ducts and services for the building

Reason: To secure a high standard of design and external appearance and to ensure an appropriate quality of workmanship and building details.

- 6 A detailed landscaping scheme, informed by drawing 1601-P-004 REV A shall be submitted to and approved in writing by the local planning authority prior to above ground construction. The development shall be implemented in accordance with the approved scheme.

Reason: In the interests of amenity and to ensure a satisfactory standard of landscaping.

- 7 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the occupation of the buildings or the completion of the development, whichever is the sooner. Any trees, plants or areas of turfing or seeding which, within a period of 3 years from the completion of the development, die are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority first gives written consent to any variation.

Reason: In the interests of amenity and to ensure a satisfactory standard of landscaping.

8 Prior to the commencement of development a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the local planning authority.

The TPP and AMS shall include:

- a) Location and installation of services/ utilities/ drainage.
- b) Details of construction within the RPA or that may impact on the retained trees.
- c) A full specification for the construction of any roads/driveways and parking, including details of the no-dig specification and extent of the areas of the roads/driveways, parking areas to be constructed using a no-dig specification. Details shall include relevant sections through them.
- d) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.
- e) A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.
- f) A specification for scaffolding and ground protection within tree protection zones.
- g) Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.
- h) Details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment and materials
- i) Arboricultural supervision and inspection by a suitably qualified tree specialist
- j) Reporting of inspection and supervision

The development thereafter shall be implemented in accordance with the approved details.

Reason: This is a pre-commencement condition because development cannot be allowed to take place that could damage retained trees during construction and to protect and enhance the appearance and character of the site and locality.

9 The completed schedule of site supervision and monitoring of the arboricultural protection measures as approved under condition 8 shall be submitted to and approved in writing by the local planning authority within 28 days from completion of the development hereby permitted. This condition may only be fully discharged on completion of the development, subject to satisfactory written evidence of compliance through contemporaneous supervision and monitoring of the tree protection throughout construction by a suitably qualified and pre-appointed tree specialist.

Reason: In order to ensure compliance with the tree protection and arboricultural supervision details submitted under condition 8.

10 Details of any air ventilation system(s) shall be submitted to and approved in writing by the Local Planning Authority before the new sports hall building is first used. The facilities shall be provided in accordance with the approved details and implemented before the development is first used and retained as such thereafter.

Reason: To protect the amenities of occupiers.

11 A scheme for sound insulation from the building shall be submitted to and approved in writing by the local planning authority before the new sports hall building is first used. The building shall not be used until the approved scheme has been fully implemented and shall be retained as such thereafter.

Reason: To protect the occupants of nearby residential properties from noise disturbance.

12 The scheme for parking, manoeuvring and the loading and unloading of vehicles as shown on the submitted plans shall be laid out prior to first use of the sports hall hereby permitted and those areas shall not thereafter be used for any other purpose.

Reason: To enable vehicles to draw off, park, load/unload and turn clear of the highway to minimise danger, obstruction and inconvenience to users of the adjoining highway.

- 13 Prior to the commencement of development, 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 to and approved in writing by the local planning authority. Thereafter, the development shall be carried out in accordance with such approved management plan.
Reason: This is a pre-commencement condition as development cannot be allowed to take place, which in the opinion of the Highway Authority, could cause danger, obstruction and inconvenience to users of the highway and of the development.
- 14 Prior to the commencement of development the following shall be submitted to and approved in writing by the local planning authority in consultation with Sport England:-
a) A detailed assessment of ground conditions and constraints, including drainage and topography, of the land proposed for the playing field; and
b) where the results of the assessment carried out pursuant to (a) above identify constraints which could adversely affect playing field quality, a detailed scheme to address such constraints. The detailed scheme shall include a written specification of the proposed soils structure, proposed drainage, cultivation and other operations associated with grass and sports turf establishment and a programme of implementation.
Thereafter the playing field shall be implemented and maintained in accordance with the approved detailed scheme.
Reason: This is a pre-commencement condition as development cannot be allowed to take place which could result in the loss of or prejudice the use of a playing field and to ensure that the new playing field is implemented to an adequate standard that is fit for purpose.
- 15 The playing field hereby permitted shall be implemented and shall be available for use before commencement begins to either the sports hall or the multi-use games area, unless otherwise first agreed in writing by the local planning authority.
Reason: To ensure the proposal does not result in the loss of or prejudice the use of playing fields.
- 16 No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the local planning authority. Such details shall include location, height, type and direction of light sources and intensity of illumination. Any lighting which is so installed shall not thereafter be altered without the prior written approval of the local planning authority other than for routine maintenance which does not change its details.
Reason: In the interests of visual amenity.
- 17 Prior to first use of the sports hall building, 3 electric vehicle charging points must be installed. Thereafter the electric vehicle charging points must be maintained in full working order.
Reason: To minimise the impact on the health of residents living within the Air Quality Management Area and to make provision for alternative vehicle types and fuels.

INFORMATIVE(S)

- 1 In accordance with paragraph 38 of the NPPF2 Wycombe District Council (WDC) approach decision-taking in a positive and creative way taking a proactive approach to development proposals focused on solutions and work proactively with applicants to secure developments. WDC work with the applicants/agents in a positive and proactive manner by offering a pre-application advice service, and as appropriate updating applications/agents of any issues that may arise in the processing of their application.

- 2 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.
- 3 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.
- 4 The applicant is advised that the scheme should comply with the relevant technical guidance, including guidance published by Sport England and National Governing Bodies for Sport. Particular attention is drawn to "Natural Turf for Sport" (Sport England 2011).