

**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

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**TITLE:** SURREY COUNTY COUNCIL PROPOSAL WO2015/0550

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## **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.**

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## **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 8<sup>th</sup> June 2015

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## 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.

<b>Issue</b>	<b>Is this aspect of the proposal in accordance with the development plan?</b>	<b>Paragraphs in the report where this has been discussed</b>
<i>Principle of Proposed Development</i>	YES	23 - 26
<b>Need For The Proposed Building</b>	YES	27 - 33
<i>Design and Visual Amenity</i>	YES	34 - 35
<b>Impact on Residential Amenity</b>	YES	36 - 37
<b>Trees</b>	YES	38 - 39
<i>Nature Conservation/River Corridor</i>	YES	40 - 41
<b>Highways Implications</b>	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 20<sup>th</sup> 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.
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## 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						
<b>Total R PAN</b>	<b>150</b>	<b>Total R PAN</b>	<b>270</b>	<b>Total R PAN</b>	<b>300</b>	<b>Total R PAN</b>	<b>180</b>	<b>Total R PAN</b>	<b>270</b>
<b>Total 1<sup>st</sup> Prefs</b>	<b>125</b>	<b>Total 1<sup>st</sup> Prefs</b>	<b>240</b>	<b>Total 1<sup>st</sup> Prefs</b>	<b>378</b>	<b>Total 1<sup>st</sup> Prefs</b>	<b>216</b>	<b>Total 1<sup>st</sup> Prefs</b>	<b>334</b>

- 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
<b>Total</b>	<b>100%</b>	<b>373</b>	<b>420</b>	<b>510</b>

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.

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## 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.

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## 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.

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**CONTACT**

Dawn Horton-Baker

**TEL. NO.**

020 8541 9435

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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:

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

