Item D2

# Extension of Westlands Primary School, Sittingbourne to provide 3 classrooms, toilets, link corridor and 6 additional car parking spaces - KCC/SW/0153/2013 (SW/13/0633)

A report by Head of Planning Applications Group to Planning Applications Committee on 11<sup>th</sup> September 2013.

Application by Kent County Council Property and Infrastructure and Westlands Primary School for proposed extension to school to provide 3 classrooms, toilets, link corridor and 6 additional car park spaces at Westlands Primary School, Homewood Avenue, Sittingbourne, Kent, ME10 1XN – KCC/SW/0153/2013 (SW/13/0633).

Recommendation: Permission be granted subject to conditions

# Local Member: Mr L Burgess & Mr R Truelove

Classification: Unrestricted

#### **Site**

- 1. Westlands Primary School is located in a residential area south west of Sittingbourne town centre. The school is to the south of the A2 in Homewood Avenue.
- 2. The proposed extension is to the north west of the existing school buildings and additional car parking is to the east of the existing staff car park. The proposed extension is approximately 30m from the boundary with nearest residential properties to the east and 80 m to the west.
- This application seeks to provide additional classroom in an extension to the existing school building to accommodate additional pupils due to attend the school. It also seeks to provide additional car parking space for the additional teaching staff that would be required.

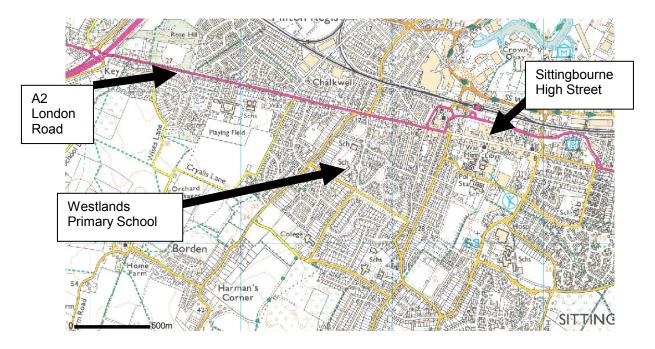
### **Background**

- 4. Westlands Primary School was renamed from Woodgrove Primary School in September 2010. The School is part of the Swale Academies Trust. The application has been submitted to KCC in the joint names of KCC Property and Infrastructure and Westlands Primary School. The project would be funded from the Basic Need grant.
- Recent planning permissions at the school include a classroom extension to the east of the Westlands Primary School (SW/12/153) and improved on site access arrangements to facilitate amalgamation of Homewood Infant and Barrow Grove Junior Schools to form the Woodgrove Primary School (SW/07/771).

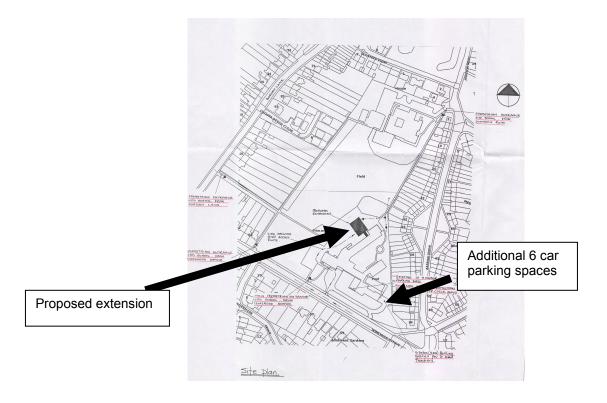
# **Proposal**

- 6. The <u>original proposal</u> was for an extension to the school to provide 3 classrooms, toilets, link corridor and new site exit and dropped kerb to provide an off road pupil drop off area and 6 additional car parking spaces. However the new site exit and dropped kerb to provide an off road pupil drop off area has been withdrawn from the proposal.
- 7. The <u>revised proposal</u> is for a proposed extension to the school to provide 3 classrooms, toilets, link corridor and 6 additional car parking spaces.
- 8. The proposed extension would be single storey and measure 22.7m by 15.1m with a link corridor to the main building measuring 7.15m by 2.7m. The proposed extension building would be 5.9m high and the link corridor 3.5m high. There would also be ramp, landing and access points to the building and link corridor. It is proposed that the materials used for brickwork, windows and doors would match the existing building. Details are included within the application.
- The proposal also includes an area of 365m2 of tarmac finish for use as a recreational area to replace the area of tarmac used for recreation which would be lost as a result of the proposal.
- 10. The application includes a School Travel Plan which explains that the school numbers are due to increase from 430 pupils to 640 pupils by 2020 and that there will be an additional 30 pupils per year over the next 6 years. There would also be additional staff. However, this proposal concerns an increase to numbers by 30 each year for the next 3 years and 6 additional staff and so relates to an increase of 90 children and 6 staff over 3 years. The travel plan describes the school travel issues, travel plan objectives and a number of proposed actions relating to school travel. It also includes details of alterations to road markings already planned to be carried out by the School in October 2013 in Homewood Avenue, a proposed parking plan and details of proposed additional parking spaces and cycle shelter.

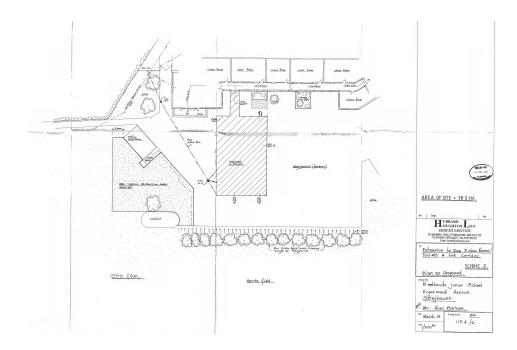
# **Location of Westlands Primary School**



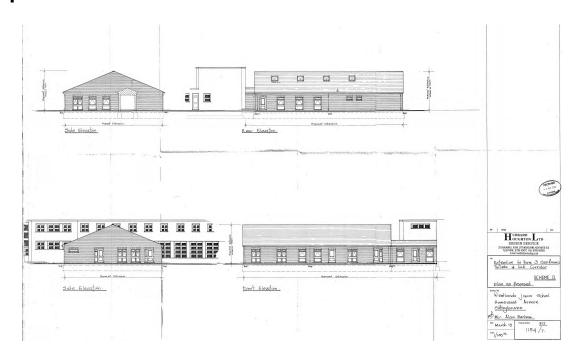
# Location of proposal within the school site



# Location of proposal in relation to existing building



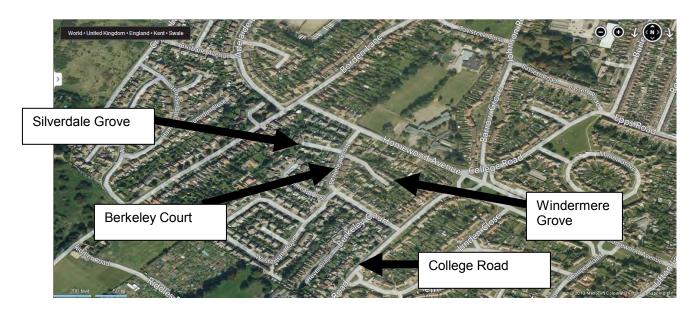
# **Proposed elevations**



# Photo showing existing site context



# Plan showing surrounding roads



# **Pedestrian access points**



# **Planning Policy**

11. The most relevant Government Guidance and Development Plan Policies are summarised below and are pertinent to the consideration of this application:

**National Planning Policy Framework (NPPF)** March 2012, sets out the Government's planning policy guidance for England at the heart of which is a presumption in favour of sustainable development. The guidance is a material consideration for the determination of planning applications but does not change the statutory status of the development plan which remains the starting point for decision making. However the weight given to development plan policies will depend on their consistency with the NPPF (the closer the policies in the development plan to the policies in the NPPF, the greater the weight that may be given).

In determining applications the NPPF states that local planning authorities should look for solutions rather than problems, and decision-takers at every leve! should seek to approve applications for sustainable development where possible.

In terms of delivering sustainable development in relation to this development proposal, the NPPF guidance and objectives covering the following matters are of particular relevance:

- consideration of whether the opportunities for sustainable transport have been taken up and safe and suitable access to the site can be achieved for all people;

- achieving the requirement for high quality design and a good standard of amenity for all existing and future occupants of land and buildings; and

- the great importance that the Government attaches to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities, and that great weight should be given to the need to create, expand or alter schools.

**Planning Statement on Planning for Schools Development -** where there is commitment for planning to work in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools and that there should be a presumption in favour of the sustainable development of state-funded schools as expressed in the NPPF.

**Borough/ District Local Plan / Local Development Framework** policies are contained in the Swale Borough Local Plan 2008 saved policies.

Policy E1	encourages development proposals which accord with the development plan unless material considerations indicate otherwise; responds to the positive characteristics and features of the site and locality and which are well sited and appropriate; meet accessibility standards; cause no demonstrable harm to residential amenity; provide safe vehicular access convenient routes and facilities for pedestrians and cyclists and parking and servicing facilities and integrate safety and security in design and layout.
Policy E19	encourages high quality design and distinctive development.
Policy T1	encourages new development which provides safe access.
Policy TG1	provides policies for the Thames Gateway Planning Area, including provision of adequate community and transport infrastructure.
Policy T3	requires appropriate vehicle parking for new development in accordance with the adopted Kent County Council parking standards.
Policy T4	requires cycle parking facilities for new development in accordance with Kent County Council cycle parking standards.

#### **Consultations**

12. **Swale Borough Council:** Raises no objections to the original proposals subject to condition requiring materials to be set out in the approved plans. No comments have been provided in relation to the revised proposal.

**Environment Agency:** Raises no objection to the proposal, and requests standard conditions relating to provision of a remediation strategy for contamination should it be identified during development and relating to surface water management. It also provides supporting information in relation to foul drainage and surface water drainage.

**Southern Water:** Requests an informative regarding connection to the foul sewer should permission be granted.

**Kent County Council Biodiversity**: Provide advice in relation to tree protection measures.

**Kent Highways and Transportation:** Requested further information in relation to the <u>original proposal</u> in particular in relation to the management of the proposed drop off and collection area in order to minimise conflict between pedestrians and vehicles within the school grounds and through the school entry and exit points. Kent Highways and Transportation also requested an update to the School Travel Plan.

In relation to the <u>revised proposal</u> Kent Highways and Transportation raise no objections in respect of highway matters subject to conditions being attached to any permission concerning provision of additional vehicle parking space and cycle shelter as shown in the application and provision of a pedestrian/cycle access onto Borden Lane before the development is first used/occupied.

#### **Local Member**

13. The local County Members are Mr Lee Burgess and Mr Roger Truelove. Both were notified of the original application on 20<sup>th</sup> May 2013 and the revised application on 22<sup>nd</sup> July. No comments have been received to date.

#### **Publicity**

14. The original and revised application were publicised by the posting of two site notices, and the individual notification of 68 neighbouring properties. It has also been advertised on our website.

### Representations to the proposal

15. In response to the original proposal neighbour publicity, 1 neighbour letter of

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representation was received concerning congestion at the start and end of the school day and also the applicants intentions in relation to restriction of parking on Homewood Avenue and also in relation to the access and exit arrangements and drop off area originally proposed.

16. However, in relation to the <u>revised proposal</u>, I received 7 neighbour letters of representation raising a number of concerns and objections which are summarised as follows:

Objection to the removal of the on site drop off area within the proposal and requesting inclusion of a drop off area. Concern that removal of the on site drop off area from the proposal will jeopardise public safety.

Objection to additional parking and congestion as a result of additional new pupils and teaching staff and that the plans regarding travel are not adequate.

Objection to the proposed parking in Homewood Avenue, Berkeley Court, Windermere Grove and Silverdale Grove.

Concern regarding existing congestion, particularly in Berkley Court and Windermere Grove and safety hazards from inconsiderate and illegal parking, such as double parking, parking on pavements, and at the junction with Homewood Avenue and turning and reversing onto residents' drives. There is a concern for the likelihood of near misses and accidents.

Objection to the Action Plan objectives 3 and 7, which suggest that parents should not park in Homewood Avenue but on the neighbouring residential roads and concern that planned double yellow lines along Homewood Avenue would push parking onto surrounding minor roads and the effect of this.

Concerns about emergency access within Berkeley Court, Windermere Grove and Silverdale Grove at school drop off and pick up times.

Concern that the yellow lines in Homewood Avenue might be ignored, with reference to recent Government press announcements suggesting yellow lines could be ignored for 15 minutes.

Concern that even with the travel plan objectives to reduce the number of pupils arriving by car from 43% to 33% by 2020 there would still be additional car trips as a result of the proposal and that based on the increase in staff, further staff car parking to that proposed would be needed by 2020.

Concern that even with travel plan objectives to reduce car journeys to and from school there would still be traffic impacts as a result of the proposal.

Neighbours also make a number of suggestions:

- that money should be spent on a secure, well planned drop off system within the school grounds;
- reinstatement of the Borden Lane entrance (between 111 and 115 Borden Lane), for cars to enter, drop off on site and leave via Homewood Avenue;
- a one way road around the perimeter of the grounds, leading to a monitored stopping off point;
- that an area of the school field could be used for on site parking and drop off;
- that crossing Homewood Avenue be enabled by traffic lights or a warden/lollipop man;
- to move the lollipop crossing from its current position by Berkeley Court towards the main entrance of the Westlands Primary School;
- there is also a request for clear conditions on any permission to alleviate disruption to residents due to inconsiderate parking.

#### **Discussion**

- 17. This application is being reported to the Planning Application Committee as a result of the neighbour representations received to the revised proposal. In considering this proposal, regard must be had to the Development Plan Policies outlined in **paragraph 11** above. Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that applications must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 18. Therefore the proposal needs to be considered in the context of the Development Plan Policies, Government Guidance and other material planning considerations arising from consultation and publicity. In my opinion, the key planning considerations in this particular case relate to the need for the extension building and whether it is in the right place, of the right design type and whether the likely impacts as a result of the proposal have been satisfactorily addressed, in particular, the highways impacts. These issues are considered below within the headings of need, location and potential for impacts.

#### Need

- 19. The purpose of this application is to provide classroom accommodation for additional pupils at the school. The building would provide classroom space for 90 children, with a planned increase of 30 children per year over the next 3 years and an additional 6 teaching staff.
- 20. The NPPF considers that a key facet of delivering sustainable development is promoting healthy communities and as part of this attaches great importance to ensuring sufficient choice of school places to meet demands of existing and new communities. It advises that local planning authorities should give great weight to the need to create, expand or alter schools and to work with schools promoters to identify and resolve key planning

issues before applications are submitted. The Government's planning statement "Planning for Schools Development" (August 2011) also concerns the sufficient provision to meet growing demand for school places, increased choice and opportunity and raising educational standards. There is strong planning policy support for the improvement of school facilities and for local planning authorities to take a positive approach when dealing with such proposals. That includes the adaptation and improvement of existing school facilities. I am persuaded that the School has a general need for this proposal given the information within the application concerning the additional form of entry. However, that needs to be balanced against the likely impacts, including that relating to additional traffic as a result of the proposal. This is considered further below.

#### Location

- 21. The provision of additional classroom space to meet increased demands for school places is at an existing school where the principle of use of land for education has already been established.
- 22. Within the school grounds the proposal is in my opinion well located within the grounds and is grouped with existing school buildings. The area proposed for additional staff car parking is an under used area of the site and is also in my opinion well located.
- 23. The proposal is located within the Sittingbourne Town Centre area and in my opinion the location proposed within the school site accords with policy requirement contained within the general development criteria (Policy E1) of Swale Borough Local Plan (2008).
- 24. In my view, given the national policy support for schools development and the location of this proposal within an established school site the proposal in this built up area would not be inappropriate, subject to consideration of whether the impacts as a result of the proposal are acceptable in this location and that the potential for any undue adverse impact has been minimised. This is discussed further below.

# Impacts in terms of good design, biodiversity, visual and residential amenity

- 25. The design, visual and residential amenity impacts of the proposed extension have not attracted any neighbour representation. I am satisfied that the proposal would not lead to adverse design, visual or residential amenity impacts given the location of the proposed building in relation to the nearest housing and the provision of existing tree and boundary screening within the site.
- 26. The proposal is well sited being grouped with other buildings at the site and the design and appearance is in my view appropriate to the location. The existing building at the school is two storey and 6.6m high with a flat roof. This proposed extension would be with a pitched roof and set beneath the height of the existing building. The proposal would be largely screened from views from Borden Lane by a mature tree line and from

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views from Homewood Avenue by existing landscaping. The additional parking proposed is within an underused area of hardstanding within the site.

- 27. In respect of sustainable design and construction Swale Local Plan policy E19 encourages high quality design and distinctiveness including reference to a number of design principles including encouraging efficient use of resources and opportunities for including sustainable design and construction techniques for example by using recyclable materials, sustainable drainage and minimising waste. The applicant has commented that the BREEAM standard is not applicable to this proposal. However, the applicant comments that the extension has been sympathetically designed with construction products (such as UPVC fascia, soffit board, rainwater goods) which will give many years of low maintenance. They comment that the UPVC windows and doors are "A" rated (which is the British Fenestrations Ratings Council most efficient rating) and the windows, roof, floor and wall insulation proposed are all above the Building Regulation standard. The proposal includes use of construction materials arising from recycling (such as using recycled type 1 roadstone) and also products that would be capable of being recycled in the future. The proposal also includes use of an energy efficient condensing boiler (Worcester GB162) which I understand is registered with the Carbon Trust's Enhanced Capital Allowance Scheme concerning equipment that meets published energy saving criteria.
- 28. It should be noted that Swale Local Plan Policy E21 concerning sustainable design and build and the expectation of developments meeting the "good" standard of BREEAM was not a saved policy and no longer forms part of the Development Plan.
- 29. In the light of the above considerations I am of the view that overall, the siting and design of the proposed extension are acceptable and accord with policy objectives for high quality design which respects the local context.
- 30. Furthermore, taking into account our Biodiversity advice I am satisfied that the potential for biodiversity impacts are minimised and with appropriate conditions relating to tree protection measures. I conclude that the Impacts in terms of design, biodiversity, visual and residential amenity are not unacceptable in planning policy terms.

# Impacts in terms of highway and transport matters

- 31. In my opinion, the key determining issue in relation to this application for a 3 classroom building to address classroom accommodation for an addition of 90 children over 3 years is the potential for highways impact.
- 32. Following consultation of the original proposal the applicant withdrew the proposed exit and drop kerb and on site drop off and pick up area from the proposal. That was because the management and logistics of operating it were complex and problematic. Their decision took into account initial comments received from Kent Highways and Transport which requested additional information to go with the proposal in order to

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explain how the drop off and collection area would be managed to ensure conflict between pedestrians and vehicles is minimised within the school grounds and at the entry and exit points where there would be increased vehicular activity across the main footway route to the school.

- 33. Instead, following discussion between the applicant and Kent Highways and Transport the impact from additional parking was explored to see whether it could be satisfactorily absorbed on the surrounding streets.
- 34. The amended proposal retains the additional 6 staff car parking spaces and also includes improvements to cycle parking provision and pedestrian access. The revised submission also included a School Travel Plan. That included 15 travel plan actions including the following:
- promoting the travel plan to staff, pupils and parents;
- to reduce conflict between vehicles and pedestrians close to the school;
- to promote greater safety for pedestrians and to encourage children to walk to school where feasible;
- scheme to encourage parents and staff to car share;
- extension of parking restrictions along Homewood Avenue;
- increase percentage of pupils walking to school from 53% to 62% by 2015;
- a new entrance/exit at Borden Lane to improve pedestrian linkage;
- encouraging more responsible parking by parents using alternative roads rather than Homewood Avenue (the applicant also submits a drawing indicating that parking is available within College Road and Berkeley Court);
- building new 20 cycle shelter to encourage the use of bikes;
- reducing the percentage of pupils being driven to school alone from 12% in 2012 to 5% by 2012;
- increase the number of staff car parking spaces by 6.
- 35. It should be noted that the Travel Plan proposal to open up the Borden Lane access for pedestrian access to the school makes use of an existing access onto Borden Lane and that the proposals for alterations to road markings along Homewood Avenue was work already in progress prior to submission of this planning application and would not require planning approval. Neighbour objections to the road alterations already scheduled to take place are not therefore matters for decision in relation to this application.
- 36. It should also be noted that the Travel Plan includes actions relating to projected pupil numbers of an additional 210 over a 6 year period whereas this proposal only relates to the provision of classroom accommodation for 90 children, ie. an additional 30 children per year for the next three years and 6 staff over the period. It needs therefore to be considered within that context.
- 37. Neighbour representation received objects to the withdrawal of the on site drop off area and requests reinstatement within the proposal. However, the reinstatement of the drop

off area has not been proposed by the applicant and the application needs to be considered on that basis.

- 38. Kent Highways and Transport comment on the amended proposal was that the inclusion of a drop off and collection facility within the school grounds was inappropriate and of little benefit as the resultant vehicular activity across the main footway route and conflicting traffic movements and the likelihood of creating queuing on Homewood Avenue. I therefore conclude that the off road drop off area originally proposed was insufficiently detailed and developed in relation to minimising conflict and providing safe and secure layouts and was likely to create conflict and congestion rather than reduce it.
- 39. The majority of objections to the proposal were from residents within Windermere Grove with one response noting concerns from a resident of Berkeley Court. Representations include objection to increased traffic, congestion and parking with concern for safety and emergency access. The applicant has included a travel plan action suggesting that parking use roads other than Homewood Avenue and the submitted plan suggests that there is parking provision within College Road and Berkeley Court. Neighbours object to proposed parking in Homewood Avenue, Berkeley Court, Windermere Grove and Silverdale Grove. There is already parking in these roads and representations describe existing difficulties as a result of the school run. It should be noted that the applicant has not highlighted availability of additional parking provision within Windermere Grove and Silverdale Grove.
- 40. Kent Highways and Transport are a statutory consultee in relation to these highway matters. Their views take all likely highways and transport impacts into account. Kent Highways and Transport advise that following observation at the start and end of the school day it was considered that there is spare capacity to accommodate additional parking over a longer distance along Homewood Avenue without significant undue impact on traffic flows, and nearby roads such as College Road would be able to provide further parking provision.
- 41. Kent Highways and Transport noted that from the data available 53% of pupils walk to school and that of the 43% that travel by car over three quarters of these travelled with other pupils and so the increase in pupil numbers over 3 years would be expected to generate around 20 additional vehicles and this number could be accommodated within the local highway. It is also considered that the other measures within the Travel Plan will encourage a greater proportion of walking and cycling and so this would lessen the impact.
- 42. The inclusion of a new pedestrian link to Borden Lane will shorten the distance for walking to the school for some children and the cycle shelter proposed would encourage a greater take up of cycling. These aspects of the proposal accord with the NPPF in terms of promoting sustainable transport. Other sustainable transport objectives within NPPF include designing development where practical to give priority to pedestrian and

- cycle movements; create safe and secure layouts which minimise conflicts between traffic, cycles or pedestrians.
- 43. Representations include objection to the adequacy of the submitted Travel Plan in terms of the actions relating to parking further away from Homewood Avenue and in surrounding roads and also in terms of measures to address increased numbers at the school.
- 44. The NPPF suggests that the Travel Plan is a key tool to facilitate sustainable development in relation to transport issues. It also suggests that developments should only be refused on transport grounds where the residual cumulative impacts of development are severe. The saved transport policies within the Swale Borough Local Plan 2008 also concern provision of safe access to new development (T1) where regard to the capacity of the highway network and highway safety is required and provision of appropriate vehicle parking (T3) and provision for the needs and safety of cyclists and pedestrians (T4).
- 45. I consider that the proposed Travel Plan addresses these aspects of the proposal in general terms within the objectives and actions. However, I also consider that the travel plan can be improved upon, for example by the inclusion of more detail within the actions in order to explain further how the actions would be achieved and progressed over time and further detail with regard to monitoring and review actions and dates. I consider that these aspects can be dealt with by condition requesting submission of an updated travel plan with subsequent annual review.
- 46. Given our Highways advice regarding the safety aspects and potential for conflict arising from the on site drop of area that was originally proposed, the parking provision proposed for additional teaching staff on site and the capacity of the highway network along with the additional measures to encourage walking and cycling, including the planning conditions suggested in relation to these matters, I conclude that the Travel Plan actions and objectives address the planning policy requirements.
- 47. A number of suggestions in respect of highways issues in the neighbourhood have been made by local residents in their representations to the proposal. These predominantly relate to ideas for on site drop off facilities but also to the location of the lollipop crossing for the school. These suggestions are not included within the planning application and given the Kent Highways and Transport advice, in my view are not necessary to make this development proposal acceptable in planning policy terms. However, I am satisfied that these suggestions can be put to the applicant by way of an Informative in order to encourage future proactive planning, and their potential promotion separately from the scope of this particular planning proposal.
- 48. I am also satisfied that conditions could be used to control the provision of construction vehicle loading/unloading parking and turning facilities during work on site and for the

duration of construction and also the provision of parking facilities for site personnel and visitors on site and for the duration of construction.

49. Taking into account the measures within the proposal to address the traffic and highways impacts arising from the proposed development and our Highways advice, I do not consider that the severity of highways impacts from this particular proposal to provide accommodation for an additional 90 children at the school (over a 3 year period) justifies refusal of the revised proposal on highways grounds when balanced against the strong planning policy support for healthy communities in respect of adequate provision of educational facilities. Given the site context and location, and taking into account the additional staff parking proposed and improvements to encourage pedestrian and cycle transport, and taking into account comments of Kent Highways and Transport, I do not therefore consider that the additional highways impacts of the proposal would be unduly detrimental in this location within the built up area. In particular, the public highway is provided for use by the public, whether as residents, visitors or otherwise, and it is not the purpose of the planning system to restrain such freedoms, unless serious highway safety risk dictate otherwise. However, any future proposals for further development would also need to be considered on their own merits in respect of highway and other impacts.

#### Conclusion

- 50. This proposal seeks to address accommodation needs for children due to attend the school. Planning policy seeks to achieve sustainable development which requires consideration of location, design, need and impacts. Whilst the applicant has amended the original proposal to remove an on site drop off area and new site exit, in my opinion these aspects would not be an essential requirement in order to respond to highway impacts of the proposal. The applicant is aware of their contribution to travel patterns within the locality as demonstrated by the Travel Plan and has sought to encourage and promote improved staff parking, pedestrian access and cycle facilities within the proposal.
- 51. Taking account of the comments arising from statutory consultation, including no further comments being received from Swale Borough Council, I consider that the proposal responds to the site context in so far as is possible within the scope of this proposal and accords with the general aims and objectives of national and local planning policy requiring good design, promoting healthy communities, sustainable transport and encouraging a positive manner towards schools development.
- 52. I consider that this proposal accords with the Development Plan and that there are no material planning considerations that indicate that planning permission should be withheld. I would however recommend the inclusion of various planning conditions and informatives.

#### Recommendation

- 53. I RECOMMEND that PERMISSION BE GRANTED SUBJECT TO the imposition of conditions covering (amongst other matters) the following:
- The standard 5 year time limit
- That the development be carried out in accordance with submitted details
- Provision of a remediation strategy for contamination should it be necessary during development
- Provision of surface water management
- Provision and retention of vehicle parking spaces before the premises are occupied
- Provision of cycle shelter and pedestrian/ cycle access improvements
- Restriction of construction hours
- Details of temporary construction compound, parking, turning and storage areas.
- Submission of a revised travel plan with subsequent annual review.

I FURTHER RECOMMEND THAT the applicant BE ADVISED of the informatives covering the following:

- General advice regarding tree protection measures during construction.
- General advice from the Environment Agency and Southern Water with regard to site drainage and foul sewer connection
- Discussion to be encouraged with the local community with regard to considering the community suggestions for parking and school travel issues.
- The use of recyclable materials to the maximum and waste to be minimised.

Case Officer: H Mallett Tel. no: 01622 221075

Background Documents: see section heading