

**PLANNING AND REGULATORY COMMITTEE
NOTICE OF MEETING**

Date: Thursday, 30 July 2015
Time 10.30 am
Place: Ashcombe Suite, County Hall, Kingston upon Thames, Surrey KT1 2DN

Contact: Cheryl Hardman or Rianna Hanford, Room 122, County Hall
Telephone: 020 8541 9075, 020 8213 2662
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[For queries on the content of the agenda and requests for copies of related documents]

APPOINTED MEMBERS [12]

Tim Hall (Chairman)	Leatherhead and Fetcham East;
Keith Taylor (Vice-Chairman)	Shere;
Ian Beardsmore	Sunbury Common & Ashford Common;
Mr S Cosser	Godalming North;
Carol Coleman	Ashford;
Jonathan Essex	Redhill East;
Margaret Hicks	Hersham;
Mr D Munro	Farnham South;
George Johnson	Shalford;
Ernest Mallett MBE	West Molesey;
Michael Sydney	Lingfield;
Richard Wilson	The Byfleets;

EX OFFICIO MEMBERS (NON-VOTING) [4]

Sally Marks	Chairman of the County Council	Caterham Valley;
Nick Skellett CB E	Vice-Chairman of the County Council	Oxted;
David Hodge	Leader of the Council	Warlingham;
Mr P J Martin	Deputy Leader and Cabinet Member for Economic Prosperity	Godalming South, Milford & Witley;

APPOINTED SUBSTITUTES [19]

Stephen Cooksey	Dorking South and the Holmwoods;
Will Forster	Woking South;
Denis Fuller	Camberley West;
Gray	Weybridge;
Nick Harrison	Nork & Tattenhams;
Peter Hickman	The Dittons;
David Ivison	Heatherside and Parkside;
Daniel Jenkins	Staines South and Ashford West;
Stella Lallement	Epsom West;
John Orrick	Caterham Hill;
Adrian Page	Lightwater, West End and Bisley;
Chris Pitt	Frimley Green and Mytchett;
Fiona White	Guildford West;
Helena Windsor	Godstone;
Chris Townsend	Ashtead;

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AGENDA

1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

To receive any apologies for absence and notices of substitutions under Standing Order 40.

2 MINUTES OF THE LAST MEETING

Due to the short period of time between the last meeting and the agenda publication date, the minutes of the previous meeting will be considered at the meeting on Wednesday 2 September.

3 PETITIONS

To receive any petitions from members of the public in accordance with Standing Order 65 (please see note 7 below).

4 PUBLIC QUESTION TIME

To answer any questions received from local government electors within Surrey in accordance with Standing Order 66 (please see note 8 below).

5 MEMBERS' QUESTION TIME

To answer any questions received from Members of the Council in accordance with Standing Order 47.

6 DECLARATIONS OF INTERESTS

To receive any declarations of disclosable pecuniary interests from Members in respect of any item to be considered at the meeting.

Notes:

- In line with the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, declarations may relate to the interest of the member, or the member's spouse or civil partner, or a person with whom the member is living as husband or wife, or a person with whom the member is living as if they were civil partners and the member is aware they have the interest.
- Members need only disclose interests not currently listed on the Register of Disclosable Pecuniary Interests.
- Members must notify the Monitoring Officer of any interests disclosed at the meeting so they may be added to the Register.
- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest.

7 SURREY COUNTY COUNCIL PROPOSAL RE/15/00972/CON: LAND AT ST JOSEPH'S CATHOLIC PRIMARY SCHOOL, LINKFIELD LANE, REDHILL, SURREY RH1 1EA

(Pages 1 - 38)

Construction of new 2 storey teaching block and extension to school kitchen; associated external works comprising works to

internal paths, ramps and retaining walls; provision of additional car and cycle parking; new outdoor play space and alterations to existing multi use games area.

- 8** **DECISION ON PLANNING APPEAL REF: APP/B3600/A/14/2215569: LAND AT LOMOND EQUESTRIAN CENTRE, HORSEHILL, NORWOOD HILL, HORLEY, SURREY, RH6 0HN** (Pages 39 - 46)

On 2 October 2013, the Planning & Regulatory Committee refused planning application Ref. RE12/02001 which sought permission to undertake *“engineering works to create cross-falls to improve land drainage and improve grazing at Lomond Equestrian Centre by stripping and stockpiling of existing topsoil, importation of up to 44,000 tonnes of inert soils, replacement of topsoil, seeding with agricultural grass seed mix, creation of a wildlife pond and formation of temporary site egress”*.

- 9** **SURREY COUNTY COUNCIL PROPOSAL WO2015/0550: LAND AT WESTFIELD PRIMARY SCHOOL, BONSEY LANE, WESTFIELD, WOKING, SURREY GU22 9PR** (Pages 47 - 76)

Installation of modular classroom block comprising three classrooms, and associated plant, circulation and WCs.

- 10** **MINERALS/WASTE TA/2014/0205: THE GAS HOLDING STATION, GODSTONE ROAD, WHYTELEAFE, SURREY CR3 0EG** (Pages 77 - 102)

Continued operation of concrete crusher to include the stocking of untreated material and graded/sorted product.

- 11** **DATE OF NEXT MEETING**

The next meeting of the Planning & Regulatory Committee will be on Wednesday 2 September.

David McNulty
Chief Executive
Monday, 20 July 2015

MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE

Those attending for the purpose of reporting on the meeting may use social media or mobile devices in silent mode to send electronic messages about the progress of the public parts of the meeting. To support this, County Hall has wifi available for visitors – please ask at reception for details.

Anyone is permitted to film, record or take photographs at council meetings. Please liaise with the council officer listed in the agenda prior to the start of the meeting so that those attending the meeting can be made aware of any filming taking place.

Use of mobile devices, including for the purpose of recording or filming a meeting, is subject to no interruptions, distractions or interference being caused to the PA or Induction Loop systems, or any general disturbance to proceedings. The Chairman may ask for mobile devices to be switched off in these circumstances.

It is requested that if you are not using your mobile device for any of the activities outlined above, it be switched off or placed in silent mode during the meeting to prevent interruptions and interference with PA and Induction Loop systems.

Thank you for your co-operation

Note: *This meeting may be filmed for live or subsequent broadcast via the Council's internet site - at the start of the meeting the Chairman will confirm if all or part of the meeting is being filmed. The images and sound recording may be used for training purposes within the Council.*

Generally the public seating areas are not filmed. However by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

If you have any queries regarding this, please contact the representative of Legal and Democratic Services at the meeting

NOTES:

1. The Chairman will adjourn the meeting for lunch from 12.45pm unless satisfied that the Committee's business can be completed by 1.15pm.
2. Members are requested to let the Regulatory Committee Manager have the wording of any motions and amendments not later than one hour before the start of the meeting.
3. Substitutions must be notified to the Regulatory Committee Manager by the absent Member or group representative at least half an hour in advance of the meeting.
4. Planning officers will introduce their report and be able to provide information or advice to Members during the meeting. They can also be contacted before the meeting if you require information or advice on any matter.
5. A record of any items handled under delegated powers since the last meeting of the Committee will be available for inspection at the meeting.
6. Members of the public can speak at the Committee meeting on any planning application that is being reported to the Committee for decision, provided they have made written representations on the application at least 14 days in advance of the meeting, and provided they have registered their wish to do so with the Regulatory Committee Manager in advance of the meeting. The number of public speakers is restricted to five objectors and five supporters in respect of each application.
7. Petitions from members of the public may be presented to the Committee provided that they contain 100 or more signatures and relate to a matter within the Committee's terms of reference. The presentation of petitions on the following matters is not allowed: (a) matters which are "confidential" or "exempt" under the Local Government Access to Information Act 1985; and (b) planning applications. Notice must be given in writing at least 14 days before the meeting. Please contact the Regulatory Committee Manager for further advice.
8. Notice of public questions must be given in writing at least 7 days before the meeting. Members of the public may ask one question relating to a matter within the Committee's terms of reference. Questions on "confidential" or "exempt" matters and planning applications are not allowed. Questions should relate to general policy and not detail. Please contact the Regulatory Committee Manager for further advice.
9. On 10 December 2013, the Council agreed amendments to the Scheme of Delegation so that:
 - All details pursuant (applications relating to a previously granted permission) and non-material amendments (minor issues that do not change the principles of an existing permission) will be delegated to officers (irrespective of the number of objections).
 - Any full application with fewer than 5 objections, which is in accordance with the development plan and national policies will be delegated to officers.
 - Any full application with fewer than 5 objections that is not in accordance with the development plan (i.e. waste development in Green Belt) and national policies will be delegated to officers in liaison with either the Chairman or Vice Chairman of the Planning & Regulatory Committee.
 - Any application can come before committee if requested by the local member or a member of the Planning & Regulatory Committee.

The revised Scheme of Delegation came into effect as of the date of the Council decision.

HUMAN RIGHTS ACT 1998 – GUIDANCE FOR INTERPRETATION

This Guidance should be read in conjunction with the Human Rights section in the following Committee reports.

The Human Rights Act 1998 does not incorporate the European Convention on Human Rights in English law. It does, however, impose an obligation on public authorities not to act incompatibly with those Convention rights specified in Schedule 1 of that Act. As such, those persons directly affected by the adverse effects of decisions of public authorities may be able to claim a breach of their human rights. Decision makers are required to weigh the adverse impact of the development against the benefits to the public at large.

The most commonly relied upon articles of the European Convention are Articles 6, 8 and Article 1 of Protocol 1. These are specified in Schedule 1 of the Act.

Article 6 provides the right to a fair and public hearing. Officers must be satisfied that the application has been subject to proper public consultation and that the public have had an opportunity to make representations in the normal way and that any representations received have been properly covered in the report. Members of the public wishing to make oral representations may do so at Committee, having given the requisite advance notice, and this satisfies the requirements of Article 6.

Article 8 covers the right to respect for a private and family life. This has been interpreted as the right to live one's personal life without unjustified interference. Officers must judge whether the development proposed would constitute such an interference and thus engage Article 8.

Article 1 of Protocol 1 provides that a person is entitled to the peaceful enjoyment of his possessions and that no-one shall be deprived of his possessions except in the public interest. Possessions will include material possessions, such as property, and also planning permissions and possibly other rights. Officers will wish to consider whether the impact of the proposed development will affect the peaceful enjoyment of such possessions.

These are qualified rights, which means that interference with them may be justified if deemed necessary in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.

Any interference with a Convention right must be proportionate to the intended objective. This means that such an interference should be carefully designed to meet the objective in question and not be arbitrary, unfair or overly severe.

European case law suggests that interference with the human rights described above will only be considered to engage those Articles and thereby cause a breach of human rights where that interference is significant. Officers will therefore consider the impacts of all applications for planning permission and will express a view as to whether an Article of the Convention may be engaged.

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TO: PLANNING & REGULATORY COMMITTEE **DATE:** 30 July 2015

BY: PLANNING DEVELOPMENT TEAM MANAGER

DISTRICT(S) REIGATE & BANSTEAD BOROUGH **ELECTORAL DIVISION(S):**
COUNCIL **Redhill West and Meadvale**
Mrs Bramhall

PURPOSE: FOR DECISION **GRID REF:** 527382 150794

TITLE: SURREY COUNTY COUNCIL PROPOSAL RE/15/00972/CON

SUMMARY REPORT

Land at St Joseph's Catholic Primary School, Linkfield Lane, Redhill, Surrey RH1 1EA

Construction of new 2 storey teaching block and extension to school kitchen; associated external works comprising works to internal paths, ramps and retaining walls; provision of additional car and cycle parking; new outdoor play space and alterations to existing multi use games area.

The current proposal is for a two storey detached teaching block in order to facilitate the expansion from a 2FE primary school to a 3FE primary school. This would involve increasing the pupil admission number (PAN) from 60 to 90 pupils per year and the school's overall capacity from 420 to 630 pupils. A new teaching block is proposed and would be located to the north west of the main school building, directly in front of the existing MUGA. This building would measure a maximum width of 43m a maximum depth of 13m with a maximum height of 7.2m covering 803sqm (internal floorspace). A small kitchen extension is proposed which would be located next to the west playground and attached to the existing kitchen measuring approximately 27 sqm.

The proposal also involves formalising the existing staff parking which would allow for an additional 7 parking spaces increasing from 41 to 48. The reception play area facing the front of the school site would be levelled and canopies erected and a new access ramp. An accessible access is also proposed to the front of the site in the form of a new pathway and new cycle parking is also proposed.

A considerable number of representations have been received from local residents raising issues relating to traffic congestion, lack of parking, safety issues and inconsiderate parking. Concern has also been raised in terms of the impact an expansion of this scale will have on the existing school facilities and the standard of facilities being provided as well as the need for the development in this location.

Officers consider the proposed development to be acceptable in terms of visual and residential amenity, and design. Officers also consider that the transportation impacts of the proposal can be

mitigated by the imposition of conditions including those relating to the School Travel Plan, formalising the staff parking, highways improvements, implementation of the Construction Transport Management Plan, the timing of construction traffic and parking provision for scooter and cycle parking. Officers consider that the proposal would not adversely impact upon the urban open land, trees, sustainability or archaeology.

The recommendation is to PERMIT subject to conditions

APPLICATION DETAILS

Applicant

Estates Planning and Management

Date application valid

30 April 2015

Period for Determination

25 June 2015

Amending Documents

Email from Agent dated 15/06/2015

Transport Statement Addendum dated 19/06/2015

Email from Transport Consultant dated 08/07/2015

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Principle and need for the development	Yes	15-23
Design and visual amenity	Yes	24-35
Transportation impacts	Yes	36-51
Impact on residential amenity	Yes	52-61
Impact on trees	Yes	62-66
Impact on Urban Open Land	Yes	67-69

Sustainability	Yes	70-75
Archaeology	Yes	76-82

ILLUSTRATIVE MATERIAL

Site Plan

Plan

Aerial Photographs

Aerial

Site Photographs

Figure

BACKGROUND

Site Description

1. The application site is located within the urban area of Redhill. The school site has a total area of 1.9hectares. The buildings on the site are a mix of single and two storey in height with both pitched and flat roofs. The site is located on a considerable slope. There is a sharp increase in levels from Linkfield Lane up to the main school buildings and playing field where is levels off. The school is accessed by a series of steps which take you up to the main school building. There is no safe accessibly access to the school. The school is accessed from Linkfield Lane only, vehicles park along Linkfield Lane, Batts Hill and Daneshill (to name but a few) during school drop off and pick up. There is also an informal agreement that parents can use the overflow carpark of the Donyngs Recreation Centre location approximately 100m to the south west of the entrance to the school. The school site is designated as Urban Open Land. The school is currently a 2 form entry (2FE) primary school with a capacity for 420 pupils aged 4-11 years.

Planning History

- 2 RE13/01347 Construction of raised learning area allowing level/free access from classrooms and canopy above. Permitted subject to conditions 23/09/13.
- RE12/00962 Construction of new hall store and replacement of windows. Permitted 23/07/12.
- RE04/01366 Retention of pergola, equipment shed, covered area and gazebo. Permitted subject to conditions 2807/04.
- RE99/12860 New disabled access ramp to replace existing steps. Permitted subject to conditions 21/10/99.

RE97/06270 New link between school buildings to form new library space, new staircase access to first floor hall, new covered access ways to east elevation. Permitted subject to conditions 17/09/97.

RE96/08040 Erection of 12 foot fence. Permitted subject to conditions.

RE95/01890 Access ramp for wheelchair and pushchair us at main pedestrian access to site. Permitted.

RE85P/01970 Construction of new classrooms, gymnasium, car parking and playing field on site of existing voluntary aided roman catholic Primary school to form new first and middle school and adaptations. Permitted.

THE PROPOSAL

- 3 The current proposal comprises a number of different elements. The main one is a two storey detached teaching block in order to facilitate the expansion from a 2FE primary school to a 3FE primary school. This would involve increasing the pupil admission number (PAN) from 60 to 90 pupils per year and the school's overall capacity from 420 to 630 pupils. This would be an increase in 210 pupils and the equivalent of 15 full time staff members. The new teaching block would be located to the north west of the main school building, directly in front of the existing MUGA. This building would measure a maximum width of 43m a maximum depth of 13m with a maximum height of 7.2m covering 803sqm (internal floorspace). The building would have a mono pitched roof and would be constructed of bricks with an area of coloured cladding at the entrance of the building. A glazed canopy would link this new building with the main school building. The MUGA fencing would be moved slightly and a retaining wall erected around the building given the existing site levels.
4. A small kitchen extension is proposed which would be located next to the west playground and attached to the existing kitchen. The extension would square off the rear elevation of this part of the school building measuring approximately 27 sqm. The materials would match those on the main school building.
- 5 The proposal also involves formalising the existing staff parking which would allow for an additional 7 parking spaces increasing from 41 to 48. The reception play area facing the front of the school site would be levelled and canopies erected in order to make better use of the space. A new access ramp is proposed to provide easier access to this part of the site. An accessible access is also proposed to the front of the site in the form of a new pathway and new cycle parking is also proposed. The school currently has 12 uncovered cycle stands and 24 spaces for scooters, and it is proposed to provide an additional 14 cycle spaces, which will be covered and secure, in line with the policy requirements for the additional 210 pupils (11 spaces required) and 20 staff members (2 spaces required).

CONSULTATIONS AND PUBLICITY

District Council

6 Reigate & Banstead Borough Council

Comments chased

Consultees (Statutory and Non-Statutory)

- 7 County Arboriculturalist No objection subject to conditions
- 8 Transportation Development Planning: Considers that the proposed package of measures is acceptable from a transportation point of view, and that it will satisfactorily mitigate and reduce the impact of the school expansion. No objection subject to conditions securing the mitigation proposals.
- 9 Archaeological Officer No objection. No requirement for additional investigation.

Parish/Town Council and Amenity Groups

- 10 None

Summary of publicity undertaken and key issues raised by public

11 The application was publicised by the posting of 2 site notices. A total of 155 owner / occupiers of neighbouring properties were directly notified by letter. To date 53 letters of representation have been received, 52 raising objection and 1 in support. The objectors raise the following concerns:

Object

- Considerable congestion and reduced safety at drop off and pick up
- With a proposed increase of up to 50% this will only worsen
- Increase in traffic will have detrimental impact on local area
- Inconsistencies within transport statement in terms of recording that a child was seriously hurt and that not all parents use Donyngs leisure centre to park
- Insufficient investigation in respect of journeys undertaken to the school created by a further 210 pupils
- Lack of parking on site and surrounding the site
- Inaccuracies within the Transport Assessment
- Surveys carried out a year ago and in Easter holidays
- Parking restrictions in Batts Hill and Daneshill put more pressure on parking
- Cars park in front of and block driveways
- Parking on bends obstructs traffic flow and pavements blocked by vehicles
- Single yellow line ignored by parents
- Would like double yellow lines outside property to stop illegal parking
- How reliable is the hands up survey
- Would like parking attendants at school drop off / pick up
- No provision within application to improve road safety

- Another recent vehicle collision outside the school
- Traffic behaviour runs from extremes of very fast to traffic standstill
- Construction vehicles will further add to the existing congestion
- Accessible access un-segregated between vehicular traffic and pedestrians
- Poor management of recent development in terms of noise, disruption and working hours
- Arguable whether the extra facilities for additional students at the school is necessary and there may be viable alternatives
- Poor consultation prior to the application submission and no consultation with parents
- Constrained site not enough space to expand and would be contrary to Government Guidance
- School hall not adequate to accommodate the increase in pupils and contrary to Government guidelines and no proposal to improve the existing school buildings, amenities or infrastructure
- No clear details have been provided in respect of the future use of the hall space of the dining arrangements which need to be addressed now
- Staggering lunch times will impact upon their learning as will be hungry in the afternoon if eat earlier
- Not enough toilets
- Lack of provision for suitable drinking water facilities
- There will be overcrowding in some areas and stress affecting the well being of the children
- Removing the ICT suite will have adverse impact on learning
- No evidence of demand and doesn't help council with shortfall in pupil numbers as pupils are bussed in
- Lack of demand for additional Catholic school places
- Evidence that the demand is not as high as the proposed increase
- Does not meet the need for school places in Reigate and Merstham or Surrey
- A new school in a more suitable location to meet demand be far better
- If numbers not met have financial implications for the school
- The alterations to the reception classrooms will eat into the KS1 playground and with more pupils will result in less playground space
- This playground is also used for pick up which is already congested therefore more pupils and less space will make this worse.
- Two storey building will directly affect line of site and privacy. The second floor windows will look directly into property
- Contrary to Core Strategy and Local Plan policies in particular transport and urban open space

- Inability to hold collective worship or share lunch together
- Poor design and building not aesthetically
- Design different to the existing school buildings
- New building would cast a shadow on existing buildings
- Drainage concerns
- Health and safety concern due to children breathing in more car fumes as a result of the increase
- Loss of urban open space
- Reduction in the size of the MUGA

Support

- See no reason why building should not take place
- We need more places for children

PLANNING CONSIDERATIONS

- 12 The County Council as County Planning Authority has a duty under Section 38 (6) of the Planning and Compulsory Purchase Act 2004 to determine this application in accordance with the Development Plan unless material considerations indicate otherwise. Section 70(2) of the Town and Country Planning Act 1990 (as amended) (1990 Act) requires local planning authorities when determining planning applications to “have regard to (a) the provisions of the development plan, so far as material to the application, (b) any local finance considerations, so far as material to the application, and (c) any other material considerations”. At present in relation to this application the Development Plan consists of the Reigate and Banstead Borough Local Plan: Core Strategy 2014 and saved policies from the Reigate and Banstead Local Plan 2005.
- 13 The National Planning Policy Framework (NPPF) was adopted in March 2012. This document provides guidance to local planning authorities in producing local plans and in making decisions on planning applications. The NPPF is intended to make the planning system less complex and more accessible by summarising national guidance which replaces numerous planning policy statements and guidance notes, circulars and various letters to Chief Planning Officers. The document is based on the principle of the planning system making an important contribution to sustainable development, which is seen as achieving positive growth that strikes a balance between economic, social and environmental factors. The Development Plan remains the cornerstone of the planning system. Planning applications which comply with an up to date Development Plan should be approved. Refusal should only be on the basis of conflict with the Development Plan and other material considerations.
- 14 The NPPF states that policies in Local Plans should not be considered out of date simply because they were adopted prior to publication of the framework. However, the policies in the NPPF are material considerations which planning authorities should take into account. Due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies are to the policies in the Framework, the greater the weight they may be given).
- 15 In this case the main issues are the principle of the development in this location; the impact upon the design and visual amenity of the existing site and the surrounding area; and the

impact upon residential amenity. The highways implications, impacts on trees, archaeology and urban open space are all matters which will be given full consideration as well as sustainability.

PRINCIPLE AND NEED FOR THE DEVELOPMENT

National Planning Policy Framework 2012

Chapter 8 – Promoting healthy communities

- 16 The NPPF highlights that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. It continues by stating that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. It states that local planning authorities should *inter alia* give great weight to the need to create, expand or alter schools.
- 17 It is proposed to increase the schools capacity from a 2FE primary school to a 3FE primary school, increasing the pupils from 420 to 630 starting in September 2016. Reigate and Banstead is experiencing a significant increase in the demand for school places, reflecting both a significant rise in birth rates and increased house building and migration within the area. Births in the Borough in 2014 were 24.8% higher than births in 2002. A significant number of additional primary school places have been provided at a number of sites, reflecting of this demand and further growth is anticipated in the period up to 2022.
- 18 The specific planning area to which this application pertains (Redhill) provides 240 places per year in Reception Year, composed of the following:
- Lime Tree Primary School (offering 60 Reception places per annum);
 - St. Joseph's Catholic Primary School (offering 60 Reception places per annum);
 - St. Matthew's Church of England Primary School (offering 60 Reception places per annum);
 - Wray Common Primary School (offering 60 Reception places per annum).
- 19 In 2010, 182 first preference applications were received for these places, with this number having risen consistently across each year to 2015 intake, with the number of first preferences now lying at 248 for this group of schools. St Joseph's consistently receives more first preferences than it has space available.
- 20 All schools within the planning area are at (or close to) their stated capacity. There now exists a deficit between levels of demand and the number of available Reception places in this area which will continue to rise each year. The table below sets out the future demand projections. As can be seen from the table there is a sustained need for additional Infant places in the area. Whilst Surrey County Council is managing the immediate pressure for September 2015 in this and the wider area, via the delivery of a number of "bulge" year expansions, the need for permanent expansions will remain. A core component of this strategy is the expansion of St. Joseph's by a Form of Entry, which is the subject of this application and would reduce the above projected deficits by 30 places.

Year	Inf. PAN	Inf. Projection	Deficit	Jun. PAN	Jun. Projection	Deficit
2015/16	240	271	31	240	214	- 26

2016/17	240	292	52	240	282	42
2017/18	240	285	45	240	275	35
2018/19	240	289	49	240	282	42
2019/20	240	296	56	240	303	63
2020/21	240	301	61	240	300	60
2021/22	240	302	62	240	307	67
2022/23	240	304	64	240	313	73
2023/24	240	306	66	240	316	76
2024/25	240	308	68	240	317	77

21 St. Joseph's is located in the Redhill Deanery, which consists of three Catholic parishes. St. Joseph's principally serves the Redhill, Reigate and Merstham area (Parish of the Nativity of the Lord). To the north, the Sacred Heart Parish (Caterham, Whyteleafe and Godstone) is served by St. Francis Catholic Primary School, which is already being expanded to 2 forms of entry to meet increased demand for places from that area. Planning permission has been granted for that expansion. As there is no Catholic primary school in the Oxted or Warlingham area, parishioners there can apply to either St. Francis or St. Joseph's.

22 The School does not operate a defined catchment area as it gives priority to baptised Catholics. However children who are not of the Catholic faith are not precluded from attending the school and whilst it has a wider geographic range of intake, does still predominantly serve its local area (as shown in map contained with the Education Planning Statement submitted with the application). Baptismal numbers provide a reasonable indication of potential demand at the primary school entry point. These numbers for the Redhill Deanery are provided below:

Parish	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Nativity of the Lord (Redhill, Reigate, Merstham)	96	70	69	124	93	86	114	100	57	77
Caterham	43	51	47	59	49	43	53	67	75	73
Oxted & Warlingham	16	19	22	29	21	19	31	18	26	11
Total	155	140	138	212	163	148	198	185	158	161

23 The number of baptisms across the Deanery has typically exceeded the available Catholic PAN in the area (this being a combined total of 120 places). Even disregarding any potential intake from Oxted and Warlingham, the historic figures (which will likely be

increased by rising birth rates) indicate that there is sufficient local Catholic demand, combined with the local demand within this area to warrant a 1FE expansion of this school.

- 24 Officers consider that the applicant has demonstrated that there is a need for school places within this area both for catholic and local pupils alike. The site is located within the urban area and there is space for the development to be accommodated on this site. As such officers consider that the principle and the need for the development has been demonstrated and would accord with development plan policy in this regard.

DESIGN AND VISUAL AMENITY

National Planning Policy Framework (NPPF) 2012

Paragraph 17 - Core Planning Principles

Chapter 7 – Requiring Good Design

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS4 – Valued townscapes and the historic environment

Reigate and Banstead Borough Local Plan 2005

Policy Cf2 – Design and Layout of Community Facilities

- 25 The NPPF states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Chapter 7, paragraph 56 states that good design is a key aspect of sustainable development. Paragraph 64 goes on to say that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 26 Policy CS4 of the Core Strategy states that development should be of a high quality design which takes direction for the existing character of the area and reflects local distinctiveness. Local Plan Policy Cf2 requires proposals for community facilities to be of a scale and form which respect the local pattern of development and to be designed to a high standard complementing local character.
- 27 The proposed development comprises a number of different elements. The main component is the two storey detached teaching block located on part of the hard play / a grassed area between the rear of the school buildings and the MUGA. A small kitchen extension is proposed which would be located next to the west playground and attached to the existing kitchen. The proposal also involves formalising the existing staff parking which would allow for an additional 7 parking spaces increasing from 41 – 48. The reception play area facing the front of the school site would be levelled and canopies erected. A new access ramp is proposed to provide easier access to this part of the site and an accessible access is also proposed to the front of the site in the form of a new pathway. New cycle parking is also proposed.

Two storey building

- 28 The proposed two storey teaching block would measure a maximum width of 43m a maximum depth of 13m with a maximum height of 7.2m covering 803sqm (internal floorspace). The building would have a mono pitched roof and would be constructed of bricks with an area of coloured cladding at the entrance of the building. A glazed canopy would link this new building with the main school building. Given the levels on the site sloping down from the north west to the south east, the building would be set into the ground with a retaining wall surrounding it. Therefore it would appear single storey when viewed towards the north west.

- 29 Whilst this is a large building, officers consider that the development can be accommodated on this site. The location is the most practical in terms of minimising the amount of play area lost as a result of the building as well as integrating the old with the new. Officers acknowledge that this building is different to the main school building in terms of scale and appearance; however the carefully considered design coupled with the use of suitable materials would compliment this site and provide a modern and welcome addition to this school complex.
- 30 The proposed building would be set behind the main school building therefore would not be visible from the street scene resulting in a minimal impact when viewed from the surrounding area.

Kitchen extension / reception play / ramp and safe access

- 31 The small scale of the kitchen extension would result in a minimal impact on the existing school site and surrounding area. The alterations to the front of the site are also of a limited scale so would not detract from the design or visual amenity of the existing site or street scene.

Impact on the existing school facilities

- 32 Over 35 of the letters of representation have raised concern in terms of the pressure placed on the existing facilities as a result of the development and the adequacy of the facilities being proposed to meet the needs of the proposed increase in pupils. Objectors have stated that the proposal would be contrary to Government Guidance and would not comply with the recommended sizes for school halls and there would be a lack of toilet facilities also contrary to guidance. Concern has also been raised in terms of the lack of improvements to the existing school buildings, amenities and infrastructure.
- 33 Planning applications are primarily concerned with the use of land and whether that use meets spatial and environmental planning policies. As such the size and location of buildings are material planning considerations, but the internal arrangement of buildings, the use of space within a building and the relationship between the internal components and spaces of a building are not, unless there is some external impact. For example, the existence and positioning within a building of a music room might raise issues of noise generation or the arrangement of rooms within a building may determine the position of windows, and the buildings impact on privacy of adjoining property. Officers consider that the fitness for purpose of the development is a matter for the applicants' own internal design processes and standards. Where there are no material external impacts or conflicts with development plan policies, officers consider that the internal design and choice of facilities is not a material planning consideration in determining the planning application.
- 34 Nevertheless, the applicant's attention has been drawn to the comments made about the adequacy of the facilities being proposed, and has provided detailed comments on them, setting out why the relevant government design guidance (which is not part of planning policy and guidance) are considered to have been met. Officers are satisfied that the applicant has in fact taken these considerations into account.

Conclusion on design and visual amenity

- 35 Officers consider that the proposed two storey block would be the most practical location for the building in order to limit the impact on the existing site and the surrounding area such not to detract from design and visual amenity. The proposed single storey extension would be a modest addition integrating with the main school building as would the alterations to the front of the school site. Officers also consider that the applicant has shown that the existing school facilities can accommodate the increase in pupil numbers. Given the above officers consider that the proposal would accord with development plan policy in this regard.

HIGHWAYS AND TRAFFIC IMPLICATIONS

National Planning Policy Framework (NPPF) 2012

Chapter 4 – Promoting Sustainable Transport

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS17 – Travel options and accessibility

Reigate and Banstead Borough Local Plan 2005

Policy Cf2 – Design and Layout of Community Facilities

Policy Mo5 – Design of Roads within New Development

Policy Mo7 – Car Parking Strategy and Standards

- 36 Paragraph 32 of the NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment; safe and suitable access to the site can be achieved for all people. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. Paragraph 35 states that development should be located and designed where practical to create safe and secure layouts which minimise conflicts between traffic and pedestrians. Paragraph 36 states that a key tool to facilitate sustainable transport modes will be a Travel Plan and all development which generate significant amounts of movement should be required to provide a Travel Plan.
- 37 Policy CS17 states that sustainable transport choices should be facilitated by promoting walking and cycling as the preferred travel option for short journeys. Promote non-car travel and require the provision of travel plans and transport assessments for proposal which are likely to generate significant amounts of movement.
- 38 Local Plan Policy Cf2 states that the development of community facilities will normally be required to comply with the current standards for highway design, parking and service provision. Policy Mo5 requires that arrangements for access and circulation are appropriate to the type of development proposed and the area in which it is located and do not aggravate traffic congestion, accident potential or create environmental disturbance in the vicinity. Policy Mo7 states that the submission and approval of a Travel Plan may be secured through a planning condition.
- 39 The planning application was accompanied by a Transport Statement (TS), a transport Addendum and a Travel Plan. Transport Development Planning (TDP) were consulted on the application and provided the following detailed analysis of the information provided.

Modal Split

- 40 The Transport Statement indicates that only around 29% of the existing pupils live within 1km/14 minute walk of the school, 72% live more than 1km away, and 35% live more than 2km away. As a result, the school has a high car modal share, with a total of 67% of pupils travelling to school by car. Notably, a relatively high proportion of these pupils car share (36%), while 29% travel by car alone, and only 2% park and stride. A reasonably high proportion of pupils walk to school (21%), however public transport use is currently limited (5%) as is cycle/scooter use (0% cycle, 1% scooter). Applying the car modal shares to the additional 210 pupils will result in an additional 141 pupils travelling to school by car – 61 alone, 76 car sharing and 4 park and stride. This is a worst case scenario as it takes no account of siblings in the school or the successful implementation of the proposed mitigation measures and the School Travel Plan.

Parking Impact

40. Parking beat surveys have been undertaken and these indicate that there are a theoretical 44 legal parking spaces available on street within 350m of the school in the AM peak period, and 75 legal parking spaces available on street in the PM peak period. The difference in the number of spaces is down to the differing operation of single yellow line parking restrictions at these times. The parking surveys were carried out during the AM and PM school peak periods (07:30-09:15 and 14:00-17:00 hours respectively), at 15 minute intervals. During the AM peak period, the busiest 15 minutes was 08:45-09:00 hours, where 82% of parking spaces (36) within the surveyed roads were occupied, leaving a remaining 8 available within the study area. During the PM peak period, the busiest 15 minutes was 15:15-15:30, where 92% of spaces (69) were observed to be occupied, leaving a remaining 6 available. This suggests that there is sufficient capacity across the surrounding road network to accommodate current school parking demand within legal parking spaces.
41. However, the additional parking demand generated by the school expansion cannot all be accommodated on street. The TS indicates that up to 39 vehicles will need to be accommodated off street within local car parks. The school has an existing informal agreement with Donyngs Recreation Centre for parents to park within the overflow car park. Donyngs has capacity for 142 vehicles within the main car park, and 57 vehicles within the overflow car park. A car park accumulation survey was carried out to record the number of vehicles entering and exiting the car park between 08:30 and 09:15 hours, at 15 minute intervals. The results show that there were a minimum of 40 spaces vacant in the overflow car park on the day of the survey, and 58 vacant spaces within the main car park. Therefore, the additional parking demand can be accommodated within the overflow car park. It is understood that quite a few parents mentioned during the public consultation that they are members of the Recreation Centre, so some parents will also be able to park in the main car park. On this basis, the County Highway Authority (CHA) is satisfied that there is sufficient parking available off street to accommodate the additional pupil parking demand generated by the school expansion.
42. With regard to staff parking, using the existing modal share, the school expansion will lead to an estimated 12 FTE additional staff cars needing to be parked. Due to the topography of the site, the positioning of the multi-use games area and existing tree locations, it is only feasible to provide an additional 7 parking spaces on-site. However, staff are estimated to generate 43 FTE vehicles in total. The proposed on-site parking provision of 48 spaces should therefore be sufficient to accommodate the total anticipated FTE demand generated, with 5 spaces above anticipated FTE demand to cater for shift overlaps. Nevertheless, it is proposed to include staff mode of travel within the School Travel Plan, to further encourage a shift towards sustainable modes of transport including car sharing, and to minimise any impact on on-street parking due to staff.
43. It is worth noting that the parking impact assessment presents a robust worst case scenario, as a proportion of additional staff vehicles (five) have been assumed to park on-street, and the existing mode share has been used, i.e. no mitigation proposals have been considered. In reality, it is likely that the demand for pupil and staff parking due to the school expansion will be lower than predicted following the implementation of the proposed mitigation measures and the School Travel Plan.

Traffic Impact

44. Traffic surveys have been carried out at three different locations on Linkfield Lane. The highest traffic flow recorded in the AM peak hour (08:00-09:00) was 1,197 vehicles on the

section between Furzehill and Flint Close. In the PM school peak hour (15:00-16:00), the highest flow was 1,090 vehicles on the section between Batts Hill and the A25 roundabout, while in the network peak hour (17:00-18:00), the highest flow was 1,270 vehicles between Batts Hill and the A25 roundabout. The peak period traffic flows on these roads are low compared to the available theoretical capacity. The school expansion is expected to generate a maximum additional 105 pupil and staff vehicular trips in the AM school peak hour (08:00-09:00), and a maximum additional 79 additional vehicular trips in the PM school peak hour (14:30-15:30), compared to the current situation. Given the recorded existing traffic flows on the network, this level of additional traffic will have a negligible impact, and Linkfield Lane will continue to operate well within theoretical capacity following the school expansion.

45. The TS includes an analysis of existing queue lengths and queue duration for vehicles exiting Donyngs Recreation Centre Car Park and at the Batts Hill/Linkfield Lane junction, while the TS Addendum considers the impact of the school expansion on queuing at these junctions. At the Donyngs Car Park exit, in the AM peak period, the maximum increase in queue length due to the school expansion will be 11 vehicles at 09:00-09:05 hours, increasing the total queue length for cars turning right onto Linkfield Lane to 22 vehicles, but only for a 5 minute period. The associated queue duration was recorded to be only 15 seconds in the existing situation. The maximum existing queue duration recorded at the Car Park exit in the AM was 39 seconds at 08:45-08:50 hours. However, only 2 additional vehicles will be generated during this time period due to the expansion, therefore this increase would not be anticipated to significantly impact on queue duration.
46. In the PM peak period, the maximum increase in queue length due to the school expansion will be 5 vehicles at 15:30-15:35 hours, increasing the total queue length for cars turning right onto Linkfield Lane to 14 vehicles. The associated queue duration was recorded to be only 11 seconds in the existing situation. The maximum existing queue duration in the PM peak was recorded as 86 seconds but this was at 16:30 hours, so this is not expected to be impacted by the school expansion. The school expansion is also expected to exacerbate existing queue lengths on Batts Hill due to a decrease in gap seeking opportunities. However, a maximum of 2 additional vehicles are anticipated to be generated by the expansion during the periods when the maximum queue lengths were recorded. Queue durations associated with the maximum recorded queue lengths on Batts Hill are also comparatively low, with queue durations being recorded as under 15 seconds for both the AM and PM peak queue lengths.
47. In summary, it is clear that the additional traffic generated by the school expansion will increase existing queue lengths and queue durations at the Donyngs Car Park exit and Batts Hill/Linkfield Lane junction. However, the impact of the additional traffic on queuing will be negligible and confined to short periods during peak pick-up and drop-off times, and the impact will be less in the PM peak than in the AM peak.

Mitigation Measures

48. There are a number of specific measures that are proposed as part of the application to manage and mitigate the impact of parent and staff parking and travel to and from school. These are as follows:
 - Implement parking restrictions at the Batts Hill / Donyngs Car Park / Linkfield Lane junction to ensure visibility is maintained at all crossing points
 - Provide a segregated step-free pedestrian access to the school adjacent to the vehicle access

- Resurface the raised table on Linkfield Lane
- Repaint the Linkfield Lane zebra crossing markings
- Repair the footway surfacing adjacent to the zebra crossing
- Repair the uncontrolled crossing on Batts Hill
- Replace the existing School Crossing Patrol sign south of the zebra crossing with a flashing School Warning Sign
- Implement a "Walking Route", including coloured surfacing at the Batts Hill uncontrolled crossing and Donyngs Car Park access uncontrolled crossing
- Provide an additional 14 cycle parking spaces
- Implement a School Travel Plan

49. The School Travel Plan has a number of aspirations that go beyond these measures:

- To ensure that all parents park considerately at peak times
- To increase sustainable travel to and from the school
- To formalise and extend the Park and Stride agreement at Donyngs Car Park
- To investigate the provision of an additional Park and Stride site
- To monitor the number of pupils travelling to the school from the East on an annual basis
- To undertake a crossing audit to assess the requirement and feasibility of providing a School Crossing Patrol on Linkfield Lane

50. Given the limited availability of legal parking spaces in the roads surrounding the school, the proposal to formalise and extend the existing informal Park and Stride agreement at Donyngs Car Park should be looked into further. The Travel Plan therefore needs to focus in particular on promoting this Park and Stride facility to pupils and parents, as well as investigate the provision of an additional Park and Stride site in the vicinity of the school, to alleviate the demand on Linkfield Lane and reduce the number of vehicles using the Donyngs car park/Batts Hill/Linkfield Lane junction. The Travel Plan also needs to focus on staff mode of travel and introduce measures to encourage a shift towards sustainable modes of transport, including car sharing, in order to minimise any impact on on-street parking due to staff.

51. Officers consider that the highways implications of the proposed development can be controlled through the use of planning conditions to ensure that the proposed measures to mitigate the impacts of an increase in traffic movements are implemented. Officers consider that, subject to implementation of both the physical measures identified in para 48 and all the measures to reduce reliance on the car to which the Travel Plan aspires, the proposal would be acceptable from a highways perspective and would accord with development plan policy. Securing the park and stride arrangements at Donyngs and any measures for a replacement park and stride as a contingency against the loss of those facilities are considered to be an especially important element of the Travel Plan.

IMPACT ON RESIDENTIAL AMENITY

National Planning Policy Framework (NPPF) 2012 Core Principles

Chapter 11 Conserving and enhancing the natural environment

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS4 - Valued townscapes and the historic environment

Reigate and Banstead Borough Local Plan 2005

Policy Cf2 – Design and Layout of Community Facilities

52. The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. Paragraph 109 of chapter 11 states that the planning system should contribute to and enhance the natural and local environment by *inter alia* preventing both new and existing development from contributing to or being put a unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.
53. Policy CS4 of the Core Strategy states that development should be laid out and designed to make the best use of the site and its physical characteristics, whilst minimising the impact on surrounding properties and the environment. Saved Local Plan Policy Cf2 requires that to maintain and enhance the natural and built environment, development of community facilities meets a number of design and layout criteria, including that it does not adversely affect the amenities of adjoining properties and where necessary includes noise attenuation measures.

Overshadowing / overbearing / overlooking

54. The proposed two storey building would be located to the rear of the main school building directly in front of the existing MUGA. This building would measure a maximum height of 8m, however due to the slope of the land, it is proposed dig out the ground so the ground floor level is similar to that of the main school building therefore when viewed from the rear, the building appears single storey as only the first floor would be visible. The height when measured from the surrounding ground level when viewed from the rear would be 4.1m then rising to 5.1m due to the pitch of the roof, with an eaves height is 3.7m. The nearest residential properties to the proposed detached building are those located within Daneshill Close. The rear boundaries of these properties are located 50m from the development to the north west of the application site and a further 25m to the rear of the properties. As previously mentioned when viewed from these properties the building will in-fact appear single storey as due to the levels only the first floor will be visible from these dwellings. There is also good boundary screening in the form of vegetation as well as the MUGA in the intervening space. Given this, officers consider that the proposed development would not result in loss of light, loss of privacy or overbearance to these residential properties.
55. To the north east is Daneshill, the nearest residential property is located over 55m from the proposed development to their rear boundary. The position of the building to these properties would result in the side and part of the rear being visible from these dwellings. The good distance combined with the boundary treatment and presence of existing school buildings of two storey height being located nearer to these dwellings than the proposed building would ensure no loss of light, loss of privacy or overbearance.

56. This building would not be visible from the east, south or west given the location of the building centrally within the site, coupled with the screening from existing school buildings, location of neighbouring dwellings and good boundary treatment.
57. The playground alterations and access ramp would not adversely impact upon the residential amenities to the north east of the site (those fronting Linkfield Lane) given the nature of the development proposed in this location.
58. The car park alterations and amendments to the access arrangements would not result in an adverse impact upon residential amenity as would not be considerably different from the current situation.

Noise

59. Officers consider that the proposed development would involve two main forms of noise generation, firstly, the increase in the number of pupils at the site (intensity of use) and, secondly the potential increase in car movements as a result of the expansion. It is considered that the intensity in use of the site when viewed in context i.e. the site is an existing primary school and any noise would be centred on certain parts of the day namely before and after school and during lunch and break times. As such, given the intermittent noise generation and good boundary treatment in the form of vegetation and fencing, it is considered that the proposal would not have a detrimental impact on the amenities of neighbouring properties by virtue of the increase in pupils.
60. With regards to noise generation from vehicles, in order to discourage the use of the private vehicle the School Travel Plan submitted with the application suggests measures and targets in order to encourage other modes of transport i.e. walking, cycling etc. Officers therefore consider, given the requirements of the School Travel Plan, that any increase in private car usage could be managed so as not to result in a significant reduction in residential amenities by virtue of noise generation by car usage.

Conclusion on Residential Amenity

61. Officers consider that the proposed development would not adversely impact upon residential amenity in terms of loss of light, loss of privacy or overbearance given the location of the proposed building as well as the existing boundary treatment and separation distances to residential properties. Officers acknowledge that the increase in pupils will in turn increase the noise around certain times of the day however, officers do not consider that this would result in a significant reduction in residential amenity. Given the above officers consider that the proposal would accord with development plan policy in this regard.

TREES AND LANDSCAPING

National Planning Policy Framework (NPPF) 2012

Chapter 11 Conserving and enhancing the natural environment

Reigate and Banstead Borough Local Plan 2005

Policy Pc4 – Tree Protection

62. The NPPF states that planning permission should be refused for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development clearly outweigh the loss.
63. Policy Pc4 seeks to protect, conserve and enhance tree cover through the use of development control powers.

64. It is proposed to remove one tree as a result of the development. This is a semi-mature cherry tree located to the front of the main entrance to the school site. This tree needs to be removed to allow for the construction of the improved pedestrian access to the school. The County Arboricultural Manager was consulted on the proposed tree works and raised no objection to the removal of the cherry tree and advised that this is a minor tree within the wider treescape. He requested that replacement planting is undertaken to compensate for the loss. This will be secured by condition.
65. Part of the proposal would also involve pruning two trees, a Deodar located within the centre of the internal roundabout and a Wych Elm located on the corner of the existing car park. The Deodar would have its lower branches shortened to allow for the installation of protective fencing within the roundabout and the Wych Elm would have the subsidiary branches on the south side shortened to allow for 5m clearance above the driveway. The County Arboricultural Manager advised that there is minimal disturbance in terms of incursions into root protection areas, and this can be mitigated by supervised excavation with the appointed arboriculturist present. It is accepted there must be some minor pruning of retained trees to facilitate the installation of protective fencing on the roundabout and to provide clearance over a footpath. Conditions are recommended to ensure that the development is carried out in accordance with the submitted details particularly relating to tree protection measures.
66. Officers are satisfied that subject to conditions, the development would be acceptable in terms of the impact on the tree within the site and would accord with development plan policy in this regard.

URBAN OPEN LAND

National Planning Policy Framework (NPPF) 2012

Chapter 8 Promoting healthy communities

Reigate and Banstead Borough Local Plan 2005

Policy Pc6 – Urban Open Land

Policy Cf2 – Design and Layout of Community Facilities

67. The NPPF states that access to high quality open spaces can make an important contribution to the health and well-being of communities.
68. Policy Pc6 states that the Council will resist the loss of Urban Open Land as shown on the proposals map. Policy Pc6 states that proposals for ancillary buildings or replacements or extension of existing buildings within Urban Open Land will be considered against the appropriate design and layout policy, the construction that the area of Urban Open Land makes to the character and visual amenity of the locality and to the functioning of any essential social, community or educational use. Policy Cf2 contains design and layout criteria for community facilities including schools.
69. The character of the site is essentially that of a substantial existing school building set reasonably centrally in the grounds comprising playing fields, incidental and ancillary soft landscaped areas, including a number of mature trees and hard surfaces play, parking and circulation areas. The playing fields are at the rear of the site and not generally visible from public view points. They do however contribute to the private visual amenities of properties bordering them. Public views of the site are also severely constrained by the substantial elevation of the site above Linkfield Lane and the position of the existing school buildings.
70. The proposed development would cover approximately 500sqm in the centre of the site close to existing school buildings covering only a small additional building footprint when considered in the context of the entire school site. As only a small proportion of the Urban Open Land will be taken up by the development, it is not considered to be significant as to impact the integrity of the area. The proposal would not compromise the recreational, community, ecological or amenity value of the area. The application has been considered

against design criteria set out in policy Cf2 and officers consider that the proposal would accord with development plan policy in this regard.

SUSTAINABILITY

National Planning Policy Framework 2012

Chapter 10 Meeting the challenge of climate change, flooding and coastal change

Reigate and Banstead Local Plan: Core Strategy 2014

Policy CS11 – sustainable construction

71. Paragraph 93 of the NPPF states that Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development. It continues by stating that to support the move to a low carbon future, local planning authorities should *inter alia*; plan for new development in locations and ways which reduce greenhouse gas emissions; actively support energy efficiency improvements to existing buildings.
72. Policy CS11 states that relevant non-residential development of new or replacement buildings, or extensions to existing structures will be to a minimum of BREEAM 'very good'.
73. In support of the application, a BREEAM pre-assessment has been submitted which demonstrates that the proposed school could achieve 56.33% which falls within the BREEAM 'very good' category. The pre-assessment considers the following areas: management of the scheme; health and wellbeing; energy; transport; water; materials; waste; land use and ecology; pollution; innovation.
74. It is also proposed to install roof mounted photovoltaics on a small section of the roof of the proposed two storey building. These will be located in two rows comprising approximately 10 units per row. They will be positioned towards the rear of the roof slope and will be mounted on metal frames angled towards the south to maximise the energy potential.
75. In addition an Energy Efficiency report has been submitted with the application which states that the development will incorporate energy efficiency best practice measures in terms of glazing solar performance, heating, lighting, domestic hot water and ventilation.
76. Officers are satisfied that the proposed development would achieve a BREEAM 'very good' rating and that energy efficient measures will be used where possible. As such, officers are satisfied that the proposal would accord with development plan policy in this regard.

ARCHAEOLOGY

National Planning Policy Framework 2012

Chapter 12 Conserving and enhancing the historic environment

Reigate and Banstead Local Plan 2005

Policy Pc8 - Ancient Monuments, County Sites of Archaeological Importance and Areas of High Archaeological Potential

77. Paragraph 128 of the NPPF states that In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting; furthermore, where a site on which development is proposed includes or has the potential to include heritage assets

with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation

78. Local Plan Policy Pc8 states that where large scale developments occur outside know Areas of Archaeological Potential, the Council will require an Archaeological Assessment to be submitted, together with the planning application and may require an agreed scheme for investigation, monitoring and recording.
79. As the application site area measures over 0.4ha, a Desk Based Archaeological Assessment was submitted with the application. This concluded that a moderate number of Heritage Assets were identified during this assessment within the search area, although one find (sherds of 12-13th pottery), is recorded from the proposal area, when the land was in use as allotments. The general archaeological potential of this area may be considered to be moderate based on the number of archaeological finds, features and sites that lie within the search area.
80. The school was established on this site in the mid 20th century, and the subsequent extensions and development of a MUGA, did not have accompanying archaeological work. The recent geotechnical investigations have shown a degree of disturbance. Some landscaping/ terracing is likely to have taken place along the northern edge of the new school building site where it lies adjacent to the MUGA. The proposed development works will all have an impact on potential archaeological deposits
81. The report recommends that 'in view of the moderate archaeological potential, the limited overall area of disturbance (less than 0.1Ha) and the probable degree of earlier disturbance, it is recommended that no further archaeological investigation is required in connection with these proposal development works'.
82. The County Archaeologist was consulted on the application and advises that in view of the generally low archaeological potential demonstrated by the assessment and the fact that the proposals involve only a small part of the site, no further archaeological work is required as a consequence of this application.
83. Officers are satisfied that no further archaeological work is required and the development would therefore accord with development plan policy in this regard.

HUMAN RIGHTS IMPLICATIONS

84. The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.
85. In this case, the Officer's view is that while impacts on amenity caused by traffic movements at the start and end of the school day and noise from construction are acknowledged, the scale of such impacts are not considered sufficient to engage Article 8 or Article 1 of Protocol 1. Their impacts can be mitigated by conditions. As such, this proposal is not considered to interfere with any Convention right.

CONCLUSION

86. The scale, design and location of the proposed building would not adversely impact on the design or visual amenity of the existing site, as designated Urban Open Land, and would

integrate well within the surrounding area. The building whilst of a different architectural style and scale would compliment the existing school building and integrate the old with the new. The proposal would not be overly dominant when viewed in the street scene given its location set behind other school buildings.

- 87. Given the reasonable separation distances between the building and the neighbouring dwellings, there would be no adverse impact on the neighbouring properties as a result of the proposed building.
- 88. Planning and highways officers are satisfied that the submitted transport information is robust and that the proposed package of mitigation measures is a suitable and proportionate response to the potential traffic impacts identified.
- 89. The loss of one tree is considered acceptable and conditions are suggested to protect existing trees and provide replacement planting. There would be no archaeological implications as a result of the development. The sustainability target of BREEAM 'very good' would be achieved. Officers do not consider that the proposal would adversely impact upon the Urban Open Land or archaeology.
- 90. Given the above, Officers considers that the proposal would be acceptable and would accord with the NPPF and policies in the Reigate and Banstead Local Plan: Core Strategy 2014 and the Reigate and Banstead Borough Local Plan 2005. As such it is officers view that the proposal should be granted subject to relevant conditions.

RECOMMENDATION

That pursuant to Regulation 3 of the Town and County Planning General Regulations 1992, application no. **RE/15/00972/CON** be permitted subject to the following conditions.

Conditions:

- 1. The development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.
- 2. The development hereby approved shall be carried out in all respects strictly in accordance with the following plans/drawings:
 - DWG: NPS-DR-A-201 REV P1, Existing Site Plan dated 15.04.15
 - DWG: NPS-DR-A-202 REV P1, Existing Site Plan - Detail dated 15.04.15
 - DWG: NPS-DR-A-210 REV P1, Proposed Site Plan dated 15.04.15
 - DWG: NPS-DR-A-211 REV P2, Proposed Site Plan - Detail dated 15.04.15
 - DWG: NPS-DR-A-300 REV P1, Existing Floor Plans dated 15.04.15
 - DWG: NPS-DR-A-301 REV P0, Existing Roof Plan dated 15.04.15
 - DWG: NPS-DR-A-310 REV P1, Proposed floor Plans dated 15.04.15
 - DWG: NPS-DR-A-312 REV P0, Proposed Roof Plan dated 15.04.15
 - DWG: NPS-DR-A-400 REV P1, Propsoed Elevations New Building dated 24.04.15

DWG: NPS-DR-A-401 REV P0, Existing and Proposed Elevations Kitchen Extension dated 24.04.15

DWG: NPS-DR-A-500 REV P0, Site Sections dated 24.04.15

DWG: RL-PL-C 061 REV P1, Indicative Drainage layout dated 17.04.2015

3. The new building hereby permitted shall not be constructed above finished ground floor level unless and until details and samples of the materials to be used on the external surfaces of the development have first been submitted to and approved in writing by the County Planning Authority. Only the approved details shall be implemented.
4. The development hereby permitted shall not be occupied unless and until the proposed modified vehicular access and the proposed segregated pedestrian access to Linkfield Lane shall be constructed in accordance with the details as generally shown on drawing NPS-DR-A-211 Rev P2 and Section 6 and 7 of the Transport Statement.
5. The development hereby permitted shall not be occupied unless and until the proposed highway and pedestrian infrastructure improvements as generally listed in section 7.1.3 of the Transport Statement dated April 2015 have been implemented.
6. The development hereby permitted shall not be occupied unless and until the revised parking for 48 vehicles has been implemented in accordance with drawing NPS-DR-A-211 Rev P2 and thereafter retained and maintained for their designated purposes.
7. The proposed development shall be carried out in accordance with the Construction Traffic Management Plan submitted with the application.
8. The development hereby permitted shall not be occupied unless and until space has been laid out within the site in accordance with a scheme which has first been submitted to and approved in writing by the County Planning Authority, to provide secure and covered cycle parking, and thereafter the cycle parking shall be retained and maintained for its designated purpose.
9. The development hereby approved shall not be first occupied unless and until the Framework School Travel Plan has been updated and submitted to and approved in writing by the County Planning Authority. The submitted information shall comprise details of measures to promote sustainable modes of transport amongst pupils and staff, including ways of securing and extending the existing Park and Stride arrangements at Donyngs Car Park, the promotion of the proposed "Walking Route", the investigation of other Park and Stride sites, and the undertaking of a crossing audit as the school expands. The approved Travel Plan shall then be implemented upon first occupation of the development, and shall thereafter be maintained, monitored, reviewed and developed to the satisfaction of the County Planning Authority.
10. In carrying out the development hereby permitted, no construction activities shall take place except between the hours of 8.00 and 18.00 between Mondays and Fridays and between 8.00 and 13.00 on Saturdays. There shall be no working on Sundays or bank and public/national holidays.
11. During term time there shall be no construction vehicle movements to or from the site between the hours of 08.30am and 09.15am and 14.45pm and 15.30pm.

12. The proposed development shall be carried out in strict accordance with the Arboricultural Method Statement and Arboricultural Impacts Assessment submitted with the application.
13. Before any equipment, machinery or materials are brought onto the site for the purposes of carrying out the development hereby permitted, the tree protective fencing shall be erected in accordance with drawing Tree Protection Plan (DWG: TPP-01) within Appendix 4 of the Arboricultural Method Statement submitted with the application. The tree protective fencing shall remain in situ for the duration of the construction of the development hereby permitted. For the duration of works on the site no materials, plant or equipment shall be placed or stored within the protected area.
14. No excavation shall be carried out within the root protection area of tree T7 identified on drawing Tree Protection Plan (DWG: TPP-01) other than under the supervision of the applicant's Arboricultural Consultant.
15. The proposed replacement planting of 1x Tibetan Cherry (as shown on drawing TPP-01) shall take place no later than within the next available planting season (1st January to 28th February) after the first occupation of the building hereby permitted. Within 5 years, should this replacement tree be removed, uprooted, destroyed or die or become in the opinion of the County Planning Authority, seriously damaged, a replacement shall be planted of the same species and size and in the same location as that originally planted.

Reasons:

1. To comply with Section 91 (1)(a) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.
2. For the avoidance of doubt and in the interests of proper planning.
3. To ensure that the external appearance of the building is satisfactory in accordance with Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.
4. In order that the development does not prejudice highway safety nor cause inconvenience to other highway users in accordance with policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
5. In order that the development does not prejudice highway safety nor cause inconvenience to other highway users in accordance with policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
6. In order that the development does not prejudice highway safety nor cause inconvenience to other highway users in accordance with policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
7. In order that the development does not prejudice highway safety nor cause inconvenience to other highway users in accordance with policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005.
8. As required in recognition of Section 4 'Promoting Sustainable Transport' in the National Planning Policy Framework 2012.

9. As required in recognition of Section 4 'Promoting Sustainable Transport' in the National Planning Policy Framework 2012.
10. In the interests of residential amenity in accordance with Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.
11. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with policy CS17 of the Reigate and Banstead Local Plan: Core Strategy 2014 and policies Cf2, Mo5 and Mo7 of the Reigate and Banstead Borough Local Plan 2005
12. To ensure protection of the trees in accordance with Policy Pc4 of the Reigate and Banstead Borough Local Plan 2005.
13. To ensure protection of the trees in accordance with Policy Pc4 of the Reigate and Banstead Borough
14. To ensure protection of the trees in accordance with Policy Pc4 of the Reigate and Banstead Borough Local Plan 2005.
15. In the interests of visual amenity in accordance with Policy CS4 of the Reigate and Banstead Local Plan: Core Strategy 2014 and Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.

Informatives:

1. The attention of the applicant is drawn to the requirements of Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970 and to Building Bulletin 102 'Designing for disabled children and children with Special Educational Needs' published in 2008 on behalf of the Secretary of State for Children, Schools and Families, or any prescribed document replacing that note.
2. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.
3. The County Planning Authority confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.
4. The permission hereby granted shall not be construed as authority to carry out any works on the highway. The applicant is advised that prior approval must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, or verge to form a vehicle crossover or to install dropped kerbs. Please see: www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-crossovers-or-dropped-kerbs.
5. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

CONTACT

Alex Sanders

TEL. NO.

020 8541 9462

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

Government Guidance

The National Planning Policy Framework 2012

The Development Plan

The Reigate and Banstead Local Plan: Core Strategy 2014

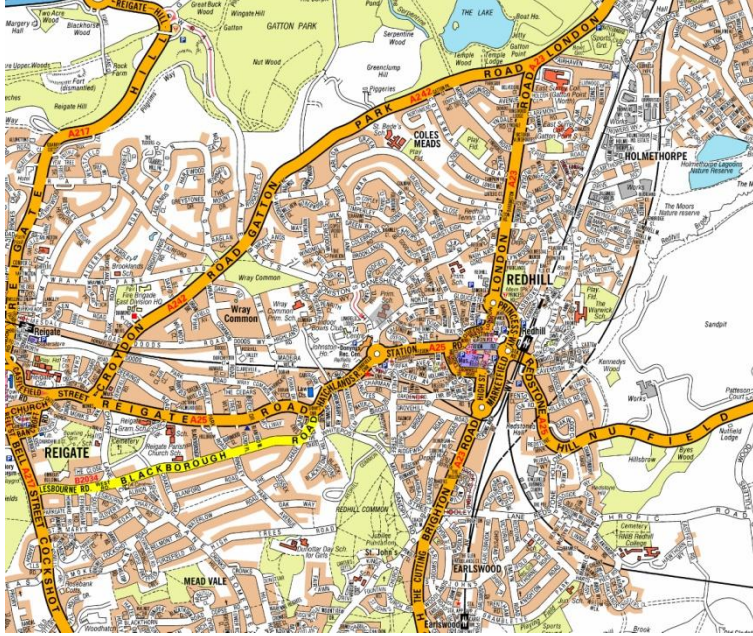
Reigate and Banstead Borough Local Plan 2005

Other Documents

Building Bulletin BB103 – Area Guidelines for mainstream schools, Education Funding Agency 2014.

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Site Location



Land at St Joseph's Catholic Primary School, Linkfield Lane, Redhill, Surrey RH1 1EA

Construction of new 2 storey teaching block and extension to school kitchen; associated external works comprising works to internal paths, ramps and retaining walls; provision of additional car and cycle parking; new outdoor play space and alterations to existing multi use games area.

Application No.: RE/15/00972/CON
 Electoral Division: Redhill West and Meadvale
 Grid Ref: 527382 150794

THIS PLAN IS FOR INDICATIVE PURPOSES ONLY – ALL BOUNDARIES ARE APPROXIMATE



Application Site Area

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2012-13 Aerial Photos

Aerial 1 : Land at St Joseph's Catholic Primary School



SURREY



Page 29



All boundaries are approximate

7

2012-13 Aerial Photos

Aerial 2 : Land at St Joseph's Catholic Primary School

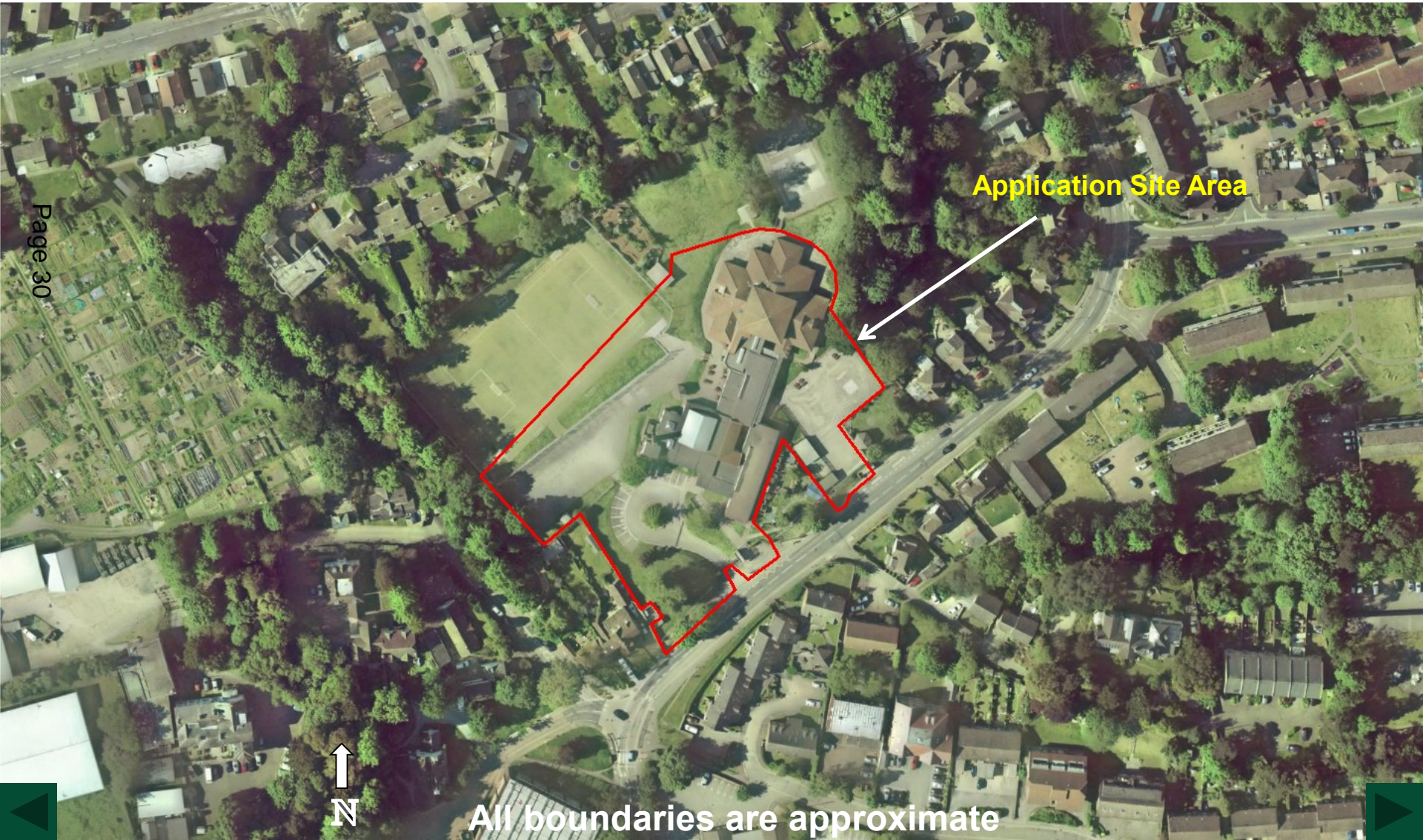


Figure 1 : View of the location of the proposed two storey building facing south west with existing car park behind



Figure 2 : View of the location of the proposed two story building facing north west with existing MUGA behind



Figure 3 : View of the location of the proposed two storey building facing north east with existing school hall to the rear and car park to the front



Figure 4 : View of the existing car park facing north east



Figure 5 : View of the location of the proposed kitchen extension facing south east



Figure 6 : View of the location of the reception play area alterations and proposed ramped access facing north west





Figure 7 : View of the existing playground with proposed reception play alterations and ramped access in the background facing north west



Figure 8 : View of the existing entrance and location of proposed accessible pedestrian route facing north west



TO: PLANNING & REGULATORY COMMITTEE

DATE: 30 JULY 2015

BY: PLANNING DEVELOPMENT CONTROL TEAM
MANAGER

DISTRICT(S) REIGATE AND BANSTEAD

ELECTORAL DIVISION(S):
Horley West

Mrs Hammond

PURPOSE: FOR INFORMATION

GRID REF: 525495 143342

TITLE: DECISION ON PLANNING APPEAL REF: APP/B3600/A/14/2215569

**LAND AT LOMOND EQUESTRIAN CENTRE, HORSEHILL, NORWOOD HILL, HORLEY,
SURREY, RH6 0HN**

SUMMARY REPORT

On 2 October 2013, the Planning & Regulatory Committee refused planning application Ref. RE12/02001 which sought permission to undertake “*engineering works to create cross-falls to improve land drainage and improve grazing at Lomond Equestrian Centre by stripping and stockpiling of existing topsoil, importation of up to 44,000 tonnes of inert soils, replacement of topsoil, seeding with agricultural grass seed mix, creation of a wildlife pond and formation of temporary site egress*”.

This report provides details of the outcome of an appeal against that decision.

RECOMMENDATION

It is recommended that the committee note the result of an appeal made by Ms Alexandra Gache against the resolution of Surrey County Council (SCC) not to grant planning permission Ref. RE12/02001 on 2 October 2013.

APPEAL CONTEXT

1. The appeal was made by Ms Alexandra Gache under section 78 of the Town and Country Planning Act 1990 against the resolution of Surrey County Council (SCC) not to grant planning permission Ref. RE12/02001 on 2 October 2013.
2. Planning application Ref. RE12/02001 sought permission to undertake *“engineering works to create cross-falls to improve land drainage and improve grazing at Lomond Equestrian Centre by stripping and stockpiling of existing topsoil, importation of up to 44,000 tonnes of inert soils, replacement of topsoil, seeding with agricultural grass seed mix, creation of a wildlife pond and formation of temporary site egress”*

This application was refused by SCC for the following reasons:

- I. The applicant has failed to demonstrate that the proposal would not prejudice the restoration of Patteson Court Landfill, Reigate Road Quarry, Oxted Sandpit, and Oxted Chalkpit contrary to Policy WD7 - Disposal by Landraising of the Surrey Waste Plan 2008, and therefore the proposal has the potential to adversely impact upon the satisfactory implementation of Policy MC17 - Restoring Mineral Workings of the Surrey Minerals Plan Core Strategy 2011.
- II. The applicant has failed to demonstrate why the waste to be used as part of the development proposed cannot be otherwise reused, recycled or processed, and that the proposal would facilitate a substantial improvement in the quality of the land contrary to Policy WD7 - Disposal by Landraising of the Surrey Waste Plan 2008.
- III. The proposal incorporates finished levels that are not considered compatible with the surrounding area, and the applicant has failed to include proposals for aftercare or securing long-term management of the restored site as part of the application contrary to Policy WD8 - Landraising Operations of the Surrey Waste Plan 2008.
- IV. The proposed landform would adversely affect the local landscape character and the wider landscape character contrary to Policy DC3 - General Considerations of the Surrey Waste Plan 2008.
- V. The proposal would lead to the introduction of slow moving heavy goods vehicles at a new egress point onto Horsehill where visibility is substandard and where the highway is characterised as a narrow rural lane, and the use of the proposed access would be prejudicial to the safety and free flow of traffic, and therefore the development would endanger and inconvenience other highway users contrary to Policy DC3 - General Considerations of the Surrey Waste Plan 2008, Policy MO5 - New Development of the Reigate and Banstead Borough Local Plan 2005, and the aims and objectives of the Surrey Transport Plan 2011 - 2026.
- VI. The applicant has failed to demonstrate factors that amount to very special circumstances which clearly outweigh the harm caused by the development to the Green Belt by reason of inappropriateness, and any other harm with regard to reasons 1, 2, 3, 4, and 5 above contrary to Policy CW6 - Development in the Green Belt of the Surrey Waste Plan 2008 and Policy CO1 - Openness of the Green Belt of the Reigate and Banstead Borough Local Plan 2005.

BACKGROUND TO APPEAL

3. The appeal site is situated within the Metropolitan Green Belt some 1.4km due west of Horley, about 2km north of Gatwick Airport, and approximately 4km south of Reigate. It

is located on the western side of the rural road Horse Hill, about 800m northwest of its junction with the A217 (Reigate Road), which also serves the principal access to Lomond Equestrian Centre and the proposed access to the appeal site. The proposed egress point from the appeal site is to be located further along Horse Hill towards the southwest.

4. The landholding associated with Lomond Equestrian Centre extends to some 17.5ha and includes stabling (for some 45 horses), a sand school, barns, a detached house and garden, and grazing land which measures some 13.3ha in total. The appeal site measures 3.9ha with its length and width being about 280m and 140m respectively. The area of the appeal site proposed to be raised amounts to approximately 29% of the equestrian centre's total grazing land. The centre currently has some 10 to 15 horses in livery.
5. In 2005 the Borough Council refused planning permission (Ref. 05/02257/F) for the re-contouring of land-levels to improve drainage and reduce flooding. This application was followed in 2007 by planning application Ref. 07/00840/F which again sought permission to re-contour levels to improve drainage and reduce flooding. The Borough Council also refused this application, but this decision was subsequently appealed to the Secretary of State. However this appeal (Ref. APP/L3625/A/08/2092696/NWF) was withdrawn by the appellant in 2009. The CPA understand that both planning applications Refs. 05/02257/F and 07/00840/F related to the appeal site.
6. The development which was the subject of application Ref. RE/P/12/02001 sought, in principle, planning permission for a similar development to that put forward to and refused by the Borough Council in 2005 and in 2007 respectively.
7. The appellant has explained that the field to be raised is located on land with very shallow gradients and highly impermeable clay soil and that for several months of the year it remains saturated with water and that these conditions do not allow grass to grow, which in turn severely reduces the annual grass yield of the equestrian centre. In addition to the lack of grass growth, the appellant asserts that these waterlogged conditions can lead to health complications for horses.
8. As a consequence of the these ground conditions the appellant has argued that Lomond Equestrian Centre is economically and functionally hampered and cannot reach its full potential in terms of providing access to and recreation in the Green Belt. Accordingly, the appellant seeks to raise the level of the field so as to create cross-falls that would remove surface water when saturated.
9. The proposed landraising is to be achieved through the importation and deposit of 44,000 tonnes of inert waste (some 22,000m³) by way of 4,720 HGV movements (2,360 HGV trips), the stripping of existing topsoil, spreading of the imported waste, replacement of stockpiled topsoil, and seeding with agricultural grass seed mix all over a period of 12-months.
10. In addition to the above land raising works the appellant will seek to create a new temporary egress track onto Horse Hill from the south eastern corner of the field. This would involve the further importation and deposit, and subsequent removal, of some 400m³ of inert waste material by way of an additional 160 HGV movements (80 HGV trips) before any land raising works commence.

THE APPEAL

11. Following consideration of Surrey County Council's and the applicant's respective Statements of Case in relation to the development proposed the Planning Inspectorate, on behalf of the Secretary of State for Communities and Local Government, determined

that the appeal should be allowed and that planning permission should be granted for the proposed engineering works.

12. The main issues in respect of the development, as considered by the Planning Inspector, were:
- a) Whether the proposed development would represent inappropriate development in the Green Belt;
 - b) Its effect on the landscape;
 - c) Its effect on the safety and convenience of highway users;
 - d) Whether the proposed development would accord with the principles of sustainable waste management; and
 - e) If the development would be inappropriate in the Green Belt (issue (a) above), whether the harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations so as to amount to the very special circumstances required to justify the development.

Whether the proposed development would represent inappropriate development in the Green Belt

13. The Inspector concurred with the views of the Council that the engineering operations proposed to be undertaken on the site, including the use of plant, temporary buildings and the transport of materials by lorries, together with the construction and eventual removal of a temporary haul road and egress onto Horse Hill, would affect the openness of the Green Belt for the duration of the works. However, it was also concluded that some control over these matters could be exercised through planning conditions, and the affect on openness would not be permanent. Indeed the Inspector resolved that they would be relatively short-term in the context of the generality of mineral and waste developments.
14. Accordingly the Inspector concluded in respect of the first issue that, by virtue of the engineering phase only, the proposed development would represent inappropriate development in the Green Belt. As the National Planning Policy Framework makes clear, this is by definition harmful to the Green Belt and should not be approved except in very special circumstances.

Its effect on the landscape

15. Similarly the Inspector agreed with the Council that while the works were in progress the site, including the haul road to the egress onto Horse Hill, would be a more prominent and alien feature in the landscape. The presence of plant, temporary buildings and so on would add to the visual impact even with controls by condition as indicated above. However, it was resolved that this impact would be temporary and relatively short-term.
16. The appeal scheme did not include details of aftercare and long-term management of the site as required by Policy WD8 of the Surrey Waste Plan 2008 and SCC's preference for such matters to be determined in advance of a decision on the overall proposal, rather than through planning conditions was noted by the Inspectorate. However, the Inspector did not consider that it was impossible to achieve an appropriate scheme that could be secured and controlled through conditions including the need to include a requirement to remove the temporary egress road and to restore the land to its original condition.

17. Consequently the Inspector concluded on this issue that the proposed development would not materially harm the landscape or conflict in this respect with Policy DC3 (general considerations) of the Surrey Waste Plan 2008 permanently, but there would be harm and conflict with the policy in the short term.

Its effect on the safety and convenience of highway users

18. The Inspector recognised that Horse Hill is a minor road connecting to the A217 and that it has a reasonable alignment and in the vicinity of the site this alignment is between 5.65m and 6.15m wide with grass verges to either side. The Inspector considered this sufficient for two HGVs to pass.
19. The speed limit of Horse Hill is 40mph, but a survey carried out in 2009 in connection with the then-proposed exploratory well-site to the north indicates actual 85th percentile wet weather speeds around 47mph both ways. While this was in a different location and some 6 years ago, the Inspector asserted that there is nothing to suggest that this measurement is not indicative of speeds in the vicinity of this site now. SCC argued that for such speeds visibility of 120m each way would be required and that the stopping sight distance is similar.
20. At the existing access to the equestrian centre, visibility to the north is well in excess of the above requirement but to the south it is significantly limited by the road alignment and the nearside boundary and vegetation. However, having regard to the fact that this would be used for entry only, and that improvement to turning radii could be secured through a planning condition, the Inspector concluded that the use of this access would not pose a significant risk to road users.
21. Egress would be via the proposed temporary track and exit some 140m to the south of the existing site access. Here visibility to the right (south-east) for traffic approaching on the nearside is well in excess of the minimum. To the north-west there is a slight bend in the road and SCC has measured visibility along the nearside edge of the carriageway at 65-70m. In the case of vehicles approaching from the left (north-west) this approximates to the centre line of the road. The Inspector saw that the visibility to here is some 140m and that there are glimpses of approaching vehicles before this. However, the Inspector recognised that HGVs pulling away from the egress would accelerate slowly. Accordingly, the Inspector concluded that measures to minimise risk by securing provision of warning signs on the highway, visibility splays, geometry to permit exit to the south-east only and facilities to prevent the creation of a dangerous surface on the road through the deposit of mud etc could be secured through planning conditions.
22. Consequently, the Inspector concluded on this issue that the proposed development would not cause unacceptable harm to the safety and convenience of highway users and that it would therefore accord with Policy DC3 (*general considerations*) of the Surrey Waste Plan 2008 and Policy Mo5 (*design of roads within new development*) of the Reigate and Banstead Borough Local Plan 2005.

Whether the proposed development would accord with the principles of sustainable waste management

23. The originally identified source of fill material for this development was from a flood alleviation scheme at Gatwick Airport. Whether such material would have fallen within the statutory definition of 'waste' is a matter of law and the Inspector agreed with SCC that it did.

24. Further, SCC argued that 'disposal' is defined in the Waste Framework Directive 2008 (WFD) as the disposal or permanent storage on land with such operations being primarily aimed at getting rid of waste. However, the Inspector considered that the primary purpose of the development is 'to create cross-falls and improve land drainage' and that it follows that the deposit or permanent storage of the waste used for this purpose would be a secondary benefit. The Inspector also considered that the only alternative to the use of waste for the purpose proposed seems to be use of material from a natural or primary resource. Thus it was concluded that the result of the proposed development would be replacement of material from a natural or primary resource which, according to the Inspector, brings the operation within the WFD definition of 'recovery' rather than 'disposal'. The Inspector also noted that it would also represent re-use of the material, which is further up the waste hierarchy than disposal.
25. The Inspector noted that the description of the development in the application refers to filling with 'inert soils' and that this loose definition understandably concerned SCC in respect of the nature of the material to be used. However, the Inspector considered that the use of appropriate imported material could be secured by a condition together with a further provision for sampling on request by SCC and that enforcement of such a condition would not necessitate a constant on-site presence by SCC. The Inspector also considered that a further condition to secure proper management of soils would be required to make the development acceptable.
26. SCC expressed concern that the proposed development would prejudice the restoration of mineral workings which have in a number of cases fallen behind timetables because of a shortage of suitable materials. However, the Inspector acknowledged that mineral operators also attribute this shortage to a number of other factors including the depressed economic situation, an increase in the diversion of waste from landfill, and an increase in the number of aggregate recycling facilities. The National Planning Policy Framework seeks the reclamation of worked land at the earliest opportunity. This is reflected in Policy WD7 (*disposal by landfilling, landraising, engineering or other operations*) of the Surrey Waste Plan 2008 and Policy MC17 (*restoring mineral workings*) of the Surrey Minerals Plan Core Strategy 2011, to which the Inspector afforded full weight. The Inspector also recognised the environmental costs of delays in mineral site restoration. However, this recognition was balanced against the relatively modest volume of material involved in the proposal. SCC refers in its first reason for refusal only to a 'potential' impact on the satisfactory implementation of Policy MC17. However, the Inspector asserted that it had not provided evidence that use of material for this scheme, as opposed to other reasons impeding restoration of mineral sites, would cause significant actual harm to the restoration of mineral workings.
27. Accordingly, the Inspector concluded on this issue that the proposed development would accord with the principles of sustainable waste management and in turn Policy WD7 of the Surrey Waste Plan 2008 as it would entail reuse of the waste, facilitate a substantial improvement in the quality of land and has not been demonstrated to prejudice the satisfactory restoration of mineral working sites in the locality. In respect of Policy MC17 the Inspector noted that this policy relates expressly to proposals for mineral working and that this is not what is proposed here so there would be no conflict with this policy.

If the development would be inappropriate in the Green Belt, whether the harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations so as to amount to the very special circumstances required to justify the development

28. According to the Inspector the main benefits of the scheme would accrue from improved drainage of the site. In this respect the Inspector noted that the site - particularly the more level southern (bottom) half - is in poor condition, being waterlogged and effectively unusable for grazing in winter. SCC accepted that raising the level as proposed may be the only satisfactory way in which the field drainage can be improved, and no alternative means has been suggested. It was also acknowledged by SCC that that the proposal involves the minimum volume of material necessary.
29. SCC argued that the Equestrian Centre has been operating successfully in the Green Belt for some years and that it provides access to and recreational opportunities in the Green Belt, including a Riding for the Disabled group, and therefore there was no demonstrable need to improve facilities as proposed. However, the Inspector asserted that improved grazing on the appeal site might not be essential to the continued operation of the enterprise, but it would increase the number of horses that can be kept. Consequently, the Inspector was in no doubt that the development would help the equestrian centre to secure its viability and hence the public benefits it offers.
30. The Inspector resolved that the harm identified in relation to the proposal would be limited in degree and, particularly, would all be temporary. After the engineering phase there would be no material harm, including by inappropriateness in the Green Belt. Accordingly, it was concluded that the temporary harm is clearly outweighed by limited but permanent benefits of the proposed development so as to amount to the very special circumstances required to justify the development in accordance with Policy CW6 of the Surrey Waste Plan 2008.

CONCLUSIONS:

31. Although the Planning Inspectorate resolved to overturn the decision of SCC to refuse planning permission for the development proposed at Lomond Equestrian Centre it should be noted that it concurred with SCC's consideration that engineering operations including the use of plant, temporary buildings and the transport of materials by HGVs does adversely affect openness and therefore amounts to inappropriate development in the Green Belt. This harm, together with the development's visual and landscape implications, was considered to be temporary by the Inspectorate and therefore capable of being mitigated by the imposition of planning conditions. Similarly, in respect of SCC's concerns about the development's impact on the local highway network the Inspectorate concluded that measures to minimise risk by securing provision of warning signs on the highway, visibility splays, geometry to permit exit to the south-east only and facilities to prevent the creation of a dangerous surface on the road through the deposit of mud etc. could be secured through planning conditions and would not therefore cause unacceptable harm to the safety and convenience of highway users. Despite SCC's misgivings about the nature, quality and volume of material to be used to facilitate the development the Inspectorate concluded that the proposal, subject to conditions, would bring about a substantial improvement in the quality of the appeal site by way of improved grazing which would in turn help to secure the equestrian centre's viability in the future and the public benefits it offers to disabled horse riders.

Financial and value for money implications

None.

Equalities and Diversity Implications

The decision being reported to the Members of SCC's Planning and Regulatory Committee by way of this report was taken by the Planning Inspectorate on behalf of the Secretary of State for Communities and Local Government in accordance with s79 of the Town and Country Planning Act 1990.

Risk Management Implications

None

Contact Officer

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Background papers: None.

TO: PLANNING & REGULATORY COMMITTEE **DATE:** 30 July 2015

BY: PLANNING DEVELOPMENT TEAM MANAGER

DISTRICT(S) WOKING BOROUGH COUNCIL **ELECTORAL DIVISION(S):**

Woking South

Mr Forster

PURPOSE: FOR DECISION **GRID REF:** 500072 156602

TITLE: SURREY COUNTY COUNCIL PROPOSAL WO2015/0550

SUMMARY REPORT

Land at Westfield Primary School, Bonsey Lane, Westfield, Woking, Surrey GU22 9PR

Installation of modular classroom block comprising three classrooms, and associated plant, circulation and WCs.

Westfield School lies within the Urban Area of Woking and is currently expanding from a 1FE Primary School (with capacity for 210 pupils) to a 2FE Primary School (with a capacity of 420 pupils) through re-utilisation of parts of the building previously occupied by Surrey Arts (planning permission WO2013/1090). In addition due to demand for school places in the area the school have taken a further additional 30 pupils as part of a bulge class each year for the past three years i.e., KS1 currently accommodates 3 classes per year (90 pupils in reception, year 1 and year 2) and KS2 accommodates one class per year (30 pupils in year 3, 4, 5, and 6). There are therefore currently 373 pupils on roll at the school with 1FE in year 6 and year 5 and 1 bulge class in Reception year with the total pupil numbers at the school being 390.

This current expansion is to allow the admission of up to 30 additional reception pupils in September 2015, 2016 and 2017 with these groups remaining at the school until they leave the school following year 6. The total number of additional pupils in each year will not exceed 30 as part of this planning application.

To support the admission of the additional temporary bulge classes, this application is for 3 additional classroom spaces with associated storage, cloaks, toilet's and plant space. Though this application is for a temporary expansion the building proposed has been designed to cater for potential expansion beyond 2017 by positioning the building to allow for a future extension and in particular to support a first floor. Any such future retention of the building or extension would be the subject of a further separate planning application.

The application was publicised by the posting of a site notice and a total of 122 owner/occupiers of neighbouring properties were directly notified by letter. 6 letters have been received as a result of this publicity and these raise issues largely relating to traffic which are summarised in the report. Woking Borough Council and Transportation Development Planning were consulted on the applications and both have no objections to it.

As the site lies within the urban area there is no objection to the proposal in principle subject to a need for it being demonstrated and the details of the proposal being acceptable. The applicant has submitted a detailed statement which demonstrates that there is a need for additional school places within the area of the school and the expansion of Westfield for 1 form of entry through the use of temporary accommodation meets that need in the most effective way. Officers consider that the proposed design and siting of the building is acceptable and it will not have any adverse impact on residential dwellings or the neighbouring Nature Conservation/River corridor. Though a tree will be lost to accommodate the building this is of no particular merit and can be replaced elsewhere on the site.

Finally the highways implications of the proposals have been assessed in detail and Transportation Development Control conclude that the school already creates some problems for existing highway network users at peak periods during school term times. The applicants have proven that the existing road is acceptable in respect of catering for the increased capacity and whilst the additional traffic during peak times will have some impact officers consider that given its short timescale and degree of increase this will not give rise to any sustainable loss of residential amenity to the occupiers of residential dwellings affected. It is acknowledged that the highway problems caused by the proposal will not be tackled comprehensively by the mitigation measures suggested by the applicant in this case and further congestion/queuing is likely. However, given the location of the school towards the end of a cul de sac, with a no through road, the likely impact on the wider highway network is relatively small, with the major impact being along Bonsey Lane itself predominantly affecting those who visit the school itself. Officers therefore conclude that the highways implications of the proposal are acceptable.

The recommendation is to permit the application subject to conditions.

APPLICATION DETAILS

Applicant

Estates Planning and Management

Date application valid

22 April 2015

Period for Determination

17 June 2015

Amending Documents

Amended Interim Travel Plan received 8th June 2015

SUMMARY OF PLANNING ISSUES

The table overleaf identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

Issue	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
<i>Principle of Proposed Development</i>	YES	23 - 26
Need For The Proposed Building	YES	27 - 33
<i>Design and Visual Amenity</i>	YES	34 - 35
Impact on Residential Amenity	YES	36 - 37
Trees	YES	38 - 39
<i>Nature Conservation/River Corridor</i>	YES	40 - 41
Highways Implications	YES	42 - 57

Site Plan

Plan

Aerial Photographs

Aerial

Site Photographs

Figure 1 Existing rear elevation of school in vicinity of application site

Figure 2 Application site looking south showing tree to be removed

Figure 3 Southern boundary of school in vicinity of site of proposed building

BACKGROUND

Site Description

- 1 Westfield Primary School occupies a site extending to 3.5 hectares and lies to the south of Woking Town Centre. The majority of the site lies within the Urban Area as identified on the Woking Borough Local Plan but a part of the playing fields is within Green Belt. Vehicular access to the site is via Bonsey Lane and Hoebrook Close. There are an extensive number of buildings on the site, the majority of which are two storey, comprising some 2522 sq.m. of floorspace. The school buildings are located on the northeast corner of the site and they have extensive areas of hard surfaced areas around them used both as play areas and parking. To the west and south there are grassed playing fields. Buildings at the western end of the site formerly in school use are occupied by Surrey Arts, part of the County's Adult and Community Learning Services.
- 2 The eastern boundary of the site is adjacent to Westfield Common Open Space which in part is designated Common Land and a Site of Nature Conservation Importance. The western boundary of the site abuts a River Corridor (Hoe Stream) and the majority of the site is identified by The Environment Agency as land at risk of flooding (the site falls within the *moderate risk* category – Flood Zone 2), however the site of this application is outside of the Flood Zone. The site also lies within 400m to 5km of the Thames Basin Heaths Special Protection Area within which no net new residential development will be permitted without suitable mitigation measures (the provisions do not apply to proposals other than residential).
- 3 There are a number of existing trees within the site and along its boundary including one lime tree in the vicinity of this proposal (which would need to be removed). The site abuts residential dwellings to the north and south.

Planning History

- 4 There has been a school on this site since 1927. In the early 1990s part of the school playing fields to the north were deemed surplus to requirements and were sold off for housing development (dwellings in Hoebrook Close). The western part of the site is occupied by the Woking Adult Learning Centre and was converted to adult education use in the 1980s but this did not require planning permission as the two uses were in the same Use Class.

- 5 Surrey Arts has occupied a part of the existing school building (and up to recently a demountable building on the site frontage) for a number of years. That use currently comprises office use and exists without planning permission but has become established as a separate use on the site.
- 6 Planning permission was granted under reference WO11/0560 on 20th July 2011 for the installation of a demountable classroom unit comprising single classroom and ancillary toilets and storage for a temporary period of five years, and associated external works.
- 7 A Travel Plan required in accordance with condition 3 of planning permission ref WO11/0560 was approved under reference WO11/05603 in January 2012
- 8 Planning permission was granted under reference WO2013/1090 in December 2013 for (1) Change of use of parts of existing building (part of first floor and `The Wardrobe` on frontage) currently occupied by Surrey Arts to school use (Class D1); (2) permanent retention of existing demountable classroom unit without compliance with Condition 2 of planning permission ref: WO11/0560; and (3) above enabling school to increase from 1 form of entry to 2 forms of entry.

THE PROPOSAL

- 9 Westfield School lies within the Urban Area of Woking and is currently expanding from a 1FE primary School (with capacity for 210 pupils) to a 2FE school (with a capacity of 420 pupils) through re-utilisation of parts of the building previously occupied by Surrey Arts (planning permission WO2013/1090). In addition due to demand for school places in the area the school have taken a further additional 30 pupils as part of a bulge class each year for the past three years i.e., KS1 currently accommodates 3 classes per year (90 pupils in reception, year 1 and year 2) and KS2 accommodates one class per year (30 pupils in year 3, 4, 5, and 6). There are therefore currently 373 pupils on roll at the school with 1FE in year 6 and year 5 and 1 bulge class in Reception year with the total pupil numbers at the school being 390. The school currently provides 420 places, 60 places per year, and the expansion will admit up to 30 additional reception pupils in September 2015, 2016 and 2017 these groups will remain at the school until they leave the school following year 6. The total number of additional pupils in each year will not exceed 30 as part of this planning application.
- 10 To support the admission of the additional bulge classes, the school requires 3 additional classroom spaces with associated storage, cloaks, toilet's and plant space. Though this application is for a temporary expansion the building proposed has been designed to cater for potential expansion beyond 2016 by positioning the building to allow for a future extension and in particular to support a first floor. Any such future extension would be the subject of a further separate planning application.
- 11 The proposed scheme is for a new single storey modular building with overall dimension of 28.7m by 10.9m and 3.6m high under a flat roof. This building would provide three classrooms, associated cloaks, toilets and plant facilities. The building would have its external elevations clad in brick with aluminium doors and windows.
- 12 The building would be located to the south of the playground on the grassed area in the vicinity of the existing play equipment and safety surface. The relocation of both apparatus and surface will be completed prior to construction. An existing lime tree in this location would require to be

removed. The proposed building will be a bespoke linear triple classroom configuration based on the specification for permanent modular construction. The classrooms are to be arranged facing the playground with direct access from the classroom on to the playground

- 13 A Transportation Assessment has been submitted with the proposal which examines the highways implications. There is no planned increase in parking area at the school in association with this expansion however the entrance to the school and the Adult Education Centre adjacent have been expanded to be a two lane entrance/exit and the existing parking on the two sites combined is 127 spaces.

CONSULTATIONS AND PUBLICITY

District Council

- 14 Woking Borough No objection

Consultees (Statutory and Non-Statutory)

- 15 Transportation Development Planning No objection subject to conditions

Summary of publicity undertaken and key issues raised by public

- 16 The application was publicised by the posting of a site notice and a total of 122 owner/occupiers of neighbouring properties were directly notified by letter. 6 letters have been received as a result of this publicity and these raise the following issues:
1. The proposal needs to be assessed as a permanent one
 2. Traffic will increase in what is already a congested road during school peak times
 3. The access road is a cul-de-sac which is relatively narrow in nature
 4. Unlike most schools there is only one way to approach the school
 5. A drop off point should be created within the school
 6. Problems are exacerbated with visitors using the school parking in the access road
 7. Access along the road for emergency vehicles or care workers can be difficult at times
 8. Could traffic calming measures be considered as the speed of vehicles in Bonsey lane can be excessive
 9. Parents dropping off children park inconsiderately and frequently block residents drives
 10. Parking at drop off times is not monitored by the school but should be
 11. There have been accidents in the road caused by inconsiderate parking by parents at the school
 12. Parking in the adult education centre is not used as much as it should be as its further down the congested road which discourages parents

13. A multi-agency approach will be required to address the traffic problems which would include parking restrictions, road widening and better dropping off within the school
14. Parents cars also sometimes straddle the kerbs which makes access with pushchairs or wheelchairs problematic

PLANNING CONSIDERATIONS

The Development Plan

- 17 Section 70(2) of the Town and Country Planning Act 1990 (as amended) (1990 Act) requires local planning authorities when determining planning applications to “have regard to (a) the provisions of the development plan, so far as material to the application, (b) any local finance considerations, so far as material to the application, and (c) any other material considerations
- 18 Section 70(2) of the 1990 Act must be read together with Section 38(6) of the Planning and Compulsory Purchase Act 2004 (2004 Act), which provides that: “If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”
- 19 The Development Plan consists of Woking Borough Council’s Core Strategy and the saved policies of the Woking Borough Local Plan 1999.
- 20 The National Planning Policy Framework (NPPF) was adopted in March 2012. This document provides guidance to local planning authorities in producing local plans and in making decisions on planning applications. The NPPF is intended to make the planning system less complex and more accessible by summarising national guidance, which replaces numerous planning policy statements and guidance notes, circulars and various letters to Chief Planning Officers. The document is based on the principle of the planning system making an important contribution to sustainable development, which is seen as achieving positive growth that strikes a balance between economic, social and environmental factors. The Development Plan remains the cornerstone of the planning system. Planning applications which comply with an up to date Development Plan should be approved. Refusal should only be on the basis of conflict with the Development Plan and other material considerations.
- 21 The NPPF states that policies in Local Plans should not be considered out of date simply because they were adopted prior to publication of the framework. However, the policies in the NPPF are material considerations which planning authorities should take into account. Due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies are to the policies in the Framework, the greater the weight they may be given).
- 22 The main issues for consideration in this case are whether the proposed building is appropriate to the site in terms of location and appearance and loss of an existing tree and whether the highways implications of the increase in the number of pupils at this school is acceptable having regard to planning policies.

PRINCIPLE OF PROPOSED DEVELOPMENT

Woking Core Strategy October 2012

Policy CS18 Transport and Accessibility

Policy CS19 Social and Community Infrastructure

Woking Borough Local Plan 1999

Policy GRB1 - Green Belt

Policy CUS1 - Provision of Community Facilities

Policy CUS7 - Schools

- 23 Both Policy CS18 and Policy CS19 in the Woking Core Strategy encourage the location of new development, and specifically school related development within Urban Areas served by a range of sustainable transport modes. Policy CUS1 of the local plan encourages the provision of community facilities in appropriate locations where there is an identified need. Policy CUS7 encourages the expansion of schools facilities on existing sites provided that certain criteria are met (see paragraph 25 below)
- 24 The majority of this school site lies within the Urban Area of Woking with a small part of the playing fields to the west being within the Green Belt. The part of the site upon which the proposed building is located is within the Urban Area. As the proposed building is sited within the urban area close to the existing building Green Belt Policy is not prejudiced in this case. In accordance with Policy CUS1 the need for this building has been demonstrated by the applicant and is set out in the following section of this report.
- 25 Having regard to the criteria contained in Policy CUS7, a summary of the assessment of these is set out in the following sections of the report namely,
- That proposals meet the environmental policies of the Plan (see paragraphs 34 – 41 below)
 - The existing road network is capable of absorbing the increase in traffic generated (see paragraphs 42 - 57 below)
 - Adequate provision is made for stopping and parking on site (the existing on site provision remains unchanged and it has been demonstrated that there is adequate on-street capacity - see paragraph 49 below)
 - Adequate provision is retained for outdoor recreational and amenity space (the site has a large area of playing fields and open space to the south of the site which remains unchanged in this proposal)
 - There would not be any adverse impact on local residents (see paragraph 36 – 37 below)
 - Proposals meet the provisions of Policy CUS1 in respect of need (see paragraphs 27 - 33 below)

26 In conclusion officers consider that the criteria of this policy have been met and that this proposal can be considered acceptable in principle having regard to this and the other policies within the development plan.

NEED FOR THE PROPOSED BUILDING

Woking Borough Local Plan 1999

Policy CUS1 - Provision of Community Facilities

27 Policy CUS1 of the local plan encourages the provision of community facilities in appropriate locations where there is an identified need. The applicant has submitted an educational needs statement with this application which states that despite numerous

primary expansions in the Borough of Woking, demand for Reception places has exceeded the published admission number which represents the total number of available school places in the year group of entry. This proposal is part of a strategic response to this increase in demand.

28 Since parents have the right to express a preference for any school and it may not be the school that is most local to where they live, when looking at school expansions and providing additional classrooms, the Local Authority seeks to balance a variety of different factors including parental preferences, planning and site constraints, cost, diversity and choice. Another factor is the actual location of demand. The Council groups schools into planning areas reflecting a historic pattern of provision and links between school as well as local geography. The tables below indicate the preferences for school places in 2012 to 2014 and the nearest planning area of those applications and shows that in 2014 the number of pupils exceeded the available places for the south Woking planning area.

	PAN	No of pupils by nearest school 2014	No of pupils by nearest school 2013	No of pupils by nearest school 2012
South Woking	150	183	155	175
Knaphill	270	233	210	236
Horsell and Goldsworth	300	348	369	342
Sheerwater and Maybury	180	293	254	249
Byfleet and West Byfleet	270	268	239	263

South Woking		Knaphill		Horsell and Goldsworth		Sheerwater and Maybury		Byfleet and West Byfleet	
Barnsbury	55	Knaphill School	83	Horsell Junior	96	Broadmere	34	West Byfleet Jun	71
Kingfield School	34	The Hermitage	99	Horsell Village Int	104	Maybury	36	West Byfleet Inf	95
Westfield	36	The Knaphill Lower	62	Beaufort	52	New Monument	21	Byfleet	37
		The Oaktree	117	Goldsworth	163	St Dunstan's	125	Pyrford	92
		Brookwood	18	Sythwood	59			St Mary's C of E	48
		St Hugh of Lincoln	25					The Marist	62
		St John's	18						
Total R PAN	150	Total R PAN	270	Total R PAN	300	Total R PAN	180	Total R PAN	270
Total 1st Prefs	125	Total 1st Prefs	240	Total 1st Prefs	378	Total 1st Prefs	216	Total 1st Prefs	334

- 29 It has been decided that the requirement to meet this demand would best be met at Westfield Primary School by the provision of a three classroom extension. The school currently provides 420 places, 60 places per year, and the expansion will admit up to 30 additional reception pupils in September 2015, 2016 and 2017 these groups will remain at the school until they leave the school following year 6. The total number of additional pupils in each year will not exceed 30 as part of this planning application.
- 30 The provision of these additional places over three years within the South Woking Planning area will enable the Council to offer to local applicants and reduce the need for pupils within the planning area to travel outside of the area to receive primary schooling. In addition the additional capacity will enable residents of new developments including the Moor Lane development, for which this is the most local school, to access provision in close proximity.
- 31 Suitable alternatives to this scheme were investigated but this was considered to be the best option. This project represents the optimal combination of provision of sound educational standards, proximity to demand, value for money and meeting parental preferences for school places in the Woking area. This is summarised in the table below and a short commentary is given against each primary school in Woking to give a sense of why provision is not being proposed for these schools, or to confirm where provision is already being planned

School	Commentary
Goldsworth	The School received a double demountable on site for 2012 and 2013 leading to permanent expansion from 2014.
Horsell Village	Constrained site not suitable for expansion and site access issues.
St Hugh of Lincoln Cath.	Expansion at St Dunstan's and Marist expected to meet demand for Catholic places in Woking

St Dunstan's Cath.	The school has been permanently expanded from 2013
Beaufort	Expanded in 2010 to 2 forms of entry. Additional class at this school may still be required in 2015 depending on late applications.
The Knaphill Lower	School is on a small site that does not easily lend itself to future expansion.
Maybury	Recently became a primary school – not possible to expand further.
New Monument	Heavily undersubscribed school currently not popular with parents. Expansion at this time would put an unacceptable burden on leadership of school given federation with Broadmere.
Kingfield	Recently became a primary school – not possible to expand further.
The Oaktree	Not local to the greatest concentration of pupils. Location of demountable would be difficult and would have to be provided near to the infant block which is not a suitable long term solution.
West Byfleet Inf	The School is due to expand as part of the programme of expansion within the Borough from 2015.
Broadmere	Additional class at this school may still be required in 2015 depending on late applications.
St Mary's CE	Not sufficiently local to the greatest concentration of pupils so an unsustainable location.
Byfleet Primary	Has taken an additional temporary class – not suitable for further expansion.
Barnsbury	Some site issues in terms of vulnerability to flooding therefore not a preferred location.
The Marist Cath.	School has been permanently expanded to 60 places per year
Pyrford C of E	The School has taken two additional temporary classrooms using existing accommodation.
Brookwood	Not local to the greatest concentration of pupils. On the periphery of Woking and would mean pupils making long journeys to school.

- 32 The applicant concludes that the expansion of Westfield Primary School by 1 form of entry through the use of temporary accommodation is necessary and meets the need for additional places in the area in the most effective way. Westfield enjoys a large site, is in the urban and can accommodate the additional pupils appropriately. In addition Westfield is an improving school reflecting in their Ofsted Inspection where the school has been judged as a 'good' school. This is a very positive development which is likely to mean that more local pupils will seek a place at the school in the future.

- 33 The NPPF emphasises (para 72) that the Government attaches great importance to ensuring that a sufficient choice of school places is available and officers consider that the applicant has sufficiently demonstrated in this case why there is a need to provide additional places at this school. As such the proposal accords with the policy in the development plan in this regard and officers consider that it is appropriate to grant a temporary planning permission.

DESIGN AND VISUAL AMENITY

Woking Borough Core Strategy October 2012

Policy CS21 Design

Policy CS22 Sustainable Construction

Woking Borough Local Plan 1999

Policy BE1 - Design of New Development

- 34 Core Strategy Policy CS21 states that proposals for new development should create buildings and places that are attractive with their own distinct identity; make a positive contribution to the street scene and the character of the area; and pay due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land. Saved Local Plan Policy BE1 expects a high standard of design for new development which is appropriate to the site and respects the character of the area.
- 35 The proposed building in this case is single storey under a flat roof with brick clad external walls. There are a number of elements of the existing school building which has those similar features and it is considered that the proposed building does pay due regard to the characteristics of the existing school and will not look out of place on this site. Additionally the building is towards the rear of the site and will not be prominent or indeed directly visible from general public vantage points in the vicinity. It is therefore considered that the proposal accords with development plan policy in this regard.

IMPACT ON RESIDENTIAL AMENITY

Woking Core Strategy October 2012

Policy CS21 – Design

Woking Borough Local Plan 1999

Policy BE1 – Design of New Development

Policy CUS7 – Schools

- 36 Core Strategy Policy CS21 requires new development to achieve a satisfactory relationship to adjoining properties avoiding significant harmful impacts in terms of loss of privacy, daylight or sunlight or an overbearing effect due to bulk, proximity or outlook. The criteria to be met by school development under saved Local Plan Policy CUS7 include there not being an adverse impact on local residents. Local Plan Policy BE1 expects new development to avoid visual and audible conflict with adjoining land uses.
- 37 The proposed building is single storey having a maximum height to its flat roof of 3.6m. It will be sited a minimum of 9m from the southern boundary of the site which is adjacent to the rear boundary of residential dwellings in Greenmead. Those dwellings have long rear gardens (extending to 30m) and therefore the proposed building will not have adverse impact on the

residential amenity of the occupants. The proposal therefore complies with Development Plan policy in this regard.

TREES

Woking Borough Local Plan 1999

Policy BE1 – Design of New Development

Policy NE9 – Trees Within Development Proposals

38 Local Plan Policy BE1 requires development to pay due regard to significant features of the site, such as mature trees. Local Plan Policy NE9 does not normally permit development that would result in the loss of trees or groups of trees of significant amenity value. In appropriate cases tree surveys are required to be submitted. Development should allow for retention of the best specimens.

39 An Arboricultural Implication Assessment was submitted with this application which surveyed 2 individual existing trees. A Category C12 Common Lime which is 5m in height and in poor condition will be required to be felled to accommodate the new building. A further tree – a Category B12 English Oak – would be in the proximity of the building but there would be no incursions into the root protection area of this tree as a result of the development. Officers agree with the conclusions of this assessment which are that the removal of the lime tree is acceptable and does not constitute a long-term threat to the character or appearance of the school, especially since a replacement tree is being proposed. Officers consider that the proposal is in accordance with development plan policy in this regard.

NATURE CONSERVATION/RIVER CORRIDOR

Woking Borough Local Plan 1999

Policy NE2 - Local Nature Reserves and Sites of Nature Conservation Importance

Policy NE6 - River Corridors

40 The school site lies adjacent to a Site of Nature Conservation Importance as identified on the Local Plan. Policy NE2 resists proposals that will directly or indirectly harm such areas. The proposed building is to be sited a considerable distance from the boundary of the site with the SNCI (over 40m) and would not give rise to any harm to this designation in visual terms. Whilst the proposal overall is to increase pupil roll, and therefore activity to and from the site, the degree of increase is relatively minor having regard to the existing activity at the school and therefore officers consider that there would be no demonstrable impact arising from the proposal in this regard on the adjacent Site of Local Nature Conservation Importance

41 The western boundary of the site abuts a River Corridor. Policy NE6 states that development will not be permitted which would have a detrimental impact on the landscape quality, ecological value or water quality of such areas. Again the proposed building is sited well within the school site would not prejudice the River Corridor. Officers therefore consider that the proposal complies with Development Plan policy in this regard.

HIGHWAYS IMPLICATIONS

Woking Core Strategy October 2012
Policy CS18 Transport and Accessibility
Woking Borough Local Plan 1999
Policy CUS7 – Schools

- 42 Core Strategy Policy CS18 seeks to achieve a balanced community connected by a sustainable transport system by locating most development in urban areas served by a range of sustainable transport modes, including walking and cycling to minimise the need to travel; ensuring development proposals provide appropriate infrastructure measures to mitigate the adverse effects of development traffic; requiring development proposals which generate significant traffic to be accompanied by a Travel Plan; and implementing maximum car parking standards for all types of non-residential development provided it does not create, or exacerbate existing on-street parking problems. However, applying standards should not undermine overall sustainability objectives. The criteria in saved Local Plan Policy CUS7, which school expansion proposals should meet, include that the existing road network is capable of absorbing the increase in traffic generated and that adequate provision is made for stopping and parking on site.
- 43 The applicants have submitted a Transport Assessment in support of this application. This examines the existing highways conditions in the area and arising from the school and identifies the additional implications arising from this proposed development. In order to examine the existing position a hands up pupil travel survey was undertaken looking at modes of travel to school both existing and preferred for both pupils and staff at the school. A total of 325 pupil responses were received, which captured 87% of pupil and 66% of staff mode share to and from school. The Assessment also identified the catchment area of the school of all 373 pupils (by mapping pupil postcodes) to look at how far people travel. A review of the existing footway and cycleway networks was undertaken, as well as the frequency of bus provision. In addition a parking survey was undertaken to assess the existing demands for parking at school drop off and pick up times and the road network was examined in terms of the volume and speed of existing traffic. Finally a junction analysis was undertaken at the Bonsey lane/Westfield Avenue road junction.
- 44 The school is currently expanding from a 1FE primary School (with capacity for 210 pupils) to a 2FE school (with a capacity of 420 pupils) through re-utilisation of parts of the building previously occupied by Surrey Arts (planning permission WO2013/1090). In addition due to demand for school places in the area the school have taken a further additional 30 pupils as part of a bulge class each year for the past three years i.e., KS1 currently accommodates 3 classes per year (90 pupils in reception, year 1 and year 2) and KS2 accommodates one class per year (30 pupils in year 3, 4, 5, and 6). There are therefore currently 373 pupils on roll.
- 45 This current proposal is for the creation of three additional classrooms to continue to accommodate the 30 additional pupils above the consented capacity i.e., 90 pupils per year, as a temporary bulge class.
- 46 In order to understand the potential increase in trip generation brought about by the consented (yet to be implemented) increase to 2FE, and that of the current proposed increase the Transport Assessment has looked at 2 scenarios:
- Scenario 1 – completion of the consented 2FE expansion to 420 pupils (assumed September 2015)

- Scenario 2 – the expansion to 3FE KS1 accommodating 510 pupils (assumed September 2016)

47 The table below summarises the total number of pupils travelling to school by each mode, calculated using the existing modal shares for the current and future scenarios. The total number of additional pupil trips compared to current for Scenario one will be 47 and for Scenario two 137. Of these additional trips for Scenario one and two; 15 and 44 are forecast to be walking trips, 20 and 57 forecast to be as a car passenger and 1 and 4 via car share respectively.

The total additional pupil vehicle trips will therefore be:

- 20 pupil vehicular trips for Scenario one
- A further 59 pupil vehicular trips for Scenario two

Total Pupil Trips by Mode Related to the Expansion

Mode	Mode Share	Base Generation 2014 (373 pupils)	Scenario one (2 FE) 420 pupils	Scenario two (3 FE KS1) 510 pupils
Walk	32%	119	134	163
Cycle	6%	22	25	31
Micro – Scooter	3%	11	12	15
Park n Stride	7%	26	29	36
Car Share	3%	11	12	15
Car	42%	157	177	214
Train	0%	0	0	0
Taxi	1%	4	5	5
Public Bus	1%	4	5	5
School Bus	5%	19	21	26
Total	100%	373	420	510

48 Based on the information for trip generation the impact on the local highway network and on-street parking is then considered. As part of the assessment a junction analysis has been undertaken at the Bonsey Lane/Westfield Avenue and Westfield Avenue/Westfield Road junctions, and junction capacity has been assessed. This exercise has revealed that in all the scenarios in both the AM and PM both Westfield Avenue/ Westfield Road and Bonsey Lane/ Westfield Avenue will continue to operate under capacity.

49 The impact on existing parking provision has also been assessed. From parking beat surveys, it has been possible to obtain the current demand for parking on the roads within the vicinity of the site and ascertain whether an increase in pupils enrolled at Westfield Primary School could be accommodated on-street. The likely impact of the future trips associated with the expansion on the roads included within the parking survey. This survey concludes that the additional vehicles could be accommodated on roads within the study area throughout the peak periods for both Scenario one and Scenario two. The proportion of available parking spaces which would be occupied are as follows:

- Scenario one – Completion of the consented 2FE expansion to 420 pupils (assumed September 2015) - the proportion of available spaces occupied 67% in

the AM Peak between 08:45 - 09:00 hours and 64% in the PM peak between 15:15 -15:30 hours.

- Scenario two – the expansion to 3FE KS1 accommodating 510 pupils (September 2016) – the proportion of available spaces occupied 92% in the AM Peak between 08:30 - 08:45 hours and 80% in the PM peak between 15:15 -15:30 hours.

50 The roads surrounding the school are already very congested during the morning and afternoon peak periods and observations made as part of the transport assessment and by officers when assessing this application reveal that parking does occur along the roads in the vicinity of the school often inconsiderately (blocking driveways). In order to minimise the impact of the school expansion and accessibility problems caused by increased parking demand, a number of mitigation measures have been proposed involving a combination of measures designed to increase sustainable transport journeys to school, thus reducing car journeys, and to encourage parents to park more considerately. These measures involve the following:

- Of site highway measures –including the provision of double yellow lines at the Westfield Road, Westfield Avenue, Bonsey Lane junctions and the introduction of waiting restrictions at points around junctions on the Hoebrook Close around peak times to limit antisocial parking and maintain flow of traffic.
- School Travel Plan – The Travel Plan submitted by the school could offer significant benefits particularly considering the numbers of pupils able to travel by walking or cycling, likewise there is scope for staff travel to be improved, and 34% of staff live within 1.5km of the site, only 17% walk or cycle.

51 The Transportation Assessment therefore concludes that an analysis of the existing situation has indicated that the future additional trips generated by this expansion are likely to increase the level of traffic volume and parking on roads within the vicinity of the school, but not, overall to exceed capacity. The main travel issues regarding the existing and future situation at the school is at the start and end of the school day resulting in the local roads being temporarily stressed which causes a short-term reduction in the effective carriageway width to single lane operation and queuing.

52 In addition the existing School Travel Plan for this school will be updated and new future targets will be put in place with measures to achieve these. The main thrust of those targets are set out in an Interim School Travel Plan which has been submitted and which will be to secure in the reduction in the number of children and staff travelling to school by car and the measures proposed include encouraging cycling and walking via participation in the Golden Boot Challenge and cycling proficiency training, informing and educating parents of good practice in parking and dropping off as well as looking at the introduction of a one way system through the local roads. In addition to relieve pressure at peak times the school will commit to retaining pre and after school clubs so that arrival times are staggered. The Travel Plan will be monitored and reviewed.

53 Turning to the impact on residential amenity of the highways aspects of this proposal the Transportation Assessment submitted with the application concludes that there would be an increase in vehicle trips associated with the expansion. The school is sited such that there is only one route which can be used to access it, Bonsey Lane. This increase will worsen the current situation for the residents in that road. It has been proven that the existing road is acceptable in respect of catering for this increased capacity and whilst the additional traffic during peak times

will have some impact it is not considered given its short timescale and degree of increase that this will give rise to any sustainable loss of residential amenity to the occupiers of residential dwellings in that road.

- 54 Similar considerations apply in respect of the increased amount of on-street parking which would occur at peak times. It is acknowledged that this causes inconvenience to local residents but again the impact is confined to short periods in the morning and evening and officers do not consider that there is any sustainable loss of residential amenity to the occupiers of these roads in this regard.
- 55 The Highway Authority has assessed the proposal and conclude that Westfield School already creates some problems for existing highway network users at peak periods during school term times. The measures proposed by the applicant will only mitigate rather than resolve these problems and congestion and queuing will continue. However, given the location of the school towards the end of a cul de sac, with a no through road, the likely impact on the wider highway network is relatively small, with the major impact being along Bonsey Lane itself predominantly affecting those who visit the school itself.
- 56 The Highway Authority states that there will inevitably be an impact on local residents nearby too, however, this should be confined to relatively short periods of time and the impact could be reduced significantly through the use of the TP, proposed highway works and wiser use of existing resources, such as the Adult Learning Centre car park.
- 57 The Highway Authority has considered the application, the TA, the TP and the assorted submitted information recommends permission can be granted subject to conditions. Officers therefore consider that the proposal is acceptable in this regard and subject to the conditions recommended by the Highway Authority the application accords with Development Plan policies in this regard.

HUMAN RIGHTS IMPLICATIONS

- 58 The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.
- 59 In this case, the Officers' view is that while impacts on amenity caused by traffic movements at the start and end of the school day are acknowledged, the scale of such impact is not considered sufficient to engage Article 8 or Article 1 of Protocol 1. Their impact can be mitigated by conditions. As such, this proposal is not considered to interfere with any Convention right.

CONCLUSION

- 60 Officers consider that there is a defined need for the proposed expansion at this school and that as the school lies within the urban area close to the population it serves the proposed development is acceptable in principle. Officers consider that the detailed layout and design of the proposed buildings are appropriate and maintain the visual amenity of the school and the area and would

not have any adverse impact on residential amenity. The tree which will be removed to facilitate the development is of no particular merit and can be replaced elsewhere on the site to mitigate for its loss. Officers consider that though the proposal will give rise to an increase in vehicle movements to and from the site the surrounding highways network is capable of absorbing this increase without any significant adverse impact and some of the effects will be mitigated with parking restrictions proposed by the applicants and the implementation of a Travel Plan such that the proposal is acceptable in this regard.

RECOMMENDATION

- 61 That pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, that application WO2015/0550 be PERMITTED subject to the following conditions:

Conditions:

IMPORTANT - CONDITION NO 7 MUST BE DISCHARGED PRIOR TO THE COMMENCEMENT OF THE DEVELOPMENT.

1. This permission shall be for a limited period expiring 31st July 2018. No later than 31st August 2018 the building hereby permitted shall be removed and the land restored to grass.
2. The development hereby approved shall be carried out in all respects strictly in accordance with the following plans/drawings:
 - CM2757 SITE SURVEY 1-200 A0 SHEET 1 (2) Topographical Survey Sheet 1 of 3 dated Aug 2012
 - CM2757 SITE SURVEY 1-200 A0 SHEET 2 (2) Topographical Survey Sheet 2 of 3 dated Aug 2012
 - CM2757 SITE SURVEY 1-200 A0 SHEET 3 (1) Topographical Survey Sheet 3 of 3 dated Aug 2012
 - DWG-MCA-CD150208-A-PL01 Proposed Floor Plan and Elevations dated 17/03/15
 - B1727840/A/PL01 Site Location Plan dated 28/01/15
 - B1727840/A/PL02 Existing Site Plan dated 18/03/15
 - B1727840/A/PL03 Proposed Site Plan dated 15/04/15
3. The measures set out in the Aboricultural Impacts Assessment by Babcock dated 18th March 2015 shall be fully implemented prior to and during the construction of the development.
4. A replacement tree for the tree to be removed shall be planted (in accordance with the details set out in the Aboricultural Impacts Assessment dated 18th March 2015) within the first planting season following the completion of the development. If within five years of the tree being it is removed, uprooted or destroyed or dies or becomes in the opinion of the County Planning Authority seriously damaged or defective a further replacement of the dead, destroyed or damaged tree shall be provided of the same species and size and in the same location as that originally planted.

5. In carrying out the development hereby permitted, no HGV movements to or from the site shall take place between the hours of 8.30 and 9.15 am and 14.50 and 15.30 pm nor shall the contractor permit any HGVs associated with the development at the site to be laid up, waiting, in Bonsey Lane or Hoebrook Close during these times
6. In carrying out the development hereby permitted, no construction activities shall take place except between the hours of 8.00 and 18.00 between Mondays and Fridays and between 8.00 and 13.00 on Saturdays. There shall be no working on Sundays or bank and public/national holidays.
7. No development shall commence until a Construction Transport Management Plan, to include details of :
 - (a) parking for vehicles of site personnel, operatives and visitors
 - (b) loading and unloading of plant and materials
 - (c) storage of plant and materials
 - (d) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
 - (e) no HGV movements to or from the site shall take place between the hours of 8.00 and 9.30 and 14:30 and 16.00 nor shall the contractor permit any HGVs associated with the development at the site to be laid up, waiting, in Bonsey Lane, Westfield Avenue, Westfield Road, Bonsey Close or Hoebrook Close during these times
 - (f) on-site turning for construction vehicles

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

8. Within 6 months of the occupation of the building hereby approved an updated School Travel Plan shall be submitted for the written approval of the County Planning Authority. The submitted details shall include details of measures to promote sustainable modes of transport and provisions for the maintenance, monitoring and review of the impact of the Plan and its further development.

The approved plan shall thereafter be implemented in all respects in accordance with the approved details.
9. The development hereby permitted shall not be first occupied unless and until the improvements to the public highway have been implemented generally in accordance with drawing reference: FISH8365\116_westfield\sketch\fig-00002.dwg submitted with the application.

Reasons:

1. To reflect the nature of the proposal which is to satisfy a temporary need for school places
2. For the avoidance of doubt and in the interests of proper planning.
3. In the interest of the visual amenity of the site and the area in accordance with policies BE1 and NE9 of the Woking Borough Local Plan 1999

4. In the interest of the visual amenity of the site and the area in accordance with policies BE1 and NE9 of the Woking Borough Local Plan 1999
5. In the interests of the amenity of the residential dwellings in the vicinity of the site in accordance with Policy CS21 of the Woking Core Strategy October 2012 and policies BE1 and CUS7 of the Woking Borough Local Plan 1999
6. In the interests of the amenity of the residential dwellings in the vicinity of the site in accordance with Policy CS21 of the Woking Core Strategy October 2012 and policies BE1 and CUS7 of the Woking Borough Local Plan 1999
7. To ensure that the highways implications of the development hereby permitted can be managed and mitigated in the interests of highway safety and in accordance with Policy CS18 of the Woking Core Strategy October 2012 and Policy CUS7 of the Woking Borough Local Plan 1999
8. To manage and mitigate the highways implications of the development hereby permitted in accordance with Policy CS18 of the Woking Core Strategy October 2012 and Policy CUS7 of the Woking Borough Local Plan 1999
9. To manage and mitigate the highways implications of the development hereby permitted in accordance with Policy CS18 of the Woking Core Strategy October 2012 and Policy CUS7 of the Woking Borough Local Plan 1999

Informatives:

1. The County Planning Authority confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.
2. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.
3. The attention of the applicant is drawn to the requirements of Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970 and to Building Bulletin 102 'Designing for disabled children and children with Special Educational Needs' published in 2008 on behalf of the Secretary of State for Children, Schools and Families, or any prescribed document replacing that note.

CONTACT

Dawn Horton-Baker

TEL. NO.

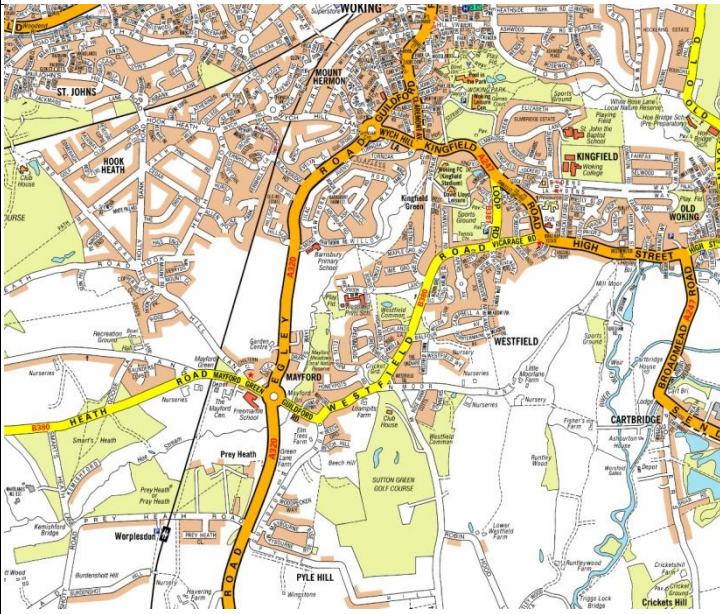
020 8541 9435

BACKGROUND PAPERS

The deposited application documents and plans, including those amending or clarifying the proposal, responses to consultations and representations received as referred to in the report and included in the application file and the following:

National Planning Policy Framework
Woking Core Strategy October 2012
Woking Borough Local Plan 1999

Site Location



Land at Westfield Primary School, Bonsey Lane, Westfield, Woking, Surrey GU22 9PR

Installation of modular classroom block comprising three classrooms, and associated plant, circulation and WCs.

Application No.: WO2015/0550
 Electoral Division: Woking South
 Grid Ref: 500072 156602

THIS PLAN IS FOR INDICATIVE PURPOSES ONLY – ALL BOUNDARIES ARE APPROXIMATE



Application Site Area

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2012-13 Aerial Photos

Aerial 1 : Land at Westfield Primary School



SURREY



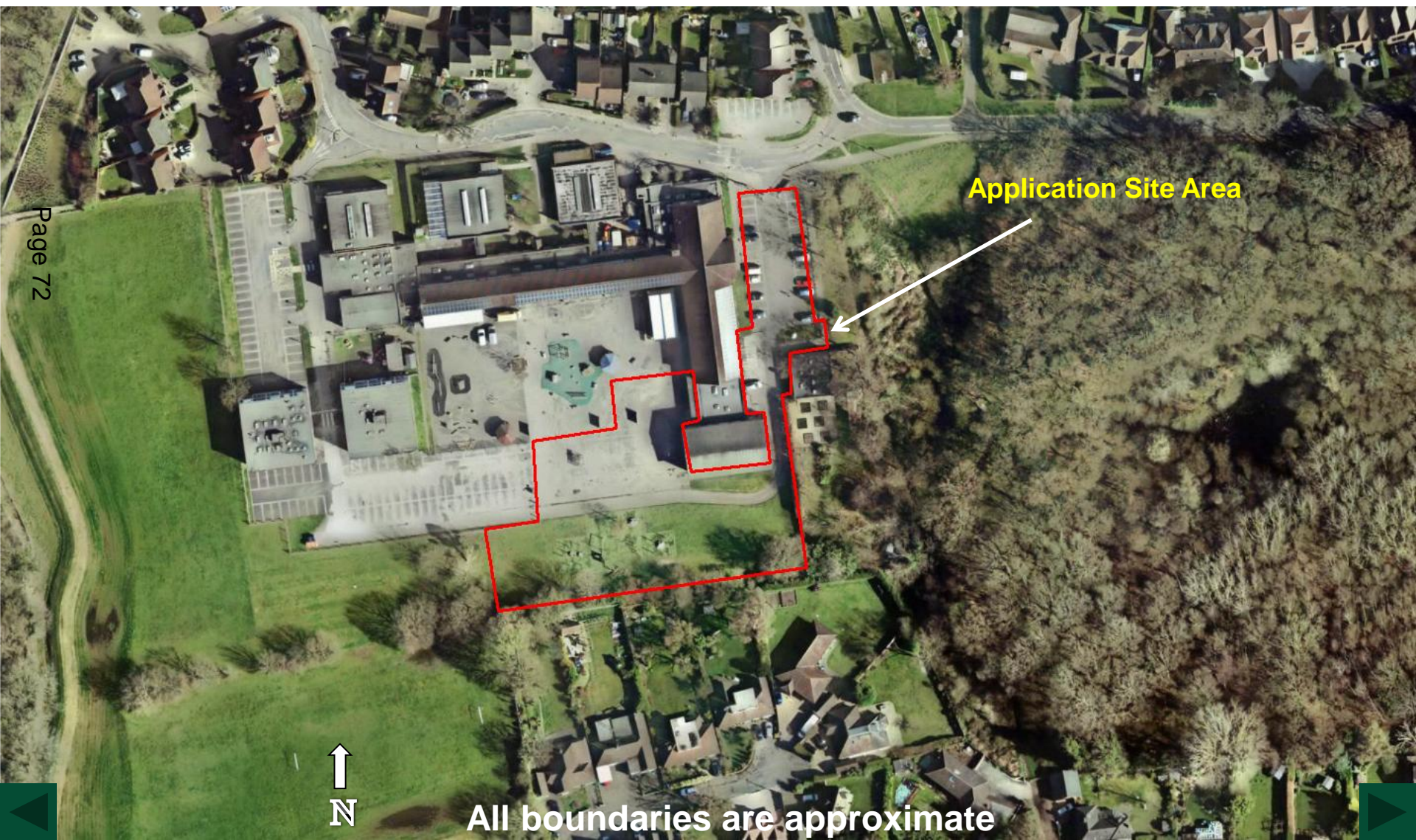
Page 71



All boundaries are approximate

2012-13 Aerial Photos

Aerial 2 : Land at Westfield Primary School



Application Site Area

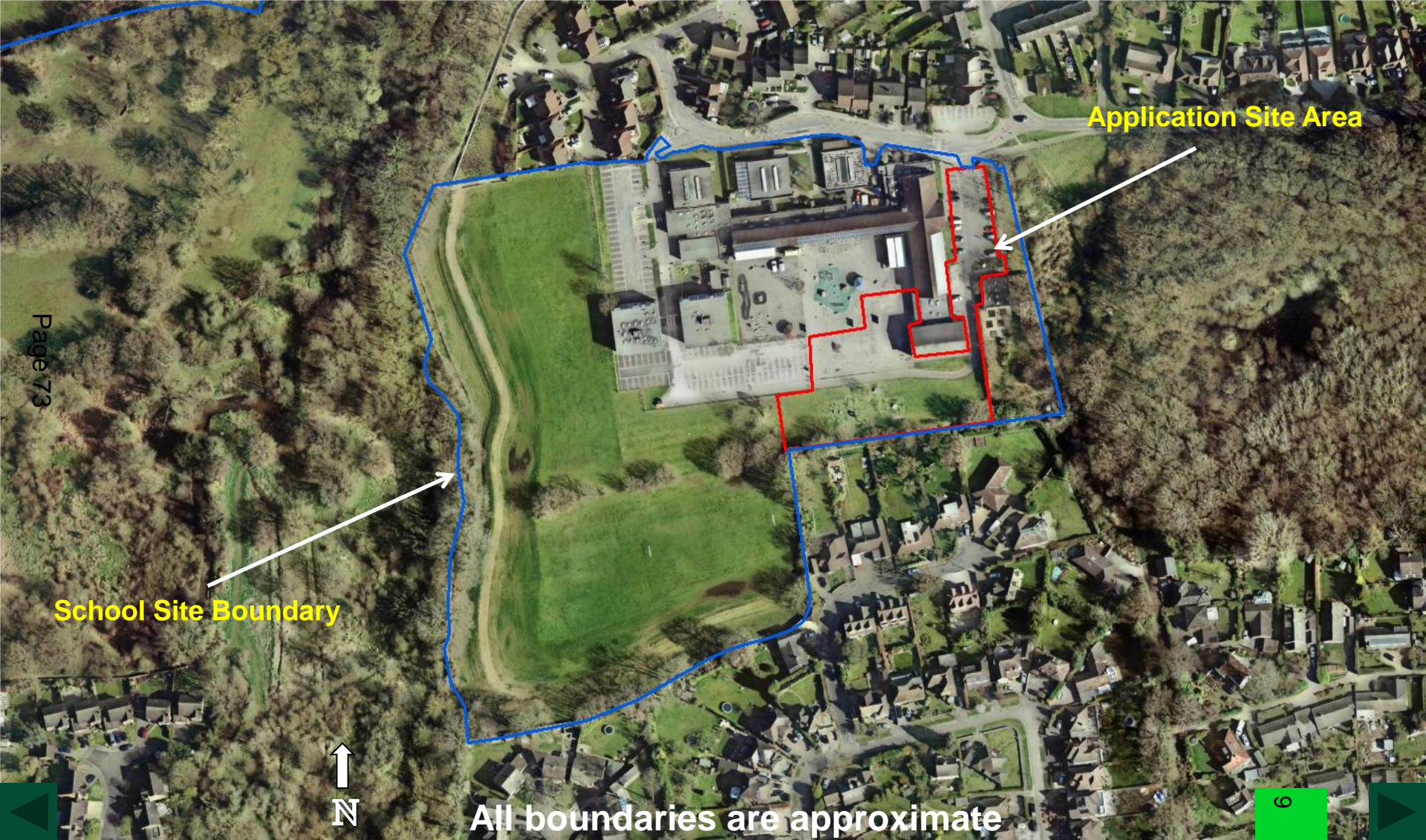
Page 72



All boundaries are approximate

2012-13 Aerial Photos

Aerial 2 : Land at Westfield Primary School



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School Site Boundary

Application Site Area



All boundaries are approximate

Figure 1 : Existing rear elevation of the school in vicinity of application site



Figure 2 : Application site looking south showing tree to be removed



Figure 3 : Southern boundary of school in vicinity
of site of proposed building



TO: PLANNING & REGULATORY COMMITTEE

DATE: 15 July 2015

BY: PLANNING DEVELOPMENT TEAM MANAGER

DISTRICT(S) TANDRIDGE DISTRICT COUNCIL

ELECTORAL DIVISION(S):
Caterham Valley
Mrs Marks

PURPOSE: FOR DECISION

GRID REF: 533718 159227

TITLE: MINERALS/WASTE TA/2014/0205

SUMMARY REPORT

The Gas Holding Station, Godstone Road, Whyteleafe, Surrey CR3 0EG

Continued operation of concrete crusher to include the stocking of untreated material and graded/sorted product.

The application site is a 0.3 hectare area positioned in the north west corner of a larger gas holding station site. The application site is situated at the northern extent of the village of Whyteleafe in Tandridge District Council. Residential areas of Kenley lie to 1.2km to the north west with Purley beyond approximately 3.2km; Warlingham approximately 2km to the south east; and Caterham approximately 3km to the south. The County boundary with the London Borough of Croydon forms the northern and western boundary of the application site. The eastern and southern boundaries of the application site abut trees and land which forms part of a gas holding station which extends southwards. Beyond the County boundary to the north is a public footpath and beyond the County boundary to the west of the application site lies the A22 Godstone Road. The Riddlesdown Site of Special Scientific Interest (SSSI) lies some 45m and 110m to the north and east respectively. The Metropolitan Green Belt lies some 50m to the east.

The application has been made retrospectively in order to allow for the continued use of a concrete crusher on site, including the stocking of untreated material and graded/sorted product. The applicant has submitted a detailed planning statement which sets out the main scheme for the operation of the concrete crusher. The proposal should not lead to a material intensification of activity at the site.

The Local Member has called this application in to be determined by the Planning and Regulatory Committee. She objects to this application on the grounds that the operation of the site causes a great deal local traffic delay and congestion. In addition mud and silt from the site impacts on the highway drainage system and causes distress and difficulty. Further, the Local Member states that any new application for this site should be dealt with in a manner commensurate with the adverse impact the site has on the local community and on Surrey's roads and infrastructure.

The recommendation is to PERMIT subject to conditions.

APPLICATION DETAILS

Applicant

LMD Services

Date application valid

9 January 2015

Period for Determination

Amending Documents

Site Layout Plan – Drawing No.3 – Dated July 2015

SUMMARY OF PLANNING ISSUES

This section identifies and summarises the main planning issues in the report. The full text should be considered before the meeting.

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Air Quality	YES	18 – 39
Noise	YES	40 – 54
Highways	YES	55 – 60

ILLUSTRATIVE MATERIAL**Site Plan**

Site Layout Plan – Drawing No.3 – Dated July 2015

Aerial Photographs

Aerial 1 – The Gas Holding Station

Aerial 2 – The Gas Holding Station

Site Photographs

Figure 1 – Site entrance

Figure 2 – Concrete Crusher

Figure 3 – Example of day to day working at the site

Figure 4 – On-site looking north east towards the site boundary

Figure 5 – On site looking south east towards site boundary

Figure 6 – Surface water runoff into Godstone Road from the Gas Holding Station

Figure 7 – View looking east, directly into the site from Godstone Road

BACKGROUND**Site Description**

The 0.3 hectares (ha) application site is situated at the northern extent of the village of Whyteleafe in Tandridge District Council. Residential areas of Kenley lie to 1.2km to the north west with Purley beyond approximately 3.2km; Warlingham approximately 2km to the south east; and Caterham approximately 3km to the south. The County boundary with the London Borough of Croydon forms the northern and western boundary of the application site. The eastern and southern boundaries of the application site abut trees and land which forms part of a gas holding station which extends southwards. Beyond the county boundary to the north is a public footpath with a builders yard and the London to Caterham railway line

beyond. Beyond the county boundary to the west of the application site lies the A22 Godstone Road with residential properties and commercial and industrial units beyond. To the south beyond the gas holding station lay residential properties and commercial and industrial units also and to the east beyond the trees lies the railway line. The boundary treatment of the application site consists of palisade fencing to the west and south, to the east the site immediately abuts trees with no boundary treatment between the site and trees; and to the north a chain link fence with trees behind this.

Some 45km and 110km to the north and north east respectively beyond the builders yard and also beyond the railway line lies the Riddlesdown Site of Special Scientific Interest (SSSI) designated for its calcareous grassland. The north eastern component of the SSSI is located on a former chalk quarry. The Metropolitan Green Belt lies some 50km to the east beyond the railway line. Whilst there is a main river which runs through the gas holding site to the south of the application site, the application area does not lie within an area liable to flood.

The application site is on two levels with the eastern part of the site being at a higher level than the western part. All storing and screening activities take place on the eastern portion of the site with the site offices, workshop, parking and access taking place in the western part of the application site. The nearest residential properties are opposite the entrance to the application site on the corner of Godstone Road and Old Barn Lane approximately 14m to the west.

Planning History

In December 2013 Surrey County Council granted planning permission (Ref. TA/2013/252) subject to conditions, for the permanent retention and continued use of 0.3 hectares for importation, treatment (including sorting, screening and blending), and exportation of suitable non-hazardous soils and hardcore; and the permanent retention of a workshop and two portacabins ancillary to the principal use. This application concerns details pursuant to Ref. TA/2013/252.

In January 2015 Surrey County Council granted planning permission (Ref. TA/2013/252/cond2) subject to conditions, for details of a remediation and validation report submitted pursuant to Condition 31 of planning permission reference TA/2013/252, dated 13 December 2013.

In March 2015 Surrey County Council approved the details of application (Ref:TA/2013/252/cond1) for the submission of a Dust Action Plan pursuant to Conditions 25 and 26, and the submission of a Surface Water Management Plan pursuant to Condition 28 of planning permission ref: TA/2013/252 dated 13 December 2013 for the permanent retention and continued use of 0.3 hectares for importation, treatment (including sorting, screening and blending) and exportation of suitable non-hazardous soils and hardcore, and the permanent retention of a workshop and two demountable units ancillary to the principal use.

THE PROPOSAL

- 1 The proposal is a retrospective planning application. The applicant proposes to continue using a concrete crusher on site on an 'as and when required' basis. The application also makes provision for areas of the site which would be required for the storing of untreated material and the resultant product.
 - 2 The applicant argues that the continued regulated operation of the crusher will not result in any unacceptable impacts upon local amenity and upon the surrounding area. As such the applicant argues that planning permission should be granted retrospectively.
 - 3 The applicant's main operation at the site includes the screening of imported materials from construction sites around London, followed by the separation of such materials using a single belt screener. The resultant products are reclaimed soil and hardcore and concrete. This material is then sold to landscapers and gardeners in the local area, with the aggregate being supplied as material for highway works.
 - 4 In essence the applicant seeks authorisation for the continued operation of a concrete crusher in the areas identified within the submitted Site Layout Plan dated July 2015. The applicant also states that the concrete crusher is hired only when it is required on site. Further, the Site Layout Plan identifies all of the areas of the site which would be necessary in order to bring the concrete crusher into the facility and for it to operate effectively. The Site Layout Plan also shows the areas where the sorted and unsorted materials are typically situated.
-

CONSULTATIONS AND PUBLICITY

District Council

- 5 Tandridge District Council - No objection, but held concerns
- i) Noise on local residents as concrete crushers are inherently noisy
 - ii) Dust emissions caused by the concrete crusher could result in poor air quality

Consultees (Statutory and Non-Statutory)

- 6 County Noise Consultant - No objection, subject to conditions
- 7 County Highway Authority - No objection, subject to conditions
- 8 The Environment Agency - No objection
- 9 Tandridge Environmental Health Officer - No objection, subject to conditions
- 10 Croydon Environmental Health Officer - No objection
- 11 County Air Quality Consultant - No objection

Parish/Town Council and Amenity Groups

- 12 Whyteleafe Village Council - No objection, but held concerns
- i) Surrey County Council should be mindful of the potential noise, vibration and pollution nuisance
 - ii) There should be a limitation on the use of the crusher within normal working hours
 - iii) There should be at least two clear days break between use of the crusher

Summary of publicity undertaken and key issues raised by public

- 13 The application was publicised by the posting of 2 site notices and an advert was placed in the local newspaper. A total of 39 owner/occupiers of neighbouring properties were directly notified by letter. No letters of representation were received.

Local Member Objection

- 14 The Local Member for this application site has objected to this application. Her comments have been reproduced below:

“My comments are the same as before; the ingress and egress from this site is difficult and causes much delay and congestion for residents, neighbouring businesses and general vehicle traffic. This site is on the main A22 - a very busy and important road allowing access from the M25 towards Purley and Croydon. The road is narrow, and bends slightly at this site. The sight lines are poor and despite requests to Croydon Council the road markings and lack of parking restrictions at this point are not improved.

The mess caused by the leeching of mud and dust from the site onto the road and into the drainage system causes distress and difficulty to the local area and as this part of the A22 was severely affected by the recent flooding and the effects of the flooding was made worse by blocked gullies and drains - I find that the siting of this business is not appropriate at all.

Any new application for this site should be dealt with severely in order to recognise the impact its actions have on the local community and on Surrey's roads and infrastructures. Maybe a levy should be imposed on the business to help mitigate the damage caused to both highway and drainage system?

The local Village Council has also frequently complained about the impact of this business on the local community.”

PLANNING CONSIDERATIONS

- 15 The County Council as Waste Planning Authority (for clarity, Officers refer to the County Council as the County Planning Authority – ‘CPA’ elsewhere in this report) has a duty under Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 to determine this application in accordance with the Development Plan unless material considerations indicate otherwise. Section 70(2) of the Town and Country Planning Act 1990 (as amended) (1990 Act) requires local planning authorities when determining planning applications to “have regard to (a) the provisions of the development plan, so far as material to the application, (b) any local finance considerations, so far as material to the application, and (c) any other material considerations”. At present in relation to this application the Development Plan consists of the Surrey Waste Local Plan 2008 (SWP 2008), as amended, and the Tandridge District Core Strategy 2008 and the Tandridge Local Plan Part 2 – Detailed Policies 2014.
- 16 The National Planning Policy Framework (NPPF) was adopted in March 2012. This document provides guidance to local planning authorities in producing local plans and in making decisions on planning application. The NPPF is intended to make the planning system less complex and more accessible by summarising national guidance which replaces numerous planning policies statements and guidance notes, circulates and various letters to Chief Planning Officers. Planning Policy Statement 10 (PPS10) Planning for Sustainable Waste Management (re-published March 2011) remains in place and in time will be replaced by national waste planning policy published as part of the National Waste Management Plan. The NPPF is based on the principle of the planning system making an important contribution to sustainable development, which is seen as achieving positive growth that strikes a balance between economic, social and environmental factors. The Development Plan remains the cornerstone of the planning system. Planning applications which comply with an up to date Development Plan should be approved. Refusal should only be on the basis of conflict with the Development Plan and other material considerations.
- 17 The NPPF states that policies in Local Plans should not be considered out of date simply because they were adopted prior to publication of the framework. However, the policies in the NPPF are material considerations which planning authorities should take into account. Due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies are to the policies in the Framework, the greater the weight they may be given).

AIR QUALITY AND DUST

National Policy

National Planning Policy Framework – Conserving and enhancing the natural environment

Development Plan Policy

Surrey Waste Plan 2008 – Policy DC3: General Considerations

Tandridge Local Plan Part 2 – Policy DP22: Minimising Contamination, Hazards & Pollution

- 18 Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.
- 19 Paragraph 124 of the NPPF discusses air quality but this is specifically with regard to Air Quality Management Areas but the paragraph does say the cumulative impacts on air quality from individual sites in local areas should be considered.
- 20 Policy DC3 of the Surrey Waste Plan 2008 seeks to ensure waste development does not cause significant adverse harm by way of air quality and that mitigation measures be provided where necessary.
- 21 Policy DP22 of the Tandridge Local Plan Part 2 states that development will be permitted provided it would not:
1. Have an adverse impact on health, the natural or built environment or amenity of existing or proposed uses by virtue of odour, dust and/or other forms of air pollution; or
 2. Be likely to suffer unacceptable nuisance as a result of proximity to existing sources of odour, dust and/or other forms of air pollution.

- 22 Under planning permission Ref. TA/2013/252 the applicant can import, process and store inert waste materials. Accordingly, this does present the potential to generate dust emissions. In order to control the emission of dust stemming from the site, Officers under the original planning permission attached conditions 25 and 26 which required the submission of a Dust Action Plan (DAP), in order to mitigate and limit the impacts of dust emission from the site.
- 23 In March 2015 Surrey County Council approved the details of application Ref: TA/2013/252/cond1 which contained a suitable DAP and Dust Monitoring Scheme (DMS), in order to suitably discharge conditions 25 and 26 of Ref. TA/2013/252.
- 24 The County Air Quality Consultant (CAQC) was consulted on this application and stated that the Dust Risk Assessment which informed the abovementioned DAP and DMS took crushing activities into account in determining the dust emission class. The submitted DAP/DMS proposed all the good practice dust control measures for a high risk site, and this high level of control is considered appropriate to protect the amenity of the surrounding sensitive land users for the activities covered the by retrospective planning application. Accordingly, the CAQC raised no objection to the development.

Description of Activities On-Site

- 25 LMD aggregates have a fleet of six 8-wheeler, 32 tonne tipper lorries (HGVs) which are operated from the site. These vehicles collect waste material from sites across London and the south east and bring the material to the processing site where it is stockpiled at the eastern side of the site prior to treatment.
- 26 A wheeled loading shovel is used for loading vehicles and stockpiling materials. A 360° excavator is used on site to feed the materials (including loading the screening from the stockpiles of waste soils) into a single belt Powertrack soil screener which sorts the waste by size, which is normally used for three to four hours per day. 60-70% of the waste material is reclaimed soil, with the remaining 30-40% being hardcore and concrete.
- 27 The quantity of material imported to the site each day is between 100-150 tonnes. An annual quantity of up to 35,000 tonnes is screened and stockpiled on site awaiting export.
- 28 The use of a concrete crusher on site. (Subject of this application)
- 29 There are two structures present at the north west of the site; two stacked portacabins serving as site office and a welfare unit. A workshop is also used for storing equipment and undertaking maintenance on the vehicle fleet.
- 30 Replicated below is Table 6.1 from the DAP which concerns 'Dust Sources' below:

ACTIVITY	RISK FROM ACTIVITY
Delivery vehicles and movement of plant on site	<p>There is a relatively short on-site haul route, some of which is unsurfaced. Driving at speed over unsurfaced roads can lead to soil particles becoming airborne. These particles can cause nuisance through dust soiling and negative health effects from PM₁₀.</p> <p>Vehicle emissions also contain particulate matter and frequent vehicle movements near residential properties have a negative impact on air quality.</p>
Stockpiling	<p>Placement of soils and hardcore on site may give rise to dust due to the wind shifting the particulates. Large drop heights and the poor storage of materials can also be key sources of</p>

	dust.
Screening	Screening activities can cause fugitive dust emissions through the mechanical action of the soil screener and drop heights.
Crushing (subject of this application)	Crushers have the potential to cause fugitive dust emissions, through the mechanical action of the crusher as well as drop heights.

Mitigation Measures Presented In the DAP

- 31 The DAP includes a list of measures to mitigate the potential dust impacts resulting from the activities on the aggregate processing site. The CAQC has previously stated that these measures have been determined as appropriate for this site. I have listed only the most important mitigation measures presented by the applicant below:

Operational Controls - Communication

- A stakeholder communication plan will be produced by LMD, outlining how the company will communicate with local residents, local authorities and other interested groups or individuals. Community engagement will be included in this plan and undertaken as soon as is practicable. It is recommended that the best methods of communication in this case would be a use of signage and posting letters through doors in the local area (within a 200m radius of site).
- Community engagement should be launched with a meeting to discuss work on the site and the chosen measures to mitigate negative impacts on the local community, with an opportunity for questions to be raised by the public.
- Stakeholder communication cannot be done prior to activities as this dust management plan is retrospective, so engagement should be used to inform future activities and decisions.
- Reports of the monitoring taking place on site should be made publicly available and submitted to Surrey County Council on a quarterly basis.

Site Management

- An individual responsible for environmental management (environmental manager) on site will be designated by LMD, and be on-site at all times during working hours. The name and contact details for the individual will be displayed at the site boundary.
- A contact name and address for LMD Crushed Aggregates head office will also be displayed at the site boundary.
- The environmental manager is responsible for ensuring that the dust action plan is adhered to at all times, and that the workforce is trained appropriately. As a minimum this plan will be reviewed every six months, to confirm that it is up-to-date.
- A complaints log will be used to record any complaints made about dust or air quality- related site activities; this should be completed by the individual who received the complaint and all site staff are responsible for keeping it up-to-date.
- All responses to complaints and actions to resolve the cause of the complaints should be recorded in the complaint log. The log should be submitted, along with the monitoring results, to Surrey County Council on a quarterly basis.
- Exceptional incidents that cause dust emissions (both on- and off-site) and action taken to resolve the situation will be recorded in the log book.
- All records relating to dust emissions will be made available to the local authority on request.

Monitoring

- The frequency of site inspections should be increased when activities with a high potential to produce dust are being carried out; such as when crushing is occurring on site and during prolonged dry or windy conditions. Wind speed and direction will also be monitored, either at the continuous monitoring location or on site; details of this are included in the dust monitoring scheme.
- In the event that any of the monitoring thresholds are exceeded, the following measures will be undertaken:
 - the cause of the exceedence will be determined through a site inspection;
 - operations contributing to the exceedence will be suspended until controls are applied;
 - measures to mitigate the exceedence will be applied;
 - the concentration, location, time and date of the exceedence will be recorded in the site log, along with the cause and measures taken to mitigate the exceedence.

Preparing and Maintaining the Site

The applicant (LMD) will:

- Plan layout and construction of stockpiles, tips and mounds to minimise dust creation and protect exposed material from wind. They are currently positioned at the east of the site away from receptors.
- Use windbreaks/ netting/ screens/ semi-permeable fences, trees and shrubs (plant trees to obscure the site from the public footpath and replace trees that have previously been removed from the site boundary).
- Erect solid screens or barriers around dusty activities or the site boundary that are at least as high as any stockpiles on site.
- Cover, seed or fence stockpiles to prevent wind whipping.

Operating Vehicle/Machinery and Sustainable Travel

The applicant (LMD) will:

- Enforce an on-site speed limit of 10mph to minimise resuspension of dust from vehicle movements, and install signage on site to this effect. As the site is only small this is likely to already be adhered to some degree.

Operations

The applicant (LMD) will:

- Only use cutting, grinding or sawing equipment fitted or in conjunction with suitable dust suppression techniques such as water sprays or local extraction, e.g. suitable local exhaust ventilation systems.
- Ensure an adequate water supply on the site for effective dust suppression, using non-potable water where possible. Recycled water from the grated sump at the site entrance is currently used for this purpose.
- Use enclosed chutes and conveyors and covered skips.

Trackout

The applicant (LMD) will:

- Use water-assisted dust sweeper(s) on the access and local roads to remove, as necessary, any material tracked out of the site. This is unlikely to require the sweeper being continuously in use but regular (a minimum of weekly) usage is recommended to prevent visible dust off-site.
- Ensure vehicles entering and leaving sites are covered to prevent escape of materials during transport.

- Undertake daily inspections of on-site haul routes for integrity and instigate necessary repairs to the surface as soon as reasonably practicable. Record all inspections of haul routes and any subsequent action in a site log book.
- Install hard surfaced haul routes where they are not already present, which are regularly damped down with fixed or mobile sprinkler systems or mobile water bowsers.
- The site entrance is already >10m from the nearest receptor. If the site entrance is moved in future, then it should be kept at least this distance.

Dust Monitoring Scheme

- 32 In response to the consultation comments previously provided by the CAQC, the applicant confirmed that PM10 monitoring will be undertaken near sensitive receptors to ensure that local residents are not negatively impacted by dust emission from the site.
- 33 The DAP also advises the applicant to purchase and run these monitors as opposed to contracting the work, due to the small scale and long duration of monitoring. Dust alerts will be setup, to alert the environmental manager if the set PM10 concentration trigger level is exceeded.
- 34 The recommended monitoring location suggested in the DAP is on the corner of Godstone Road and Old Barn Lane (on the facade of the closest receptor, or on the site hoarding of the derelict site opposite) as will provide PM10 concentrations at the nearest sensitive receptor to the site. The alert threshold for this site will be set at 125ug/m³, as the 250ug/m³ recommended by the Mayor of London's dust control guidance is suggested at the site boundary and PM10 concentrations off site will be unlikely to reach this level.
- 35 Table 6.2 from the DAP is reproduced below, and sets out the frequency and type of monitoring to be undertaken at the site.

FREQUENCY	TYPE OF MONITORING
Continuous	<ul style="list-style-type: none"> - PM10 continuous monitoring on the corner of Godstone Road and Old Barn Lane. The monitor will be set with an alert threshold of 125µg/m³ over a 15 minute averaging period. Trigger alerts will include automatic texts and/or emails to the site manager and environmental manager. - A threshold of 7.5 metres per second (16.8 mph) will be applied to wind speed coming from a north-easterly direction in dry conditions. Dry conditions are defined in this case as instances where there has been no rainfall in the past 24 hours. Wind speed and direction will be measured using a weather monitoring system, either purchased with the continuous monitor or separately by the client. - All exceedences of the thresholds will be recorded and dealt with as detailed in the DAP.
Daily (at Minimum)	<ul style="list-style-type: none"> - Visual inspection of dust deposition on and offsite will be undertaken by the environmental manager. - The inspection results will be recorded and made available to the local authority upon request. This includes visual dust soiling checks of surfaces such as roads, street furniture, cars and window sills within 100m of site boundary. There should be no discolouration on the surfaces due to deposited dust. - Haul route and stockpile checks will be undertaken by the environmental manager to confirm that the dust action plan is being adhered to.
Weekly	<ul style="list-style-type: none"> - Inspection of the site by the environmental manager to ensure that the DAP is being adhered to

In the event of complaint (every 2 weeks)

- If complaints regarding dust soiling arise, then uninterrupted monthly dust deposition monitoring will also be undertaken on site in order to measure the rate of dust deposition at locations across the site boundary.
- This would be accomplished via passive dust monitors (sticky pads) located at two locations at the site boundary (north-east of the site and at the site entrance), and one co-located with the PM10 monitor on Godstone Road. A site threshold of 200mg/m²/day (averaged over a four-week period) or 2-5% EAC/day (EAC, the darkness or potential soiling of dust - measured over a week period) will be applied, as recommended by the Mayor of London's¹⁹ and the IAQM's guidance for monitoring on construction sites.²⁰
- Deposition monitoring will cease when an average EAC of less than 5% and dust mass deposition rate of less than 200mg/m²/day (averaged over a four-week period) occurs over two sequential months.

Quality Assurance/Quality Control

- 36 Within the DAP it is recommended that the Dust Scan 'DustDisc' (stickypad) is used to monitor deposition as non-specialists can install this on site. For PM10 monitoring it is recommended within the DAP that the applicant should get a monitoring device which is produced by Turnkey Instruments Ltd (Osiris) and Casella (Dust Guardian). These units can be mounted on a stand or on the side of a building.

Conclusion

- 37 The DAP contains methods to mitigate dust emissions from the site. The DAP also provides for regular monitoring of the level of dust emission from the site which could adversely affect residents in the close proximity of the site. The applicant should now fully engage with the provisions of the DAP in order to minimise any adverse amenity and health impacts. Further, the applicant must also efficiently monitor the site dust emission levels.
- 38 Importantly, reports of the monitoring taking place on site should be made publicly available and submitted to the County Planning Authority (CPA) on a quarterly basis. This will allow the CPA to accurately monitor the level of dust emission from the site. Further, all records relating to dust emissions will be made available to the local authority on request. Planning conditions will provide control over the process.
- 39 Taking the above into account Officers are satisfied that the previously submitted Dust Action Plan conforms with National Planning Policy, Policy DC3 of the Surrey Waste Plan and Policy DP22 (H) of the Tandridge Local Plan Part 2 Detailed Policies.

NOISE

National Policy

National Planning Policy Framework – Conserving and enhancing the natural environment

Development Plan Policy

Surrey Waste Plan 2008 – Policy DC3: General Considerations

Tandridge District Local Plan 2001 – Policy EV10: Noise

- 40 The NPPF at paragraph 123 states that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; and to mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development.
- 41 Surrey Waste Plan Policy DC3 requires consideration of noise impacts from waste development proposals as outlined above.
- 42 Policy EV10 of the Tandridge District Local Plan 2001 states that development will not be permitted where it would generate an unacceptable level of noise and which would affect noise sensitive development. The policy requires adequate information to be provided in order to assess the proposal in terms of noise.

- 43 The County Noise Consultant (CNC) was consulted on this application and held no objection to the development.
- 44 The site is located to the east of the A22 Godstone Road, a busy main road. There are other industrial uses to the north and south of the site. The nearest noise sensitive receptors (NSRs) are residential flats located on the opposite side of Godstone Road, at the junction with Old Barn Lane, at 25 m from the site boundary.
- 45 The applicant has planning permission (Ref.TA/2013/252) for the permanent retention and continued use of 0.3 hectares for importation, treatment (including sorting, screening and blending), and exportation of suitable non-hazardous soils and hardcore; and the permanent retention of a workshop and two portacabins. The consent is subject to a number of conditions of which Condition 4, provided below, relates to noise:
- ‘Except for temporary operations the level of noise arising from any operation, plant or machinery on the site, when measured at, or recalculated as at, a height of 1.2 metres above ground level and 3.6 metres from the facade of a residential property or other noise sensitive building that faces the site shall not exceed 60 LAeq, during any 30 minute period.’*
- 46 The use of the concrete crusher is the subject of this application. The applicant has stated that the concrete crusher is hired for use on site as and when required. The application seeks authorisation for the continued use of the concrete crusher in areas identified within the submitted site layout plan provided with the application.
- 47 The CNC stated that Condition 4 of Ref.TA/2013/252 shown above was drafted with respect to the guidance in SCC ‘Guidelines for Noise Control, Minerals and Waste Disposal’. These guidelines were produced in 1994 and hence there also needs to be consideration of current government guidance. Based upon the current guidance, it is likely that the SCC guidelines will be revised but this is currently awaiting consideration of the requirements of the revised BS 4142: 2014 ‘Methods for rating and assessing industrial and commercial sound’ which came into effect on the 31st October 2014.
- 48 Although changes in SCC’s guidelines are expected, Condition 4 is considered to be reasonable in light of any expected changes. The permissible level of noise from the site has been determined from the baseline noise measurements made at locations representative of the façade of the nearest residential flats by the CNC (Barry Squibb) in 2013, and is deemed to be reasonable, It will therefore not be necessary in this case to review the planning condition for a new consent in relation to operations on the site in light of the new guidance.
- 49 The plant is operating in a high traffic noise area, next to the A22, which is a busy main road. NSRs are likely to have been designed to mitigate high levels of road traffic noise and therefore should be adequately protected from other noise. On this basis, it is unlikely that there will be sufficient noise generated by the site to cause disturbance at NSRs. However, RPS have been notified that two complaints have been made by nearby residents in connection with the temporary operation of the concrete crusher on site.
- 50 Under Condition 4 of Ref.TA/2013/252, temporary operations on site are permitted to exceed the stated noise limit and hence there is no control over noise from any temporary operations nor does there appear to be a definition of what temporary operations constitute in terms of frequency or duration. On this basis, it is RPS’ opinion that, should consent be granted, the use of the crusher should be considered under ‘permanent operations’ and therefore be subject to the noise limit provided in Condition 4. This therefore may require the operator to provide screening to the flats when the crusher is operated but this should protect the amenity of the adjacent flats and reduce the likelihood of further complaints.
- 51 Should the application be consented on this basis, the applicant should provide evidence, in the form of a noise monitoring survey and report to be submitted to SCC that demonstrates that the requirement of Condition 4 is met with the concrete crusher operating on site. The monitoring should be carried out within 28 days of the grant of the planning consent or during the first period following consent during which the crusher is in use on site if the crusher is not used within the first 28 day period. Noise monitoring should be carried out by a competent acoustician at a location representative of the closest residential properties to the site.

Finally the CNC suggested a revised wording to Condition 4 be attached to any permission, and this is shown below:

'The level of noise arising from any operation, plant or machinery on the site, when measured at, or recalculated as at, a height of 1.2 metres above ground level and 3.6 metres from the facade of a residential property or other noise sensitive building that faces the site shall not exceed 60 LAeq, during any 30 minute period.'

- 52 Officers appreciate the need to ensure that the use of the concrete crusher is limited to a maximum noise threshold and this would be best achieved through the rewording and implementation of condition 4 shown above. Further, if permission was to be granted conditions requiring the monitoring of the site would be attached in order to maintain a degree of control and regulation over the site.
- 53 Tandridge District Council (TDC) were also consulted on this application and stated that 'the continued operation of the concrete crusher should not be allowed unless its use is restricted and the noise issue addressed to the satisfaction of local residents' The implementation of a condition to restrict the maximum noise threshold for an extended period is proposed by Officers in accordance with the advice provided by the CNC, which Officers consider would satisfy the requests of Tandridge District Council.
- 54 Tandridge District Council Environmental Health (TDCEH) were also consulted on this application and they raised certain concerns. TDCEH stated, 'Concrete crushers are inherently noisy, so when situated near to residential surroundings then complaints are likely. These complaints arise from the crushing operations during the daytime. The applicant proposes a maximum use of 3-4 times a week and each time between 3-4 hours. I am concerned that once planning is granted the applicant could operate the crusher for more than their proposal.' Once again the implementation of restrictive use conditions which have been attached including a maximum noise threshold should satisfy the concerns of TDCEH in the opinion of Officers.
- 55 Officers are satisfied that given the application site's location alongside a busy A road together with the fact that the adjoining land uses are industrial in nature, that the use of the concrete crusher alongside the plant and machinery at the site would not significantly increase the background noise level of the site. Further, Officers consider that the proposal would not significantly adversely affect sensitive receptors and that the proposal complies with the requirements of the Development Plan.

HIGHWAYS

Development Plan Policy

Surrey Waste Plan 2008 – Policy DC3: General Considerations

- 56 The Surrey Waste Plan 2008 seeks to ensure waste development proposals do not cause significantly adverse impacts and that sufficient information should be provided on a proposal. Policy DC3 states that planning permission for waste development proposals will be granted provided that, through the demonstration of appropriate information to support the application, that any impacts of the development can be controlled to achieve levels that will not significantly adversely affect people, land, resources or infrastructure. The policy goes on to state that information supporting an application must include, where relevant to the development proposal, an assessment of traffic generation, access and suitability of the highway network alongside mitigation measures where appropriate.
- 57 The County Highway Authority (CHA) was consulted on this application and initially objected to development due to a lack of clarity and detail within the site layout plan. The original plan did not accurately show how vehicles would enter and exit the site safely taking into account the location of the concrete crusher. Further, the original site layout plan did not display the location of the wheel washing facilities at the site. The CHA stated that these deficiencies would need to be addressed by the applicant in order to overcome their objection to the development.
- 58 The applicant on the advice of the CHA submitted a revised site layout plan. (Site Layout Plan – Drawing No.3 – Dated July 2015). The CHA was re-consulted on this application in light of the updated site layout plan which had been received. The CHA stated that the updated plan had addressed the initial deficiencies in the application and accordingly they held no objection to the development subject to conditions.

- 59 Concerns have been raised by the Local Member in regards to highway safety and run-off from the site onto the public highway. Officers note, that these concerns do not directly relate to subject of this application which is the operational use of the concrete crusher on site and have otherwise been addressed in the earlier granted planning permission REF. TA/2013/252.
- 60 Officers are satisfied that the operation of the concrete crusher does not amount to a material intensification of the use of the site. The CHA raise no objection to this application subject to condition and Officers consider that the proposal would not significantly adversely affect the local highway network.

HUMAN RIGHTS IMPLICATIONS

The Human Rights Act Guidance for Interpretation, contained in the Preamble to the Agenda is expressly incorporated into this report and must be read in conjunction with the following paragraph.

The Officer's view is that this proposal does not engage any of the articles of the Convention and has no Human Rights implications.

CONCLUSION

The application has been made retrospectively in order to allow for the continued use of a concrete crusher on site, including the stocking of untreated material and graded/sorted product. The applicant has submitted a detailed planning statement which sets out the main scheme for the operation of the concrete crusher, which should not materially intensify activity at the site.

The details of the application have been assessed by both specialist statutory consultees and Officers, who have confirmed their satisfaction with the details submitted. Noise and dust controls will be put in place through condition if permission is granted, which will set modern standards for amenity protection.

RECOMMENDATION

The recommendation is to **PERMIT** planning application **TA/2014/0205** subject to conditions.

CONDITIONS:

1. The development hereby approved shall be carried out in all respects strictly in accordance with the following plans/drawings:

Site Layout Plan – Drawing No. 3 – Dated: July 2015-07-14
2. No lights shall be illuminated nor shall any operations or activities authorised or required by this permission, including the arrival and departure of heavy goods vehicles, be carried out outside the following hours:

Monday - Friday	08.00 to 17.00
Saturdays	08.00 to 13.00

No operations are permitted on Saturdays 13:00 - 00:00, Sundays or Bank, National or Public Holidays. This condition shall not prevent the prior arrival/ later departure of staff arriving on foot or using transportation other than HGV's
3. The level of noise arising from any operation, plant or machinery on the site, when measured at, or recalculated as at, a height of 1.2 metres above ground level and 3.6 metres from the facade of a residential property or other noise sensitive building that faces the site shall not exceed 60 LAeq, during any 30 minute period
4. The HGV parking and turning area as shown on 'Site Layout Plan – Drawing No. 3 – Dated: July 2015-07-14' shall be permanently retained and maintained for that use

5. The wheel washing facilities as shown on 'Site Layout Plan – Drawing No. 3 – Dated: July 2015-07-14' shall be permanently maintained and used whenever the operations hereby permitted are undertaken
6. The use hereby permitted in combination with Planning Permission Ref. TA/2013/252 shall generate a total of no more than 32 HGV two way movements per day. The site operator shall maintain accurate records of the number of HGV vehicles accessing and egressing the site daily and shall make these available to the County Planning Authority upon request.
7. HGVs shall enter the site immediately when they arrive and shall at no time park outside on the public highway waiting to access the site.
8. All vehicles accessing the site shall enter and leave the public highway in forward gear.
9. No work is to be carried out on or close to the site boundary that might undermine the stability of the adjoining public footpath or its boundary fence

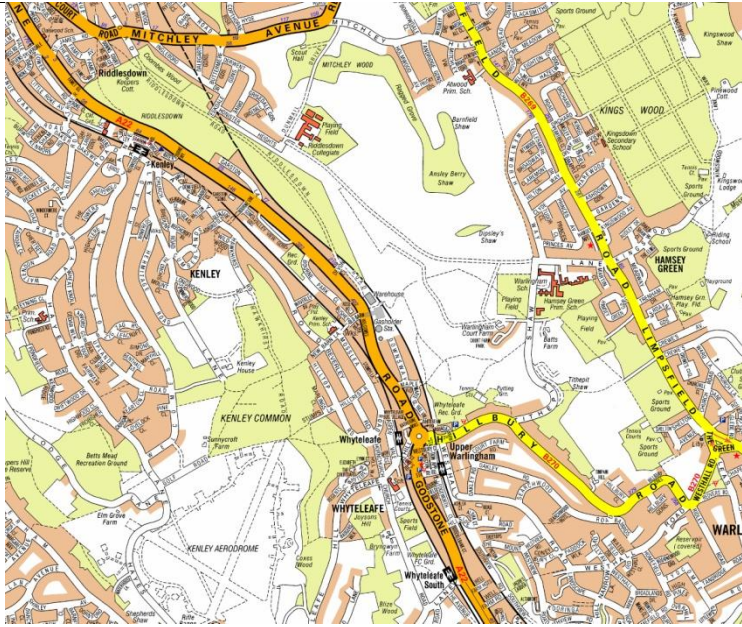
REASONS:

1. To comply with the terms of the application and to enable the County Planning Authority to exercise planning control over the operation so as to minimise the impact on local amenity in accordance with Policy CW5 and Policy DC3 of the Surrey Waste Plan 2008.
2. To protect the amenities of local residents in accordance with Policy DC3 of the Surrey Waste Plan 2008
3. To ensure the minimum disturbance and avoid nuisance to the locality to comply with Policy DC3 of the Surrey Waste Plan 2008 and Policy EV10 of the Tandridge District Local Plan 2001
4. That the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Surrey Waste Plan 2008 Policy DC3
5. That the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Surrey Waste Plan 2008 Policy DC3
6. That the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Surrey Waste Plan 2008 Policy DC3
7. That the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Surrey Waste Plan 2008 Policy DC3
8. That the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Surrey Waste Plan 2008 Policy DC3
9. To protect the amenities of local residents in accordance with Policy DC3 of the Surrey Waste Plan 2008

INFORMATIVES:

1. The developer is reminded that it is an offence to allow material to be carried from the site and deposited on or damage the highway from uncleaned wheel or badly loaded vehicles. The Highway Authority will seek, wherever possible to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders (Highways Act 1980 Sections 131, 148, 149).
2. The permission hereby granted shall not be construed as authority to carry out works on the highway. The applicant is advised that a licence must be obtained from the Highway Authority Local Transportation Service before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway.
3. The County Planning Authority confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

Site Location

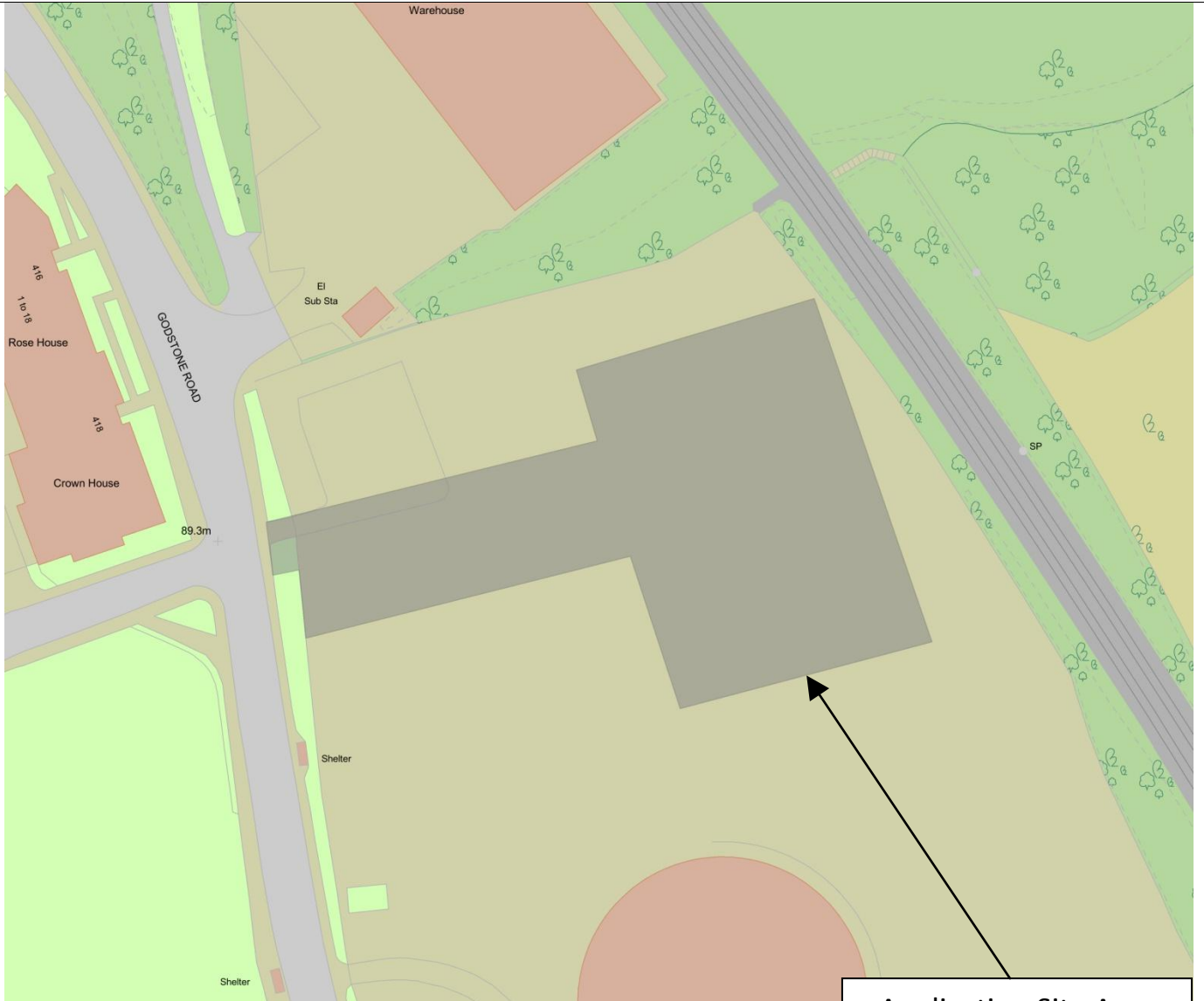


The Gas Holding Station, Godstone Road, Whyteleafe, Surrey CR3 0EG

Continued operation of concrete crusher to include the stocking of untreated material and graded/sorted product.

Application No.: TA/2014/0205
Electoral
Division: Caterham Valley
Grid Ref: 533718 159227

THIS PLAN IS FOR INDICATIVE PURPOSES ONLY – ALL BOUNDARIES ARE APPROXIMATE



Application Site Area

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Aerial 1 : The Gas Holding Station



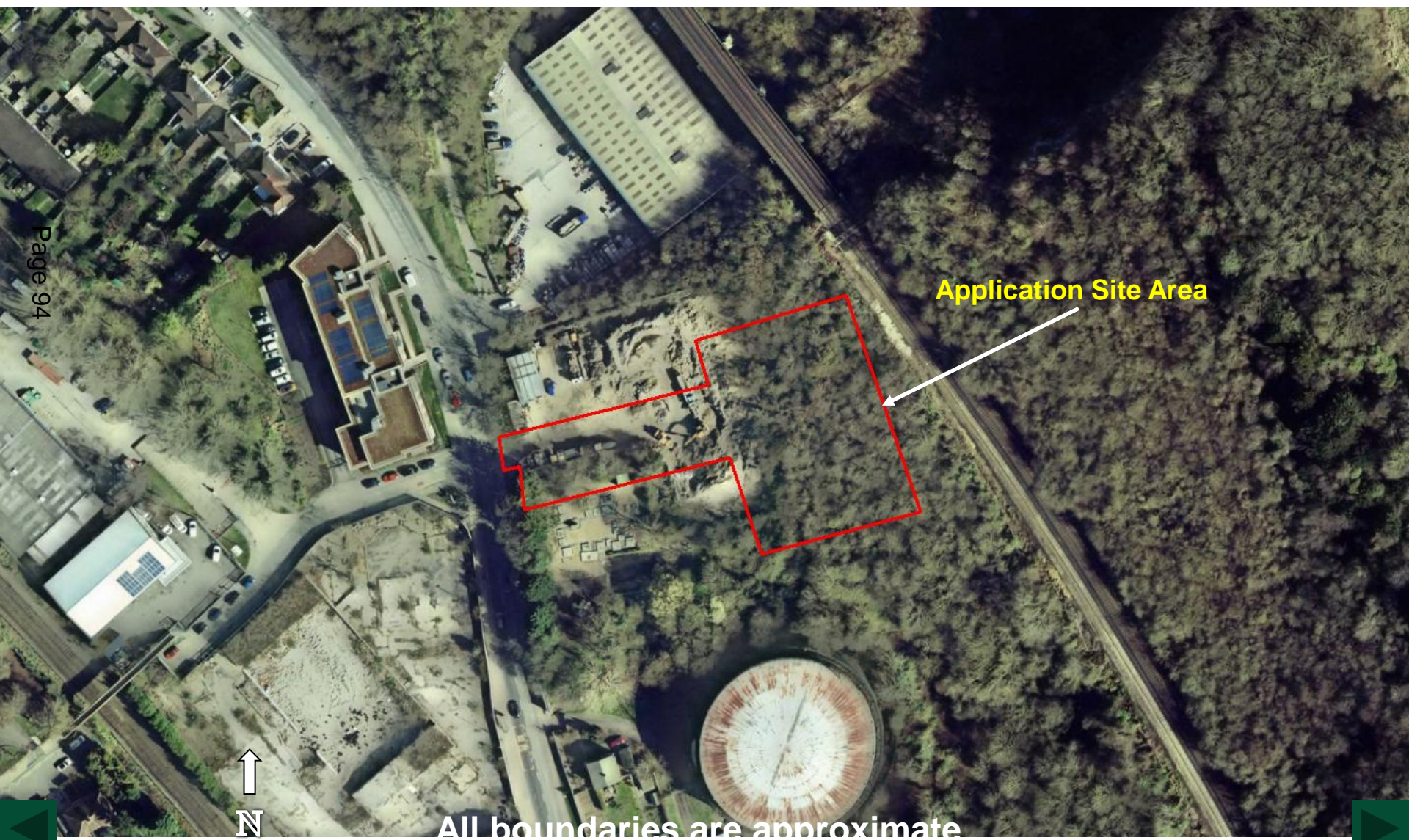
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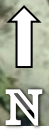
All boundaries are approximate



Aerial 2 : The Gas Holding Station



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All boundaries are approximate

Figure 1 : Site entrance Gas Holding Station

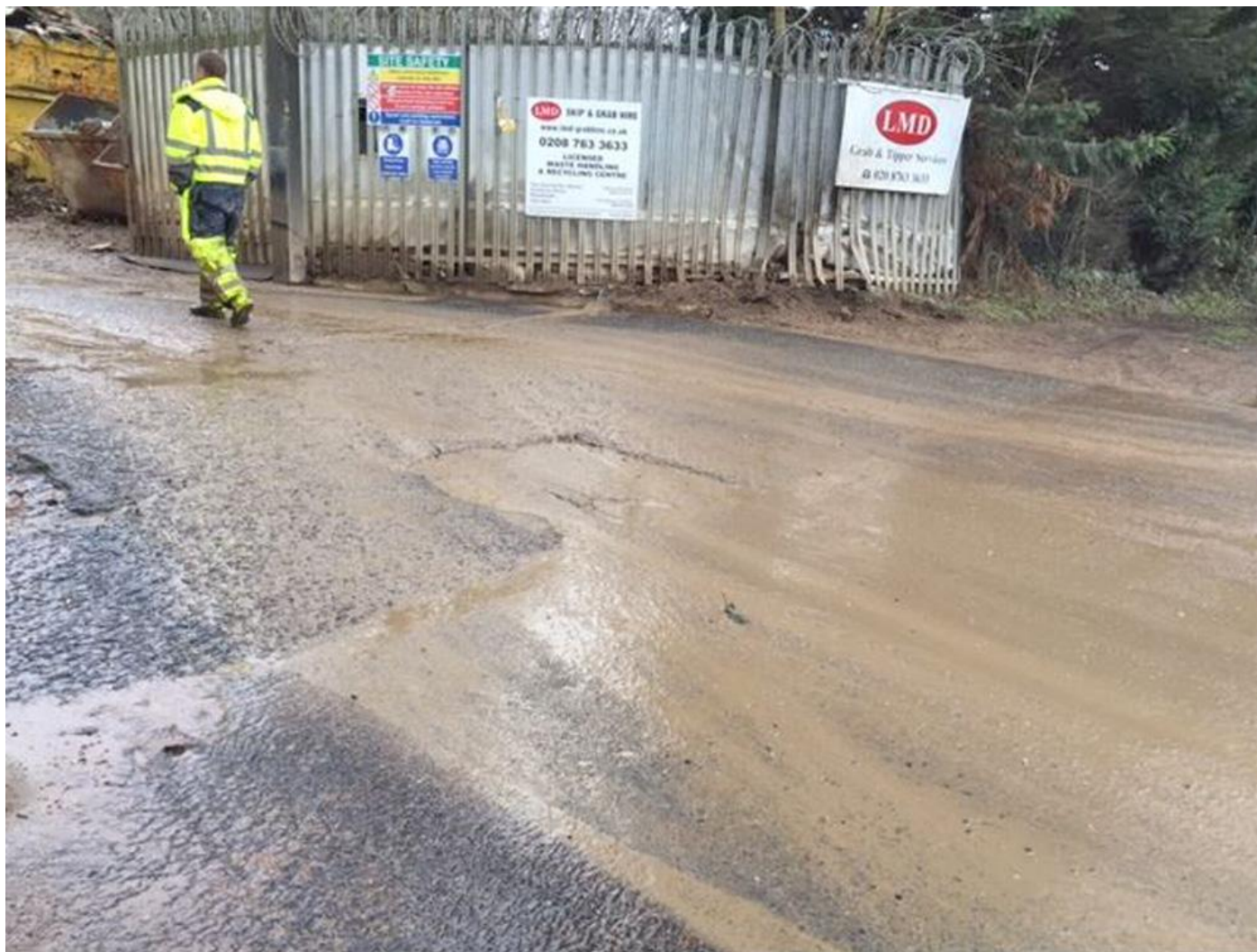


Figure 2 : Concrete crusher



Figure 3 : Example of day to day working at the site



Figure 4 : On-site looking north east towards site boundary



Figure 5 : On-site looking south east towards site boundary



Figure 6 : Surface water runoff into Godstone Road from the Gas Holding Station



Figure 7 : View looking east, directly into the site from Godstone Road



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