Reference:	16/02066/FULM
Ward:	Southchurch
Proposal:	Erect two storey teaching block, repositioning of tennis courts and store and layout parking
Address:	Southend High School for Girls, Southchurch Boulevard, Southend-on-Sea, Essex, SS2 4UZ
Agent	Southend High School For Girls
Applicant:	PCH Associates Ltd
Consultation Expiry:	09.01.2017
Expiry Date:	16.03.2017
Case Officer:	Janine Rowley
Plan No's:	188-3_PL_007.R1; 188-3_PL_006.R0; 188-3_PL_002.R1; 188-3_PL_004.R1; 188-3-PL_005.R01
Recommendation:	GRANT PLANNING PERMISSION



# 1 The Proposal

- 1.1 Planning permission is sought to erect a two storey teaching block, repositioning of tennis courts and store and car parking to the south of the main school buildings.
- 1.2 The proposed two storey detached building to the south of the existing school buildings would be 30.3m wide x 18.7m deep x 10.4m high and would provide 8 new classrooms, storage, toilets, plant rooms and associated offices. The internal floorspace is approximately 1059.8sqm. The building is proposed to be clad in 'Trespa' panels, buff brickwork and aluminium windows. The building has an asymmetrical pitched roofed and is of a contemporary design. Brise soleil have been added to the roof
- 1.3 The proposal also includes the repositioning of the existing tennis courts to the west of the site. The existing hardsurface will be extended and 6 tennis courts and 4 netball courts are to be retained. The extended tennis courts will cover a grassed landscape area currently not used as a playing field or sports area for existing pupils. The proposal will also include the repositioning of the sports equipment storage hut.
- 1.4 The proposal also includes new car parking creating 14 additional spaces from remodelling the existing car parking. Vehicle and pedestrian ramps are to be added.
- 1.5 The planning statement states the proposed development would enable a further 150 students to be accommodated and provide modern science facilities as well as 6 new teaching spaces.
- 1.6 This proposal will increase the number of students from 1100 to 1170 (870 will be secondary school pupils and 300 sixth form pupils) with 84 staff. Eight additional members of staff maybe required in the future.
- 1.7 A planning statement, design and access statement, energy statement, transport statement, ground investigation report, site investigation report have been submitted for consideration.

# 2 Site and Surroundings

- 2.1 The school site is located along Southchurch Boulevard. The existing school building fronts Southchurch Boulevard and there are a number of existing school buildings to the south. The immediate south of the existing buildings is the school playgrounds and playing fields. The site includes two main accesses from Southchurch Boulevard. To the south is Southend East rail line. To the east are residential properties and Futures Community College. To the west are two storey properties.
- 2.2 The playing fields are designated as 'Protected Green Space' by the Development Management Document DP2.

# 3 Planning Considerations

3.1 The main considerations in relation to this application are the principle of the development and loss of a playing field, design and impact on the character of the area, traffic and transportation, impact on residential amenity and CIL liability.

# 4 Appraisal

# Principle of Development

National Planning Policy Framework, DPD1 (Core Strategy) policies KP2, CP4, CP6, CP7; DPD2 (Development Management) policy DM1, and the Design and Townscape Guide SPD1 (2009)

- 4.1 Policy CP6 of the Core Strategy advocates the need to improve educational facilities to ensure that the needs of the local community are met. The policy states that subject to the maintenance of satisfactory environmental conditions and residential amenities, the Borough Council will support the improvement or extension of existing public and private education establishments and will encourage the use of their facilities for community purposes where this would meet identified requirements. The proposed development will improve the facilities available at Southend High School for Girls, thus the proposal is in principle in accordance with Policy CP6 of the Core Strategy.
- 4.2 Policy CP7 of the Core Strategy states the Council will normally refuse permission for proposals involving the complete or partial loss of school playing fields. This amended proposal will would not directly affect any of the existing playing pitches that are currently marked out.
- 4.3 The proposed two storey detached building will be located to the south and west of existing school buildings located on existing tennis courts. However, the proposal also includes repositioning of the tennis courts to maintain useable tennis and netball courts to the west.
- 4.4 Sport England have raised no objection subject to conditions in relation to replacement tennis court design specifications and a replacement tennis court delivery as set out in the conditions below.

#### Design and Impact on the Character of the Area

National Planning Policy Framework; DPD1 (Core Strategy) policies KP2, CP4; DPD2 (Development Management) policy DM1, and Townscape Guide SPD1.

- 4.5 Policy DM1 of the Development Management requires any new development to respect and enhance the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, layout, proportions, materials and overall townscape. The proposed development will enable a replacement of a dilapidated technology building with a contemporary building providing extra internal floorspace for pupils at the existing school and future expansion.
- 4.6 The overall design is simple with varying pitches to the roof being the main feature. The proposed materials will relate satisfactorily to the existing buildings. Whilst it is noted the design officers has raised concern with the lack of entrance to the new building and suggested minor changes taking into account it is not visible from the street. It is considered the overall design and scale of the building does not detract from the character and appearance of the existing school buildings or the surrounding area.
- 4.7 Given the simplicity of the design, the success of the proposal will depend on the quality of materials, which can be controlled by condition.
- 4.8 The resiting of the tennis courts and storage hut for sports equipment will not result in any material harm to the character and appearance of the area.
- 4.9 Details on landscaping for the development will be dealt with by condition to ensure the appearance of the new building is softened and hardstanding surfaces defined.
- 4.10 In light of the above, subject to conditions the proposed development is considered to relate satisfactorily to the character and appearance of the existing school buildings and will provide a positive addition. The proposal is therefore consideration in accordance with the NPPF, policies KP2 and CP4 of the Core Strategy, policy DM1 of the Development Management, and the Design and Townscape Guide.

#### Traffic and transportation

# National Planning Policy Framework; DPD1 (Core Strategy) policies KP2, CP4, CP3; DPD2 (Development Management) DM15, and the Design and Townscape Guide SPD1.

4.11 The primary vehicle access to the school is from Southchurch Boulevard in the north-eastern corner of the school, via a gated access with automatic rising gates. There is also a gated entrance and exit points to areas of car parking at the front of the school to the east of the main entrance. There are 60 spaces in the main car parking area for staff, with a further 36 spaces to the frontage available to sixth formers and visitors and 19 spaces at the drama studio car park for members of staff. In total, 115 spaces are available on site.

- 4.12 The eastbound and westbound Southchurch Boulevard carriageways are separated by wide verges in the vicinity of the site, with traffic calming provided by the on street parking that occurs in one lane in each direction. There are a number of safe pedestrian crossing points for children.
- 4.13 A shared footway/cycle way is present on the A1159 a short distance west of the school. Existing bus stops are on either side of Southchurch Boulevard served by 1, 4a, 14, 810, 28, 560 and 822. Southend East Railway station is located 1.2km walk from Southend High School for Girls and lies on the c2c service line between Shoeburyness and London Fenchurch Street.
- 4.14 Vehicle parking standards as required by policy DM15 of the Development Management DPD state as maximum standards 1 space per 15 students is required for years 7-11. For schools with further education as in this instance 1 space per 15 students for full time equivalent staff plus 1 space per 15 students for student parking are required. Based upon current planning policy 4 spaces are required for the 60 additional students proposed in years 7-11 and no additional spaces are required for the 10 additional sixth formers. However, given that the site will have 129 parking spaces available this exceeds the current maximum standards as set out by policy DM15 of the Development Management Document DPD2 and it is therefore considered to be acceptable.
- 4.15 The transport statement accompanying this application states that the majority of new trips generated to and from the school will be made by sustainable means, with the majority being by bus (as estimated 44 movements) and train (28 of the 44 movements) with students also walking to and from the school. It is not considered the additional students or members of staff will result in harm to the highway network.
- 4.16 Evidence has been submitted to demonstrate that the existing travel plan operated at the school successfully encourages travel by sustainable means; approximately 80% of students use sustainable means of transport. A condition will be imposed to ensure the travel plan is updated and reviewed annually and sustainable transport modes are continued to be encouraged.
- 4.17 The current proposal will allow for the provision of additional cycle spaces to be provided. Policy DM15 of the Development Management Document requires 25 cycle spaces to serve the development and the applicant has confirmed the additional spaces will be accommodated on site and this can be dealt with by condition to ensure the proposal is policy compliant in terms of cycle provision.
- 4.18 Taking the above, the parking is considered to be compliant with policy DM15 of the Development Management Document..

#### Impact on residential amenity

National Planning Policy Framework; DPD1 (Core Strategy) Policies KP2 and CP4; Development Management DPD2 policy DM1, and the Design and Townscape Guide SPD1 (2009).

- 4.19 Taking into account the location of the site to the rear of existing school building and distant from surrounding residents is it not considered the proposal will impact residential amenity in terms of being overbearing, overshadowing and loss of privacy.
- 4.20 In terms of noise and disturbance, there are no restrictions of the opening hours of the school. It should be noted no conditions were imposed on the school when originally constructed in terms of hours of use. The additional parking is proposed to be accessed from Southchurch Boulevard with an in and out system as per the existing layout. Given the existing parking in this location and the vehicle access is adjacent to Future Community College no objection is raised in relation to noise.

#### Sustainability

# National Planning Policy Framework; DPD1 (Core Strategy) policy KP2; DPD2 (Development Management) policy DM2.

- 4.21 Paragraph 97 of the NPPF states that local authorities should promote energy from renewable sources. Policy KP2 of the Core Strategy states that all new development proposals should demonstrate how they will maximise the use of renewable and recycle energy, water and other resources. Policy DM2 of the Development Management Document advocates the need to ensure the delivery of sustainable development whereby all development proposals should contribute to minimising energy demand and carbon dioxide emissions in accordance with the energy hierarchy.
- 4.22 The drawings submitted illustrate a large area of photo voltaic panels are proposed to the roof and air source heat pumps are discussed within the supporting information. This approach is acceptable in principle but the 10% energy policy requirement will need to be demonstrated as no definitive calculations have been provided to demonstrate the proposal will meet the requirements of policy KP2 of the Core Strategy and this will be dealt with by condition.
- 4.23 Policy KP2 of the Core Strategy states all development proposals should demonstrate how they incorporate sustainable drainage systems (SUDS) to mitigate the increase in surface water runoff, and, where relevant, how they will avoid or mitigate tidal or fluvial flood risk.
- 4.24 The applicant has submitted a Drainage Strategy carried out by Barter Hill October 2016. The permitted surface water discharge from the site will be restricted to the green-field run off rate. Furthermore, permeable car parking bays based on an impermeable geomembrane with a perforated pipe outflow into the geo-cellular storage tank are proposed.
- 4.25 Subject to an appropriate condition and management strategies recommended within the submitted report and the detailed drawings, the applicant has demonstrated the proposal will not increase surface water runoff.

# **Other Matters**

#### Lighting

4.26 No details of additional lighting have been proposed at this time. However, a suitable condition will be imposed to ensure full details are submitted for consideration to mitigate against any potential harm to surrounding residential properties.

### Flood Risk Assessment

4.27 The site is located within flood zone 1 and is therefore suitable for all types of development without the need to pass the sequential test of exception test. The site is not at a significant risk of flooding. The supporting information carried out by Barter Hill confirms that the development will not increase discharge rates from any section that lies on currently permeable ground. Subject to conditions officers are satisfied that the proposed development will not result in any flood risk or drainage related issues.

#### Community Infrastructure Levy Charging Schedule

4.28 Although this application is CIL liable, given the development is a new teaching block, in this instance the chargeable amount has been calculated as a zero rate as applicable due to the school is registered with Local Education Authority and makes no profit.

# Conclusion

4.29 In light of the above, the proposed development is considered to be acceptable and will provide an improved education facility. The development would not result in the loss of playing fields or sports facilities. The design and scale of the proposed development relates satisfactorily to the existing school buildings and will provide an improved education facility. The increased number of students and members of staff will have limited impact on the highway network and the number of parking spaces provides a policy compliant scheme.

#### 5 Planning Policy Summary

- 5.1 National Planning Policy Framework
- 5.2 Development Plan Document 1: Core Strategy Policies KP1 (Spatial Strategy), KP2 (Development Principles), CP3 (Traffic and Highways), CP4 (The Environment and Urban Renaissance), CP6 (Community Infrastructure), CP7 (Sport, Recreation and Green Space)
- 5.3 Development Management Document: Development Management Document policies DM1 (Design Quality), DM2 (Low carbon development and efficient use of resources), DM15 (Sustainable Transport Management)

#### 5.4 SPD1 Design & Townscape Guide 2009.

#### 6 **Representation Summary**

### **Design & Regeneration**

6.1 The proposal is for a two storey building to the rear of the main building. It is a rather simple design with the varying pitches to the roof being the main feature. The proposal could be enlivened by making more of the main entrance facing the school to the NE corner, by increasing the amount of glazing to the roof projection/ clearstorey and through the use of interesting materials or colours in the cladding, however, it is noted that this proposal will not be visible from the street and therefore the site is not prominent or requiring of a landmark design.

#### Sustainability

It is noted that a large area of photo voltaic panels are proposed to the roof, ASHP are also mentioned but do not seem part of the proposal. This is acceptable in principle but the 10% energy policy requirement will need to be demonstrated. The energy statement comments that the baseline Energy requirement is 54.3kwh/m2 (section 3) but there are no definitive figures for the predicted energy requirement (including renewables) in kwh/m2 so the 10% has not yet been demonstrated and should be conditioned **[Officer Comment: This will be dealt with by condition].** 

#### Children and Learning

6.2 No comments.

#### Traffic and Transportation

6.3 The proposal has provided 129 parking spaces for all staff, 6<sup>th</sup> form students and visitors. This total exceeds current parking policy requirements.

The additional number of proposed vehicle movements associated with the development will not have a detrimental impact on the local highway network.

The school is located in a sustainable location with regard to public transport with good frequent links in close proximity. A condition should be imposed to ensure that cycle parking provision meets current policy standards.

The school has as existing travel plan which actively encourage sustainable travel to and from school.

Given the above information and that contained within the transport statement there are no highway objections to the proposal.

# Sport England

6.4 Sport England has considered the application in the light of the National Planning Policy Framework (particularly Para 74) and Sport England's policy to protect playing fields, 'A Sporting Future for the Playing Fields of England' (see link below): www.sportengland.org/playingfieldspolicy

# The Proposal and Impact on Playing Field

The proposal principally involves a new teaching block and additional car parking that would be sited on part of Southend High School for Girls' tennis courts. This would involve the loss of the eastern half of the existing courts which comprises three courts. This would be mitigated by extending the remaining tennis court area to the west onto part of the playing field to provide an equivalent area of replacement tennis courts.

# Assessment against Sport England Policy

As the proposal involves replacement tennis court provision it needs to be considered against exception E4 of the above policy, which states:

 E4 – The playing field or playing fields which would be lost as a result of the proposed development would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development

The proposal is to extend the tennis courts and provide an equivalent replacement area in terms of size so that the existing six tennis courts would be retained on the site in a similar configuration to the existing layout. While there is limited detail available about the design of the replacement courts, the applicant has advised that they would have a porous macadam surface and would be designed so that they integrate with the remaining three courts which would have new line markings/paint so that they provide a similar standard surface to the new courts as well as physically integrating with them. Potential therefore exists for the replacement courts to be equivalent in quality. In terms of phasing, it is proposed that the courts will not be replaced until after the teaching block has been completed which would result in a net loss of access to three courts for just over a year. It has been advised that the school's needs can be adequately met on the remaining courts and in the sports hall during this temporary period. As it is understood that there is no community use of the tennis courts, the temporary loss of provision would not appear to have an impact on community use. Based on the information provided, the proposal would appear to be broadly meet the criteria in exception E4.

While the proposed phasing would result in a temporary impact, this would not appear to impact on the delivery of the school's PE curriculum or community use for a short term period. However, there would be a need to ensure the replacement courts are delivered within the proposed timescales in order to ensure that the temporary period is not any longer than that proposed.

In terms of the impact on the playing field, the replacement tennis courts would be sited in a small partially enclosed area between the existing courts and a car park. This area is occupied by trees, a footpath and a storage shed. Due to the limited size of this area and its characteristics, this area would not be capable of forming a playing pitch or part of one and would accord with exception E3 of the above policy.

# **Conclusion and Recommendation**

In view of the above assessment, I can therefore confirm that Sport England <u>does not wish to raise an objection</u> to this application as it is considered to meet exceptions E4 and E3 of the above policy. The absence of an objection is subject to the following conditions being attached to the decision notice should the local planning authority be minded to approve the application:

• <u>Replacement Tennis Court Design Specifications</u>: A condition requiring the replacement tennis court design specifications to be submitted and approved. This is justified as limited information is available at this stage of the design specifications of the new courts and therefore it is not possible to confirm that the courts would be of at least equivalent quality to those that they would replace. The condition should specifically require details to be provided of the surfacing, fencing, and line markings including enhancements to the existing courts.

A condition that Sport England recommends which is based on our model conditions is as follows:

"No development of the replacement tennis courts shall commence until details of the design and layout of the replacement tennis courts, including details of surfacing, line marking, fencing and enhancements to the existing tennis courts, have been submitted to and approved in writing by the Local Planning Authority [after consultation with Sport England]. The replacement tennis courts shall not be constructed other than in accordance with the approved details.

Reason: To ensure the satisfactory, quality of compensatory provision and to ensure that the development is fit for purpose and sustainable and to accord with Development Plan Policy.

Informative: The applicant is advised that the design and layout of the replacement tennis courts should comply with Sport England's 'Artificial Surfaces for Outdoor Sports' guidance note (2013) www.sportengland.org/facilities-planning/tools-guidance/design-and-cost-guidance/artificial-sports-surfaces/

<u>Replacement Tennis Court Delivery</u>: A planning condition requiring the replacement tennis courts to have been completed and made available for use within 3 months of completion of the teaching block. The applicant has advised that the replacement tennis courts are projected to be completed in a period of just over 2 months following the completion of the teaching block. Sport England would expect the replacement tennis courts to be implemented within this proposed timescale in order to ensure that they are completed in practice within an acceptable timescale and to ensure that the temporary period during which there is a net loss of court provision is minimised. A recommended condition is:

"The replacement tennis courts shall be completed and made available for use within 3 months of the practical completion of the teaching block hereby permitted"

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use [phasing provision] and to accord with Development Plan Policy"

If you wish to amend the wording of the suggested planning conditions or use another mechanism in lieu of this, please discuss the details with the undersigned. Sport England does not object to such amendments, provided they achieve the same outcome and we are involved in any amendments. If your Council decides not to attach the above conditions, Sport England would wish to raise an <u>objection</u> to this application.

# **Public Consultation**

6.5 Site notice displayed 19.12.2016 and neighbours notified of the proposal. No letters of representation have been received.

# 7 Relevant Planning History

7.1 There is an extensive history on this site but none is relevant to the current application.

#### 8 Recommendation

Members are recommended to:

- 8.1 **GRANT PLANNING PERMISSION subject to the following conditions:**
- 1 The development hereby permitted shall be begun not later than 3 years beginning with the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2 The development hereby permitted shall be carried out in accordance with the approved plans 188-3\_PL\_007.R1; 188-3\_PL\_006.R0; 188-3\_PL\_002.R1; 188-3\_PL\_004.R1; 188-3-PL\_005.R01.

Reason: To ensure that the development is carried out in accordance with the policies contained within the Development Plan.

3 No development shall take place until samples of the materials to be used on all the external elevations and parking area have been submitted to and approved by the local planning authority. The development shall only be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the appearance of the building makes a positive contribution to the character and appearance of surrounding locality. This is as set out in DPD1 (Core Strategy) 2007 policy KP2 and CP4, DPD2 (Development Management Document) 2015 policy DM1 and SPD1 (Design and Townscape Guide)

4 No development of the replacement tennis courts shall commence until details of the design and layout of the replacement tennis courts, including details of surfacing, line marking, fencing and enhancements have been submitted to and approved in writing by the Local Planning Authority [after consultation with Sport England]. The replacement tennis courts shall not be constructed other than in accordance with the approved details.

Reason: To ensure the satisfactory, quality of compensatory provision and to ensure that the development is fit for purpose and sustainable and to accord with Development Plan Policy CP7 of the Core Strategy DPD1.

5 The replacement tennis courts shall be completed and made available for use within 3 months of the practical completion of the teaching block hereby permitted.

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use [phasing provision] and to accord with Development Plan Policy CP7 of the Core Strategy DPD1.

- 6 No development shall take place until full details of both hard and soft landscape works, have been submitted to and approved in writing by the local planning authority and the approved hard landscaping works shall be carried out prior to first occupation of the development and the soft landscaping works within the first planting season following first occupation of the development, unless otherwise agreed in writing by the local planning authority. These details shall include, for example:
  - i proposed finished levels or contours;
  - ii. means of enclosure, including any gates to the car parks;
  - iii. car parking layouts;
  - iv. other vehicle and pedestrian access and circulation areas;
  - v. hard surfacing materials;

vi. minor artefacts and structures (e.g. street furniture, loggia, bollards, play equipment, refuse or other storage units, signs, lighting, etc.)

This shall include details of details of the number, size and location of the trees, shrubs and plants to be planted together with a planting specification, details of the management of the site, e.g. the uncompacting of the site prior to planting, the staking of trees and removal of the stakes once the trees are established, details of measures to enhance biodiversity within the site and tree protection measures to be employed during demolition and construction.

Reason: To ensure that the development is satisfactory in terms of its appearance and that it makes a positive contribution to the local environment and biodiversity in accordance with DPD1 (Core Strategy) policy KP2 and CP4, DPD2 (Development Management) emerging policy DM1 and SPD1 (Design and Townscape Guide).

7 The 129 car parking spaces shall be provided in accordance with drawing 188-3\_PL\_006.RO hereby approved and shall thereafter be permanently retained, unless otherwise agreed in writing by the local planning authority. Permeable paving shall be used for the hardstanding area.

Reason: In the interests of highway management and safety, residential amenity and general environmental quality in accordance with the NPPF, DPD1 (Core Strategy) 2007 policy KP2, CP3 and CP4, DPD2 (Development Management) policy DM15, and SPD1 (Design and Townscape Guide).

8 Prior to installation of any external lighting, the proposed lighting, including design, siting, luminance, hours of illumination and an assessment using the Institution of Lighting Engineers Guidance Note for the Reduction of Obtrusive Light shall be submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed only in accordance with the approved scheme. Reason: To protect the amenities of neighbouring properties and the general environmental quality in accordance with, NPPF, DPD1 (Core Strategy) 2007 policy KP2 and CP4, and DPD2 (Development Management Document) 2015 policy DM1.

9 A scheme detailing how at least 10% of the total energy needs of the new building will be supplied using on site renewable sources must be submitted to and agreed in writing by the Local Planning Authority and implemented in full prior to the first occupation of the building. This provision shall be made for the lifetime of the development.

Reason: In the interests of providing sustainable development in accordance with Policy KP2 of the Core Strategy (DPD1).

10 The development hereby approved shall be carried out in accordance with the Drainage Strategy carried out by Barter Hill October 2016. The sustainable drainage system shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

Reason: In order to ensure a satisfactory standard of sustainable drainage and to prevent environmental and amenity problems arising from flooding in accordance with Policies KP2 and CP4 of the Core Strategy DPD1, DPD2 (Development Management) policy DM2.

Informatives

- 1 You are advised that in this instance the chargeable amount for the Community Infrastructure Levy (CIL) has been calculated as zero due to the specific nature of the use.
- 2 You are advised that the development hereby approved is likely to require approval under Building Regulations. Our Building Control Service can be contacted on 01702 215004 or alternatively visit our website http://www.southend.gov.uk/info/200011/building\_control for further information.

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. The detailed analysis is set out in a report on the application prepared by officers.