

TO: PLANNING & REGULATORY COMMITTEE **DATE:** 10 December 2014
BY: PLANNING DEVELOPMENT TEAM MANAGER
DISTRICT(S) GUILDFORD BOROUGH COUNCIL **ELECTORAL DIVISION(S):**
Worplesdon
Mr Witham

PURPOSE: FOR DECISION **GRID REF:** 496516; 152004

TITLE: SURREY COUNTY COUNCIL PROPOSAL GU14/P/01767

SUMMARY REPORT

Land at Worplesdon Primary School, Envis Way, Guildford, Surrey GU3 3NL

Construction of new 2 storey teaching block comprising 8 classrooms and extension to existing school hall following removal of two existing modular buildings; extension of playground onto existing parking area and provision of new car park.

This proposal has three distinct elements: a two storey classroom block to the east of the main buildings in a hard play area near the southern site boundary, which adjoins open countryside; an extension to the school hall on the eastern elevation of these buildings; and a new parking area to make up for the loss of parking spaces to provide a substitute play area. There would be 9 additional parking spaces provided. The proposal would result in the capacity of the school increasing from 420 to 540 pupils. The development is needed to meet ongoing demand for additional school places in the North Guildford and West Guildford school planning areas.

Key issues to be considered are the potential effects of the proposal on the Green Belt and whether factors exist which amount to very special circumstances which clearly outweigh the harm to the Green Belt due to inappropriateness and any other harm. In addition the development should comply with the Development Plan policies relating to visual and residential amenity, design, transportation, effect on outdoor sports provision, impact on trees and flooding. The report assesses these matters.

The proposed development is inappropriate development in the Green Belt. Officers consider that very special circumstances exist which outweigh harm to the Green Belt and limited harm to residential amenity from traffic and the limited harm from the reduction in outdoor sports provision.

Objections have been raised by a number of local residents, mainly on grounds of the effects of the additional traffic generated by the development both would exacerbate current problems of congestion and on-street parking. Representations also expressed concern with the impacts of construction traffic, the new teaching block in amenity terms and flooding. Sport England have also objected to the loss of one of the two existing games courts located in the playground.

Officers consider the proposed development to be acceptable in terms of visual and residential amenity, design and effect on outdoor sports provision, the latter being the subject of a condition. Officers also consider that the transportation impacts of the proposal can be mitigated by the imposition of conditions including those relating to the new parking area and the access drive serving it, the School Travel Plan and the Construction Transport Management Plan. Further conditions relate to the protection of trees. Flooding is not a concern since the site is situated in a low risk flood area.

Officers recommend that planning permission should be granted subject to conditions.

The recommendation is to PERMIT subject to conditions.

APPLICATION DETAILS

Applicant

Estates Planning and Management

Date application valid

19 September 2014

Period for Determination

14 November 2014

Amending Documents

Proposed Site Plan Block Plan, Drawing number J1727880/A/050.003 Rev P5, dated 24 November 2014

Proposed New Crossover and Car Park, Drawing number J1727880/A/050.005, Rev P3, dated 24 November 2014

Arboricultural Method Statement dated 25 November 2014 (incorporating a Tree Survey Schedule)

Tree Protection Plan, Drawing Number TPP-01, Rev A, dated 25 November 2014

Site Constraints Plan, Drawing number B1727880/A/100.005, Rev P3, dated 22 October 2014 and received on 26 November 2014

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
Whether development is Inappropriate in the Green Belt	YES	20-23
Design and Visual Amenity	YES	24-26
Impact on Residential Amenity and Hours of Construction Activity	YES	27-33
Transportation Considerations	YES	34-42
Effect on Outdoor Sports Provision	YES	43-48
Impact on trees	YES	49-53
Flooding	YES	54-55
Development in the Green Belt	NO	56-63

ILLUSTRATIVE MATERIAL

Site Plan

Plan

Aerial Photographs

Aerial

Site Photographs

Figure 1: Looking southeast from location of hall extension towards location of teaching block, with open countryside beyond

Figure 2: View looking west from location of teaching block, showing part of hall on right and a modular building to be removed

Figure 3: Looking northwest from location of teaching block towards houses in Louis Fields

Figure 4: View to the north from the same location

Figure 5: Looking southwest towards location of hall extension Figure 6: Looking east towards the two modular buildings to be removed

Figure 7: View to the west towards new vehicular entrance on Envis Way showing willow tree

Figure 8: Looking south towards location of proposed parking area with modular building on left

Figure 9: View to the south across the playing fields to the open countryside

BACKGROUND

Site Description

1. Worplesdon Primary School is located on Envis Way on the Fairlands Estate, some 3 miles west of Guildford. Vehicular access and pedestrian access are both from Envis Way via a drive and a footpath. The school site is within the Green Belt, with the settlement boundary of Fairlands adjoining the site on the north and the west. Residential development in Envis Way and Louis Fields lies to the north, northeast and west of the site. To the south and east is Hunts Farm, with open fields to the south beyond the farm buildings. The land adjoining the farm on the east is Common Land which is designated as a Site of Nature Conservation Importance.
2. The main school buildings date from the early 1960s. They are a mix of single and two storey structures, with flat roofs and red facing brickwork, sections of white and red cladding, and white fascias and window frames. To the southeast of the main buildings is a detached building connected to them with a covered walkway. This building features red facing brick, aluminium framed windows with solid infill panels below them and a light grey profiled steel pitched roof. In addition, a 'Homelodge' timber modular building is situated between the main building and the access drive which runs along the northern boundary of the site and two demountable classrooms are located immediately south of the main buildings. The school's playing fields are to the southwest of the buildings.
3. There are trees, shrubs and hedges along almost all site boundaries except the northern one, the most prominent trees being located in the proximity of the two modular buildings proposed to be removed and forming a belt of trees dividing the south boundary of the school's playing fields and open countryside. There is also a prominent tree close to Envis Way to the south of the access footpath. There is a close boarded fence along the northern site boundary, and trees and shrubs of varying ages in residential back gardens abutting this boundary.

Planning History

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|----|--------------|---|
| 4. | GU12/P/00630 | Non-material amendment to planning permission Ref. GU11/1212 comprising revised maximum height of 4.1m for canopy over existing hard play area pursuant to Section 96A of the Town and Country Planning Act 1990 (approved in May 2012) |
| | GU11/1212 | Erection of canopy (permitted in September 2011) |
| | GU08/1571 | Construction of lean-to canopy 20m by 4.7m along two existing reception classrooms (permitted in October 2008) |
| | GU05/2437 | Erection of new 1.43m high plastic coated steel mesh fence on the school boundary fronting on Envis Way (permitted in March 2006) |
| | GU92/1113 | Construction of extension and enclosed walkway to replace three existing movable classrooms (permitted in December 1992). |

THE PROPOSAL

5. This proposal is for a two storey teaching block containing eight classrooms and ancillary accommodation, as well as an extension to the school hall, the extension of the playground into a paved area currently used for overflow parking and the provision of a new car park, surfaced with tarmac, compensating for the displaced parking spaces and adding 9 more bays. The teaching block is proposed to be near the southeast corner of the built-up part of the site adjacent to the existing buildings and the hall extension on the east elevation of the main buildings. The new parking area would be situated adjacent to the western boundary of the site to the west of the main buildings, being served by a drive leading from a new vehicular entrance to the south of both existing entrances from Envis Way. The cycle parking provision would increase from 10 spaces to 54 spaces.
 6. The teaching block (having approximately 835 sq m of floorspace) is proposed to have a flat roof, walls clad in red brick to match that of the nearby part of the existing building as closely as possible, as well as powder coated aluminium window and door frames, the latter being finished in red, green or blue. The building would feature large areas of fenestration, particularly on the north and south elevations, with that facing south having a brise soliel extending from the building above the windows on each storey. The proposed hall extension (with about 51 sq m of floorspace) would have the same facing brickwork and window treatment but would have red painted door frames, the colour matching that of other doors on the parent building.
 7. The school is currently a 2 Form of Entry (2FE) Primary School with a capacity of 420 pupils. This development would take the school to a 540 capacity, by adding an additional form of entry at year 3 (junior age) from 2016 to 2019. Four of the classrooms in the teaching block are for this purpose, the remaining ones being needed to replace classrooms contained in two substandard modular buildings located to the south of the main buildings and which are proposed to be demolished. The number of staff would increase from 63 to 71.
 8. The County Council has a duty to provide sufficient school places. There is an ongoing demand for school places across the North Guildford and West Guildford education planning areas, demonstrated by demand exceeding available space for several years. The expansion at Worplesdon Primary School is being proposed in conjunction the provision of additional places at Stoughton Infant School. The intention is to admit an additional 30 pupils at Worplesdon Primary School each year from September 2016 through September 2019.
 9. Since the school site is in the Green Belt, the applicant has considered options for accommodating the proposed development at other schools in the vicinity. All of these options have been discounted.
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CONSULTATIONS AND PUBLICITY

District Council

10. Guildford Borough Council: No objection subject to the County Planning Authority addressing hours of construction activity, the siting of temporary construction buildings, boundary screening between the car park and neighbouring properties and careful attention being given to any lighting proposed in the car park (email, to be confirmed in writing)

Consultees (Statutory and Non-Statutory)

11. County Highway Authority –
Transportation Development Planning: No objection subject to conditions
12. County Arboricultural Manager: Further information requested on the impact on tree roots of access drive to new parking area, protection of trees adjacent to two modular buildings to be removed, and tree planting
13. Sport England: Objection but recommends a condition preventing the use of games court for parking

Parish/Town Council and Amenity Groups

14. Worplesdon Parish Council: No response received

Summary of publicity undertaken and key issues raised by public

15. The application was publicised by the posting of 2 site notices. An advertisement was placed in the local newspaper. A total of 67 owner/occupiers of neighbouring properties were directly notified by letter. Thirteen representations were received, the main concern being that existing traffic congestion and on-street parking problems would be worsened by the new development. Other issues raised were the impact of construction related traffic, effects on residential amenity and the matter of flooding.

PLANNING CONSIDERATIONS

16. 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 policies of the Guildford Borough Local Plan 2003.

17. 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.
18. 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).
19. The school site is located within the Green Belt. The main planning issues are whether the proposal is inappropriate development in the Green Belt, and if it is such whether very special circumstances exist which outweigh harm to the Green Belt and any other harm. Other planning issues are design and visual amenity, impact on local residential amenity, transportation considerations, effect on outdoor sports provision, impact on trees and flooding.

Whether Inappropriate Development in the Green Belt

Guildford Borough Local Plan

Policy RE2 – Development within the Green Belt

Policy CF4 – Expansion of Schools

National Planning Policy Framework (NPPF)

20. Government advice on Green Belts is set out in the National Planning Policy Framework (NPPF). It states in paragraph 89 that new buildings in the Green Belt are inappropriate development. Several exceptions are given, including the replacement of a building provided that the new building is in the same use and is not materially larger than the one it replaces. In this case, two modular buildings having combined floorspace of about 275 sq m would be demolished and the floorspace of the new teaching block and the hall extension combined would be approximately 850 sq m. Officers consider this to be materially larger than the floorspace of the buildings that would be replaced.

21. Local Plan Policy RE2 states that new building in the Green Belt is inappropriate unless for the purposes of agriculture and forestry, essential facilities for sport and recreation, cemeteries and other land uses which preserve openness. Policy CF4 allows the expansion of schools provided that certain criteria are met namely that existing designated open space is not prejudiced, that the proposal does not detract from the character and appearance of existing buildings and the surrounding area, and that highway and access arrangements are acceptable. The explanatory text for this policy states that as an exception to normal policy, the Borough Council may allow extensions to schools and colleges in the Green Belt.
22. In the context of the relative weight to be given to the policies in the NPPF and those of the Guildford Borough Local Plan, Officers consider that the former policies should take precedence in this case since there is an inconsistency between these policies and those of the Local Plan relating to the expansion of schools.
23. All three components of this proposal are inappropriate development in the Green Belt.

Design and Visual Amenity

Guildford Borough Local Plan 2003

Policy G5 – Design Code

Policy CF4 – Expansion of Schools

24. Local Plan Policy G5 contains requirements on design including development respecting surrounding scale, height, proportion, form and materials; and development using high quality and harmonising materials. Local Plan Policy CF4 states that planning permission will be granted for expansion of schools providing the proposal would not detract from the character and appearance of existing buildings and the surrounding area.
25. Two representations suggest that the new teaching block would be obtrusive, one resident mentioning its height of about 3.6m. Although the building would be higher than the nearest portion of the single storey main buildings, the nearby hall and its new extension are more than 1.5 storeys tall. This is approximately 0.5m lower than the new block. Officers consider that its visual impact would be lessened by the use of matching facing brick and the extensive areas of glazing. The same facing brick would be used for the hall extension. The new parking area and drive would be surfaced with tarmac, the same material as the existing car park and hard playground. Officers are satisfied that the development would be compatible with the existing buildings in scale, height and appearance (including materials).
26. Officers consider that the proposal complies with these Development Plan policies.

Impact on Local Residential Amenity and Hours of Construction Activity

Guildford Borough Local Plan 2003

Policy G1(3) – Protection of Amenities Enjoyed by Occupants of Buildings

27. Local Plan Policy G1(3) states that the amenities enjoyed by occupants of buildings are to be protected from unneighbourly development in terms of privacy, access to sunlight and daylight, noise and other factors.

28. The nearest dwelling to the proposed teaching block is about 27m distant, on Hunts Farm to the east of the school site. The next closest residence is also on the farm and is more than 35m to the northeast. There are other dwellings approximately 60m to the north of the new block, located on the south side of Louis Fields. Other residences on the same side of that road would be further away. As noted above in paragraph 3, there are trees, shrubs, hedges and fencing along the site boundaries adjoining residential properties. Officers consider that the proposed teaching block would have no adverse impact in terms of privacy and visual effect because of the existing boundary treatment and the distance between this building and residences.
29. Three residents have raised matters relating to residential amenity – the visual impact of teaching block (see above); increased noise from pupils during outdoor play times; and noise, air pollution, vibration and dirt from construction traffic. Guildford Borough Council has raised the matter of the hours of construction activity and have suggested that the temporary buildings related to the construction work be carefully sited. These buildings would be situated in the Contractors Compound as shown on the Site Constraints Plan. The compound would be take up most of the paved area to the east of the main buildings and would incorporate the two built elements of the scheme. The northern limit of the compound would come within about 10.5m of the site boundary abutting residential properties on Louis Fields.
30. Officers consider that the proposed development would not result in an appreciable increase in noise level from pupils compared to that already generated. The impacts of construction traffic and of construction traffic would be short lived. Officers consider that with these impacts would be mitigated by the imposition of planning conditions regulating the timing of access to the site and the hours of construction.
31. It is considered that the hall extension would have no adverse effect on residential amenity because of the height of the extension being the same as the existing hall and its relatively small scale in relation to the existing hall. Officers consider that the new parking area and drive would have no detrimental impact on residential amenity because they are ground related and involve no new structures. Guildford Borough Council has suggested that careful attention be given to any lighting proposed for the new car park. Officers recommend an informative covering this matter.
32. In summary Officers consider that the proposed development would have a limited adverse impact on residential amenity. Thus the proposal is considered accord with these Development Plan policies.
33. The impacts on residential amenity as a result of traffic are considered in the following section.

Transportation Considerations

Guildford Borough Local Plan 2003

Policy G1(2) – Transport Provision, Access, Highway Layout and Capacity

Policy CF4 – Expansion of Schools

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34. Local Plan Policy CF4 permits the expansion of schools provided that various criteria are met including highway access, parking, turning and any increased traffic movements being able to be accommodated satisfactorily. Local Plan Policy G1(2) requires satisfactory access and highway layout to be provided to serve new development and stipulates that traffic generated by development shall be compatible with the local road network.
 35. The applicant has submitted a Transport Assessment (TA) which indicates that 21.5% of pupils live within 1km (a 15 minute walk) from the school (with 12.5% living within half a kilometre), about 78.5% live more than 1km away and of these nearly half live 1.5km away. As a result the school has a comparatively high car modal share with 71% of pupils travelling by car. Of the remaining pupils about 15% walk, about 13% use bicycles or scooters, and the remainder use other means of travel. Applying these mode shares to the 120 additional pupils would result in an extra 82 cars taking and collecting children from the school. This is a worst case scenario which takes no account of siblings in the school, car sharing or the successful implementation of measures in the travel plan.
 36. The Fairlands Estate in which the school is located has only a single access point. Traffic congestion and parking by parents are significant issues for local residents. The parking survey in the TA shows that 293 legal parking spaces are available within 500m of the school and an additional 132 spaces further afield within the Estate, although many of the latter are considered to be too remote from the school. Observations indicate that there are localised problems close to the school caused by inconsiderate parking, (specifically driveways being blocked and parking on 'keep clear' zig-zags), but it was concluded that there is space available slightly further away. In the morning parking peaked between 08:45 and 09:00 with 142 parked cars and 151 spaces remaining and in the afternoon it peaked between 15:15 and 15:39 with 169 parked cars and 124 spaces free. Assuming the same temporal distribution as currently exists, which reflects that not all parents arrive simultaneously, the development would result in 191 cars in the morning peak and 195 cars in the afternoon peak, both of these amounts being able to be accommodated on the existing highway network.
 37. Parking for staff members currently exists in two parts of the site, one formally laid out and the other used informally. The capacity of about 40 spaces is often not optimised since the latter area is not marked out. Under the current proposal all of the parking would be formalised by substituting the informal parking area with 28 spaces in the new car park. The number of staff is expected to increase from 63 to 71 as a result of this application. Officers consider that by formalising the parking the proposal would provide sufficient space to accommodate the 7 additional cars estimated by the TA to be generated by the expansion.
 38. The TA identifies a number of specific measures that already encourage sustainable modes of travel and sensible and considerate parking, or that are proposed as part of the application:
 - Implementation of the existing School Travel Plan,
 - promoting the use of an informal clockwise one way system along Envis Way between Louis Fields and Brocks Drive (a permanent system is not considered appropriate as it would impact negatively on residents),

- placing cones on the zig-zag markings outside the school entrance during morning and afternoon peak traffic times, in an attempt to enforce the markings,
 - using newsletters to highlight the importance of considerate parking,
 - continuing the successful 'walking bus' arrangement from Fairlands Community Centre, and
 - encouraging occasional visits by the Police (and expanding the number where possible).
39. The Framework School Travel Plan (FSTP) submitted as part of the application has a number of aspirations that go beyond the above noted measures:
- installing a safe pedestrian crossings on the A323,
 - making improvements to footpaths so that they do not flood or become overgrown or have surfaces unsuitable for pupils to walk or cycle safely,
 - providing a usable track across the common dividing Wood Street Village from the Fairlands Estate,
 - making the advisory 'zigzag' road markings outside the school mandatory.
40. The TA mentions the following expanded/additional mitigation measures:
- making the zig-zag markings more effective by introducing parking restrictions and via a Traffic Regulation Order
 - a minibus service connecting with areas such as Rydeshill in northwest Guildford,
 - a 20 mph zone in the vicinity of the school,
 - provision of a 'park and stride' facility and additional 'walking bus' provision,
 - supervising drop-offs and pick-ups at peak times to discourage inconsiderate and illegal on-street parking,
 - sending regular newsletters to parents and residents regarding the travel plan,
 - holding regular travel plan steering group meetings,
 - establishing and keeping a log book of travel issues and any complaints from residents,
 - participating in the Golden Boot Challenge,
 - having pedestrian training sessions,
 - and promoting various initiatives to encourage increased cycling and use of scooters.
41. The applicant has submitted a Site Constraints Plan and text in the Design and Access Statement which form a Construction Transport Management Plan (CTMP). The County Highway Authority is satisfied that this plan and document meet the requirements for controlling construction related traffic. This view is endorsed by Officers. who recommend a condition relating to the implementation of the CTMP.
42. Overall Officers consider that the package of mitigation measures is proportionate to the expected additional traffic that would be generated by the development. Officers are also satisfied that these measures would avoid the development having a severe cumulative adverse effect on highway safety and local amenity. Officers recommend the application of conditions covering the mitigation measures outlined above in paragraphs 38 to 40, and also conditions relating to the access to the new parking area, the Contractors Compound and the Construction Transport Management Plan, in order that the transportation aspects of the scheme are acceptable.

Effect on Outdoor Sports Provision

Guildford Borough Local Plan 2003

Policy R1 – Loss of Land and Facilities for Sport and Recreation

43. Policy R1 of the Guildford Borough Local Plan states that the loss of land used for recreation purposes will be resisted unless a suitable alternative is provided nearby, there is an excess of recreation land and buildings in the area and sports and recreation facilities can best be retained and enhanced through the redevelopment of a small part of the site.
44. There are currently two games courts marked out on the tarmac surfaced area to the east of the main buildings. One of these courts would be covered completely by the proposed teaching block and the other court is proposed to be relocated to the north partly on the area currently used for informal staff parking.
45. Sport England has objected to the development on the grounds that it conflicts with their objective of preventing the loss of sports facilities, in this case one of the two games courts. Sport England has also stated that there would be no impact on the school's playing field but only on a games court. They have also indicated that additional playground area is proposed through adjustments to the parking provision on the site. However, in recognition that there are few other locations on the site where the teaching block could be situated other than in the playground, Sport England have recommended the imposition of a planning condition preventing the new playground area containing the games court from being used as a car park.
46. As it is unusual for a consultee to raise an objection to a proposal and then recommend a planning condition, Officers have approached Sport England to see if they would be willing to withdraw their objection. However, they have maintained their stance. Officers consider that the applicant has demonstrated sufficient justification for the location of the building. While the proposal would result in the loss of one of two games courts, there would be no impact on the playing fields as such. Therefore Officers consider that the proposed development would have limited adverse impact on the outdoor sports provision at the school.
47. If the Committee are minded to grant planning permission for the proposed development, where there is an unresolved objection from Sport England, the decision needs to be referred to the Secretary of State pursuant to the Town and Country Planning (Consultation) (England) Direction 2009.
48. Officers consider that the proposal complies with the above noted Development Plan policy.

Impact on Trees

Guildford Borough Local Plan 2003

Policy G1(12) – Safeguarding the Landscape and Existing Natural Features

49. Local Plan Policy G1(12) aims to safeguard natural features, such as trees, that are worthy of protection.
50. An Arboricultural Implication Assessment & Method Statement prepared by an Arboricultural Consultant has been submitted with the application. The report indicates that two trees (a semi-mature silver birch and an early mature cherry) would be felled to accommodate the proposed development and that the mature weeping willow near to Envis Way would require the installation of tree protection fencing.
51. The County Council's Arboricultural Manager has expressed concern with the impact on the roots of the willow tree of the installation of a section of the proposed access drive to the new parking area. He has recommended that the drive be relocated or that 'above ground' construction techniques be used for this portion of the drive to ensure that the roots are not damaged. The Arboricultural Manager also has requested the following: 1) the Root Protection Area (RPA) of the willow be shown on a plan, 2) a method statement and recommended protection measures be submitted for trees in the vicinity of the two modular buildings that proposed to be demolished and 3) details be provided for the planting of trees between the new parking area and the western site boundary adjoining dwellings fronting on Envis Way. Guildford Borough Council has also suggested that new planting occur in this location.
52. In response an amended Tree Protection Plan and an amended arboricultural report have been submitted, and the section of the proposed drive connecting with Envis Way has been relocated. Officers are satisfied that the revised plan and report address the issues relating to the RPA of the willow tree (since the new drive would be outside of the RPA) and the protection of the trees near to the modular buildings. Conditions are recommended to ensure the protection of all of these trees. The report, however, does not recommend the planting of trees in the location advised by the County Arboricultural Manager. Officers endorse his advice and recommend a planning condition to ensure that planting is carried out in accordance with his advice.
53. Officers consider that, with the imposition of conditions, the impact of the proposal on trees is acceptable. Therefore the development is considered to comply with the above noted Development Plan policy.

Flooding

Guildford Borough Local Plan 2003

Policy G1(6) – Flood Protection

54. Local Plan Policy G1(6) safeguards areas of floodplain, as identified on the Proposals Map, from development that would increase the risk to people or property from flooding. The school site is not so identified on the Proposals Map as being floodplain. This designation is confirmed by the flood mapping of the Environment Agency which shows the site as being in a low risk flood zone.
55. A local resident has raised the matter of flooding. Since the site is in an area of low flood risk, flooding is not considered to be a relevant planning issue in this case.

Whether Very Special Circumstances exist to Justify Inappropriate Development in Green Belt

Guildford Borough Local Plan 2003

Policy RE2 – Development within the Green Belt

Policy CF4 – Expansion of Schools

National Planning Policy Framework (NPPF)

56. Paragraph 72 of 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.
57. As noted in paragraphs 20 and 23, respectively, the floorspace proposed is materially larger than that of the buildings being replaced and all three elements of the scheme are inappropriate development in the Green Belt. Paragraph 87 of the NPPF states that inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 88 states that these will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
58. In support of the application the applicant has noted two factors which are considered to amount to very special circumstances. The first is the need for additional school places in the North Guildford and West Guildford school planning areas, as demonstrated by several years when demand for places has been above those available. The applicant has stated that there is a need to provide sufficient additional places to cope with this increasing demand as well as a need to meet future demand. The second factor is the lack of alternative options available to accommodate the increase in pupil numbers. Four other schools were considered and each was rejected by the applicant for various reasons:
- Guildford Grove Primary School – parental preference not as high as for Worplesdon and all locations on the site would be very expensive to implement.
 - Wood Street Infant School – the site is in the Green Belt and is too small to accommodate the necessary expansion.
 - St Joseph's Catholic Primary School – There are no further options for expansion since the school has already grown from 2FE to 3FE.
 - Northmead Junior School – There are not suitable options to expand the school by an additional form of entry following the addition of a bulge class in 2011 with another such class agreed in 2015.

In summary the applicant considers expansion at Worplesdon Primary School to represent the optimal combination of the provision of sound educational standards, value for money (not a planning consideration) and meeting parental preferences.

59. The two storey teaching block is the larger and most prominent of the two built components, having a footprint of approximately 357 sq m. and about 713m of floorspace. This building would be located close to the main building and set back between about 5 and 7.5m from the southern site boundary adjoining countryside. This allows the retention of a mature hedge and trees along this boundary to partially screen the new building when viewed from the farm to the south.
60. The hall extension has a small footprint (approximately 60 sq m) compared with that of the parent building (about 1620 sq m) and the new teaching block. This extension would be the same height as the hall (that is, about 0.5m lower than the teaching block). The extension would be almost completely screened from the countryside to the south by the main building and the new teaching block. The new car park would have very limited visual impact because it would involve no buildings and it would be situated towards the northwestern part of the site, thus being mostly screened from countryside by the main building. Officers conclude that the hall extension and the new car park would have no effect on the openness of the Green Belt.
61. The school's built elements and residential uses to the west form a nearly continuous 'urban edge' close to the southern site boundary, which forms the edge of the open Green Belt. Officers consider that the extension of this building line further east, albeit by the erection of the two storey block, would have only a limited impact on the openness of the Green Belt since it would be extending the urban edge rather than moving it significantly southwards in the direction of the adjoining open Green Belt land.
62. In this case there is also non Green Belt harm resulting from the additional traffic generated by increasing the size of the school. The adverse effects on highway safety and local amenity have been addressed by measures contained in the Transport Assessment and the aspirations contained in the Travel Plan. Officers consider that implementation of these measures and following through these aspirations would significantly reduce the amenity impacts from increased traffic such that only limited harm arises.
63. Officers consider that the need for school places and the lack of practical alternative sites together constitute very special circumstances which clearly outweigh harm due to inappropriateness, and the other limited harm to residential amenity from increased traffic activity amenity and from reduced outdoor sports provision at the school.

HUMAN RIGHTS IMPLICATIONS

64. 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.
65. In this case, the Officers' view is that while potential impacts on amenity caused by construction traffic and that generated by the increase in the size of the school are acknowledged, the scale of such impacts is not considered sufficient to engage Article 8 or Article 1 of Protocol 1. These impacts can be mitigated by conditions. As such, this proposal is not considered to interfere with any Convention right.
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CONCLUSION

66. This application proposes a two storey eight classroom teaching block, an extension to the hall and a new car parking area accessed by a second drive from Envis Way. All three elements of the proposal are by definition inappropriate development in the Green Belt. However, the need to provide additional school places locally and the lack of other options available to accommodate the needed increase in present and future capacity are considered to constitute very special circumstances. These are considered to clearly outweigh harm to the Green Belt due to inappropriateness, and the limited harm to residential amenity from increased traffic impacts and the limited harm to outdoor sports provision. Officers consider that the harm to openness is limited because of the location of the two storey block in the context of the existing buildings on the school site and adjoining housing development to the west.
67. The proposal is considered to have no adverse impact on visual amenity. The design and materials of the development are considered to be suitable for the purposes of the development and appropriate to the context of the site and the surroundings. Officers are satisfied that the impacts in terms of transportation, residential amenity, outdoor sports provision and trees can be mitigated by the application of conditions. All relevant planning policy tests are considered to have been met. The development is recommended for planning permission.

RECOMMENDATION

- 1 pursuant to the provisions of the Town and Country Planning (Consultation) (England) Direction 2009, application number GU14/P/01767 be forwarded to the Secretary of State as one the County Planning Authority is minded to permit and
- 2 pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the application 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. Written notification of commencement of the development shall be provided to the County Planning Authority within 7 days of the start of the works hereby authorised.
2. The development hereby approved shall be carried out in all respects strictly in accordance with the following plans/drawings:

Site Location Plan, Drawing number B1727880/A/050.001 Rev P2, dated 12 August 2014
Existing Site Plan, Drawing number B1727880/A/050.002 Rev P2, dated 12 August 2014
Proposed Site Plan Block Plan, Drawing number J1727880/A/050.003 Rev P5, dated 24 November 2014

Existing Floor Plans, Drawing number B1727880/A/100.001 Rev P2, dated 12 August 2014

Proposed Floor Plans Hall Extension, Drawing number B1727880/A/100.002 Rev P2, dated 12 August 2014

Proposed Ground Floor Plan New Building, Drawing number B1727880/A/100.003 Rev P2, dated 12 August 2014

Proposed First Floor Plan New Building, Drawing number B1727880/A/100.004 Rev P2, dated 14 July 2014

Proposed Elevations, Drawing number B1727880/A/140.001 Rev P2, dated 12 August 2014

Proposed 3D Perspectives, Drawing number B1727880/A/190.001 Rev P2, dated 14 July 2014

Utilities and CCTV Drainage Investigation Sheet 1 of 1, Drawing Number 14135UG-01, dated June 2014

Tree Constraints Plan, Drawing Number TCP-01, dated 22 August 2014 and received on 11 November 2014

Tree Protection Plan, Drawing Number TPP-01, Rev A, dated 25 November 2014

Proposed New Crossover and Car Park, Drawing number J1727880/A/050.005, Rev P3, dated 24 November 2014

Site Constraints Plan, Drawing number B1727880/A/100.005, Rev P3, dated 22 October 2014.

3. The development hereby permitted shall not commence until the proposed modified access to Envis Way (including visibility zones) has been constructed in accordance with the plan titled Proposed New Crossover and Car Park, Drawing number J1727880/A/050.005, Rev 3, dated 24 November 2014. Thereafter the visibility zones shall be kept permanently clear of any obstruction over 1.05m high.
4. No other part of the development hereby permitted with the exception of the car park and access drive from Envis Way shall commence until space for vehicles to be parked has been laid out in accordance with details shown on the Proposed Site Plan Block Plan, Drawing number J1727880/A/050.003 Rev P5, dated 24 November 2014; the plan titled Proposed New Crossover and Car Park, Drawing number J1727880/A/050.005, Rev P3, dated 24 November 2014; and the Site Constraints Plan, Drawing number B1727880/A/100.005, Rev P3, dated 22 October 2014. Thereafter the parking areas shall be retained and maintained only for their designated purpose.
5. The Contractors Compound (including any buildings) for Phase 1 of the development hereby permitted, to be located on the new car park in the western part of the site, shall be relocated for Phase 2 of the development in the school playground to the east of the main buildings as shown on the Site Constraints Plan, Drawing number B1727880/A/100.005, Rev P3, dated 22 October 2014.
6. The development hereby permitted shall not be occupied until an additional 44 cycle parking spaces have been provided on the site, to the satisfaction of the County Planning Authority.
7. The development hereby permitted shall not be occupied until the Framework School Travel Plan has been updated to incorporate details of all the measures outlined in Sections 6.1 and 6.2 of the Transport Assessment - Worplesdon Primary School dated September 2014 and the updated Travel Plan has been submitted to and approved by the County Planning Authority. The Travel Plan shall be implemented and thereafter maintained, monitored and developed.
8. To manage construction related traffic, the development hereby permitted shall be implemented strictly in accordance with paragraph 5.7 of the Design and Access

Statement dated September 2014 (Rev 2) and the Contractor's Constraints Plan, Drawing number B1727880/A/100.005 Rev P3, dated 22 October 2014.

9. During term time, there shall be no HGV movements to and from the site between the hours of 08.30 and 09.15 and between 15.00 and 15.45, nor shall there be any HGVs associated with the development hereby permitted laid up, waiting, in Fairlands Avenue, Fairlands Road, Brooke Forest, Envis Way and Brocks Drive, during these times.
10. In carrying out the development hereby permitted, no construction activities shall take place, nor shall there be any deliveries to the site nor shall any plant or equipment be operated on the site except between the hours of 07.30 and 18.00 between Mondays and Fridays and 08.00 and 13.00 on Saturdays. There shall be no working on Sundays or public and bank holidays.
11. The school games court shall be used only for outdoor sport and play, and shall not be used for parking.
12. Before any equipment, machinery or materials are brought on to the site for the purposes of carrying out the development hereby permitted, protective fencing shall be installed in accordance with the details described in the Arboricultural Method Statement dated 25 November 2014 and as shown on the Tree Protection Plan, Drawing Number TPP-01, Rev A, dated 25 November 2014. The protective fencing shall thereafter be maintained until all equipment, machinery and surplus materials have been removed from the site. For the duration of works on the site no materials, plant or equipment shall be placed or stored within the protected areas.
13. (a) The demolition of the modular buildings shall be carried out in accordance with the requirements contained in Section 12 of the Arboricultural Method Statement dated 25 November 2014. These requirements include removing these buildings with care and only under the direct supervision of the arboricultural consultant.

(b) The fencing, landscape and reinstatement work following the removal of the modular buildings shall be carried out in accordance with the requirements contained in Section 13 of the Arboricultural Method Statement dated 25 November 2014.
14. No later than six months after the commencement of the development hereby permitted a scheme to provide two replacement trees for those trees to be removed (in the positions shown on the Proposed Site Plan Block Plan, Drawing number J1727880/A/050.003, Rev P5, dated 24 November 2014), as well as six additional trees (in the area between the new parking area and the western site boundary), shall be submitted to the County Planning Authority for approval in writing. Such scheme shall include the size, location and species of the proposed replacement trees and measures for the landscaping to be maintained for a period of five years. Such maintenance shall include the replacement of any tree or shrub which is removed, uprooted or destroyed or dies or becomes in the opinion of the County Planning Authority seriously damaged or defective. The replacement shall be of the same species and size and in the same location as that originally planted. The approved planting scheme shall be implemented in the first available planting season following completion of the development.

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 development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003.
4. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003.
5. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003, and in the interests of the amenities of the site and the locality, in accordance with Policy G1(3) of the Guildford Borough Local Plan 2003.
6. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003.
7. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003, and in the interests of the amenities of the site and the locality, in accordance with Policy G1(3) of the Guildford Borough Local Plan 2003.
8. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003, and in the interests of the amenities of the site and the locality, in accordance with Policy G1(3) of the Guildford Borough Local Plan 2003.
9. To ensure that the development will not prejudice highway safety, nor cause inconvenience to other highway users or to pedestrians, in accordance with Policies G1(2) and CF4 of the Guildford Borough Local Plan 2003, and in the interests of the amenities of the site and the locality, in accordance with Policy G1(3) of the Guildford Borough Local Plan 2003.
10. In the interests of the amenities of the site and the locality, in accordance with Policy G1(3) of the Guildford Borough Local Plan 2003.
11. To protect the outdoor games area from loss and/or damage, and to maintain the quality of and to secure the safe use of sporting provision on the site, pursuant to Policy R1 of the Guildford Borough Local Plan 2003.

12. To ensure the protection of trees on the site, in the interests of the amenities of the site and the locality, in accordance with Policy G1(12) of the Guildford Borough Local Plan 2003.
13. To ensure the protection of trees on the site, in the interests of the visual amenities of the site and the locality, in accordance with Policy G1(12) of the Guildford Borough Local Plan 2003.
14. To ensure the provision of trees on the site, in the interests of the visual amenities of the site and the locality, in accordance with Policy G1(12) of the Guildford Borough Local Plan 2003.

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 applicant is advised that careful attention should be given to the design of any lighting installed in or near to the new car park in order have a minimal impact on the occupiers of adjoining residential properties.

CONTACT

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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 March 2012 (NPPF)

The Development Plan: Guildford Borough Local Plan 2003
