

**TO:** PLANNING & REGULATORY COMMITTEE**DATE:** 28 September 2016**BY:** PLANNING DEVELOPMENT TEAM MANAGER**DISTRICT(S)** REIGATE & BANSTEAD BOROUGH  
COUNCIL**ELECTORAL DIVISION(S):**  
Reigate  
Dr Grant-Duff**PURPOSE:** FOR DECISION**GRID REF:** 526247 150017

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**TITLE:** SURREY COUNTY COUNCIL PROPOSAL RE16/00337/CON

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**SUMMARY REPORT**

Land at and adjoining Reigate Parish School, Blackborough Road, Reigate, Surrey

Erection of 2 storey building comprising 8 classrooms, hall, staff and group rooms, preparations area, WCs and library, associated circulation, play areas and landscaping; alterations to footpath access and car parking layout to facilitate expansion of school from a 2FE infant to a 2FE primary.

This application involves the expansion of the existing Reigate Parish Church School on to an adjoining vacant site which was omitted from the school site when it was built in the 1990s. Expansion from an infant to a primary school would mean an increase in the number of pupils from 180 to 420. The site is in the urban area, south east of Reigate town centre and is adjoined by residential development to the south, west and east and by Reigate Grammar School to the north. It lies within an area of Urban Open Land which includes the two schools and a churchyard. A two storey classroom building is proposed to be located on the currently vacant land. Sustainable urban drainage has been included in the proposed development in the form of a living, green roof. The development achieves a BREEAM 'very good' rating. On site parking for staff and visitors would increase from 28 to 42 spaces. Minor improvements to the footway outside the site are proposed. The potential increase in car traffic associated with the increased number of pupils is proposed to be mitigated by changes to parking restrictions preventing all day parking on roads immediately outside the school and on nearby roads. The Transport Statement submitted with the application suggests that there is sufficient capacity on other roads in the vicinity to accommodate increased demand for on street parking.

The location and orientation of the classroom building has been changed as a result of the impact of the building in its originally proposed position on daylight to one of the adjoining grammar school buildings. However, the revised proposal involves a greater loss of trees.

Representations have been received mainly on grounds of traffic and parking impacts on safety and residential amenity and capacity of the site to accommodate all the facilities required by an enlarged school. Objection was also made by the Grammar School on the ground of the original proposal's impact on daylight. The grammar school's objection is considered to have been overcome by the revised scheme.

Officers consider that the development is in principle consistent with spatial policies in addressing an identified need for additional school places on an existing school site within the urban area. Significant weight should be given to need under the NPPF. The disposition of new development on the site is compatible with urban open land policies, is an appropriate design paying due regard to its context in terms of the built environment and does not physically

constitute over development of the site. The proposed buildings do not result in any adverse impact on the amenities of surrounding properties.

In one respect the development would have a significant adverse impact on the character and amenity of the site and area. Two important trees would be lost. The original design of the building enabled retention of these trees but had an unacceptable impact on the amenity of the adjoining school through loss of daylight. Officers are satisfied that these two considerations are irreconcilable given the scale of the proposal and of the site. The weight to be attached to neighbours amenity combined with that to be attached to need for school places outweighs the desirability of retaining these trees. There are no practical alternative ways of achieving the proposed expansion. The proposed site layout is therefore considered to be acceptable.

The measures proposed to address the impact of additional car traffic are considered to be proportionate to the scale of additional traffic likely to be generated. Parking restrictions are expected to make conditions on Blackborough Road safer and limit inconvenience to residents. Some short term parking related to the school will continue to be experienced, although longer term parking will be reduced. Long term parking will be displaced to other locations where capacity has been shown to exist, with some impact on residential amenity. Development plan policies requiring that the traffic and parking impacts of development be addressed are considered to have been satisfied.

Overall, with the exception of those relating to retention of trees, the development satisfies relevant development plan policies and other considerations. An exception to tree retention policies is considered to be justified and can be mitigated by an enhanced landscaping scheme secured through conditions. Mitigation of the loss of the trees as a potential roosting site for bats is also likely to be required. Subject to further information of the impact on bats, planning permission can therefore be granted.

The recommendation is to PERMIT subject to conditions.

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## **APPLICATION DETAILS**

### ***Applicant***

Surrey County Council and Southwark Diocesan Board Of Education

### ***Date application valid***

8 February 2016

### ***Period for Determination***

9 May 2016

### ***Amending Documents***

Construction Traffic Management Plan dated April 2016, received 25/04/16

### **Amending plans, received 27/07/16:**

150069 (PA) L103, rev.P1 – Proposed Site Plan , dated 22/07/16  
 (PA) L001, rev. P1 – Lower Ground and Ground Floor Plans dated 22/07/16  
 (PA) L002, rev.P1 - First Floor and Roof Plans, dated 22/07/16  
 (PA) E 001 rev.P1 – Site Elevations dated 22/07/16  
 (PA) S 001 rev. P1 – GA Sections dated 22/07/16  
 TM224 – L01, rev. F – Illustrative Landscape Master Plan, dated 25/07/16  
 2016/58 01 rev. A – Site Survey dated March 2016

**Amending Documents, received 27/07/16:**

- Planning Statement addendum P1 dated 25/07/16
- Design and Access Statement addendum P1 dated 25/07/16
- Foul and Surface Water Drainage Scheme addendum report dated 21/07/16
- Addendum Daylight and Sunlight Statement rev 02 dated July 2016
- Landscape Five year Maintenance and Management Plan rev B dated 21/07/15 (sic)
- Addendum to Arboricultural Impact Assessment dated 22/07/16
- AMS02 rev D Addendum to Arboricultural Method Statement dated 22/07/16
- BS 1485 rev P3 Natural Ventilation Proposals dated July 2016
- Proposed External Lighting - Addendum dated 19/07/16
- Letter from Ecological Consultant dated 15/07/16
- Green Roof drainage assessment dated Aug 2016, received 05/08/16

**Other Plans and documents**

- 150069 (PA) E 002 rev.P2 – GA Elevations dated 25/08/16, received 02/09/16
  - RP(21) 200 rev.T3 – Proposed elevations East and North, dated 02/09/16, received 05/09/16.
  - RP(21) 201 rev.T3 – Proposed elevations South and West, dated 02/09/16, received 05/09/16.
  - RP(22) 200 rev.T1 – Proposed section 01 , , dated 02/09/16, received 05/09/16.
  - RP(22) 201 rev.T1 – Proposed section 02 , , dated 02/09/16, received 05/09/16.
  - RP(22) 202 rev.T1 – Proposed section 03 , , dated 02/09/16, received 05/09/16.
- 215195 – GA101, Rev. P4 – Foul and Surface Water Drainage, dated 23/08/16, received 02/09/16.

- Grufe Tile Specification Sheet, received 02/09/16
- GrufeKit Example Green Roof Image, received 02/09/16.
- Green roof image IMG0759, received 02/09/16.

Construction Traffic Management Plan Addendum, dated 05/09/16, received 06/09/16  
 5274 003 SK001 rev. P5 Proposed Car Park Swept Path Analysis Refuse Vehicle dated 10/08/16, received 08/09/16.

BREEAM Pre-assessment Update September 2016, received 12/09/16.

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**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.

	<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>
Principle of Development	yes	26 - 29
Urban Open Land	yes	30 - 31
Design and Visual Amenity	yes	32 - 39
Amenity of adjoining properties	yes	40 -47
Impact on Trees	no	48 - 53
Ecological Impacts	yes	54 - 56
Traffic and Parking	yes	57 - 71
Sustainable Construction	yes	72 - 74
Surface Water Drainage	yes	75 - 77

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## ILLUSTRATIVE MATERIAL

### Site Plan

Plan

### Aerial Photographs

Aerial

### Site Photographs

- Figure 1      Entrance to school from Blackborough Road
- Figure 2      Blackborough Road, looking east along school frontage
- Figure 3      Crakell Road, looking south from junction with Blackborough Road
- Figure 4      Blackborough Road, looking west from school entrance
- Figure 5      Site of new classroom building, looking north towards Grammar School music block
- Figure 6      Site of new classroom building, looking south towards Blackborough Road
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## BACKGROUND

### *Site Description*

- 1      Reigate Parish School is an existing infant school located on the north side of Blackborough Road, to the south east of Reigate town centre. The school is surrounded to the east, south and part of the west side by long established residential development. Immediately to the north is Reigate Grammar School. To the west of the school site is a small mainly overgrown, partly wooded area which does not currently form part of the school and is owned by the County Council. Alongside the overgrown area is a public footpath leading to the Grammar School.
  
- 2      The vehicular access into the site is at the west end of the existing school buildings. Immediately to the west of that, there is signal controlled pedestrian crossing of Blackborough Road, and beyond that, junction of Blackborough Road with Crakell Road. To the west of that junction the character of Blackborough Road changes; it becomes narrower, with higher density housing having less off street parking.
  
- 3      To the east of the school, Blackborough Close is a residential cul de sac. This road, together with Blackborough Road itself as far as its cross roads junction with Ringley Park Avenue about 250m east of the school, is characterised by mainly detached houses with of street parking. Crakell Road, and Blanford Road, which runs parallel to Blackborough between Crakell Road and Ringley Park Avenues, are similar in character. Existing parking restrictions in the immediate vicinity of the school comprise;
  - Double yellow lines to protect visibility at the Blackborough Road / Crakell Road and Blackborough Road / Ringley Park Avenue junctions.
  - A section of "School – Keep clear" yellow zigzags along the school frontage
  - Single yellow lines preventing all day parking in Ringley Park Avenue and Blackborough Road east of Ringley Park Avenue

- 4 The school was built in the 1990s as a replacement for the former Reigate Parish School in London Road. The buildings are centrally located in the site with car parking at the front behind a belt of mature trees on the Blackborough Road frontage. To the rear of the buildings are a hard play area and, in the north east corner, a play area of approximately 0.12 ha which extends up to the school's boundaries with the Grammar School and the rear boundaries of dwellings in Blackborough Close. This area was formerly grassed, but has recently been converted to an artificial surface, under planning permission reference RE15/01766 (see below). The nearest building on the Grammar school site is a music room, which lies just beyond the application site boundary at its north west corner. There is a level change upwards between Blackborough Road and the school's boundary within the Grammar school. The existing building sits on a platform within the natural landform, with a retaining wall at the rear between it and the play area. There is also a bank down to road level from the school's car park and front boundary.

### ***Planning History***

- 5 RE2016/00484 Erection of single storey building comprising two classrooms and ancillary accommodation for a temporary period and creation of 14 replacement parking spaces. Permitted subject to conditions 15/06/16.
- RE15/02471 Details of surface water drainage submitted pursuant to Condition 8 of planning permission reference RE15/01766/CON dated 16 October 2015 for construction of new artificial grass surfaced multi use games area and ancillary works. Approved 22/12/15.
- RE15/01766 Construction of a new artificial grass surfaced Multi-Use Games Area (MUGA), macadam-paved access route, provision of new perimeter gates and fencing and associated works. Permitted subject to conditions 16/10/15.
- RE96/1300 Extension to the front of the existing school to create one Additional classroom. Permitted subject to conditions\*
- RE93/08124/RM Submission of landscaping details for new school. Approved\*
- RE93/08122/RM Submission of details of finishing materials. Approved\*
- RE93/08121/RM The erection of new 150 place grant aided first school as replacement of existing Reigate Parish First School (reserved matters from outline permission. Approved with conditions\*
- RE93/08120/OUT Erection of 150 place first school together with caretaker's flat and playgroup. Outline permission granted subject to conditions\*
- \*applications determined by the Borough Council.
- RE90/01920 Erection of 150 place first school comprising single storey school building with nursery/ Playgroup unit and ancillary hard and soft play areas detached two storey caretakers house; Off street car parking and drop off area and new vehicular access. Application withdrawn
- RE90/01910 Erection of five detached 3 bed roomed houses with garages & construction of access road from Blackborough Road. Application withdrawn.

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## THE PROPOSAL

- 6 The site of this application comprises both the existing school and the overgrown area. The school is to be expanded from an infant to a primary school. This is one of a number of new schools and expansion of existing schools in the Reigate and Redhill area to address a significant increase in demand for school places. There is a particular need to address an imbalance between the numbers of infant places and junior places. The proposed development would enable Reigate Parish to meet the shortfall in junior places by expanding from a 2 form of entry infant school (180 places) to a 2 form of entry primary school (420 places).
- 7 The main component of the development would be a new two storey block, located in the rear part of the overgrown area, This would contain 8 classrooms, hall, staff and group rooms, preparations area, WCs and library. It would be located on the west edge of the existing hard play area, extending southwards from a point approximately 6m from the northern boundary. It would have maximum dimensions of 40m x 21m. Its height would vary because of the site's topography from 7.7m in the north east corner to 9.5m on the front (south) and west sides. The building would be finished in a mix of brick and render, with a flat roof. The roof would be a living green roof made up of sedum planted in cells. Several large trees towards the rear of the site would have to be removed, although all the principal trees on the Blackborough Road frontage would be retained. A blue cedar located within an 'island' in the car park has already been removed to allow for the extension of the car park under the separate permission for temporary classrooms to be installed at the site.

In the form originally submitted, the application proposed locating the new classroom block longitudinally along the rear boundary of the site shared with the Grammar school. This would have enabled the retention of more trees. However, the building has been moved and reoriented following consideration of its impact on daylight and sunlight into the nearest Grammar School building, its music block.

- 8 At the front of the overgrown area, alterations to the footway and the path leading to the Grammar school are proposed, to provide more space at the pedestrian access to the school where it is currently congested because of the railings protecting the signal controlled pedestrian crossing across Blackborough Road. The transport assessment submitted with the application proposes the introduction of additional parking restrictions on Blackborough Road and Crakell Road. There are also alterations to the school's existing car park proposed, which would increase the car park's capacity from 28 to 42 spaces. The new spaces have already been laid out to compensate for temporary loss of existing spaces to the temporary classroom unit separately permitted.

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## CONSULTATIONS AND PUBLICITY

### *District Council*

- 9 Reigate and Banstead Borough Council: No objection subject to the provision of suitable landscaping to offset stark appearance of proposed building and loss of trees.

### *Consultees (Statutory and Non-Statutory)*

- 10 Thames Water: No objection with regard to sewerage Infrastructure.

- 11 Sutton and East Surrey Water: No comments received.
- 12 County Highway Authority  
(Transportation Development Planning): Based on officers' observations, assumptions, findings and conclusions of submitted Transport Statement (TS) are considered to be reasonable. No objection subject to conditions to secure new parking restrictions, on site car parking and cycle and scooter storage and footway improvement identified in the TS and other additional parking restrictions
- 13 Local Lead Flood Authority  
(SCC Flood and Water Services Manager): Further information required in relation to revised scheme before it can be considered acceptable in principle
- 14 Rights of Way: Support proposed improvements to public Footpath
- 15 County Arboriculturalist: Considers loss of two large oaks to be significant in terms of contribution of tree cover to amenity of site. Mitigation contained in new planting proposals not sufficient. No objection subject to conditions to secure full compliance with submitted arboricultural method statement and submission of revised landscape and ecological planting and management proposals
- 16 County Ecologist: No objection to original scheme. Suggests condition and informative recommending ecological mitigation and enhancement measures identified in Preliminary Ecological assessment submitted with the application.  
Further comment to be provided on mitigation of impacts of revised scheme.
- 17 County Archaeologist: Heritage Statement demonstrates site is of low archaeological potential. No requirement for any further work.
- 18 Environmental Consultant  
(Daylighting and Sunlighting): Assessment of impact of original scheme does not fully reflect BRE methodology. Proper application of methodology would result in target values for daylight not being met.  
Methodology as applied to revised scheme is broadly sound.

***Parish/Town Council and Amenity Groups***

- 19 Reigate Society: No views received.

***Summary of publicity undertaken and key issues raised by public***

- 20 The application in its original form was publicised by the posting of 2 site notices and an advert in a local newspaper. 105 surrounding properties were directly notified by letter.

33 individual responses were received, of which 32 raise objection and 1 expresses support for the application.

21 The representations raise the following issues:

#### Submitted traffic information

- Inaccuracies in submitted traffic information; travel plan states that only 13 children currently come to school by car – this is serious underestimate; the transport statement itself identified 24 additional vehicles in Blackborough and Crakell Roads at end of school day; if, as TS states, there are currently 228 spaces and these are 62% occupied at peak time, increasing pupil numbers from 180 to 420 will increase peak demand to 260, in excess of available supply
- Local knowledge suggests that the claimed unused parking capacity of 87 spaces does not exist; Traffic report is erroneous in identifying existence of unused parking capacity in Crakell Road; observations suggest that Crakell Road is parked up by grammar school students and/or people working in Reigate throughout the day
- Traffic survey carried out on a single day which was not representative of typical situation; survey was carried out on a day when Blackborough Road was closed and several year groups were absent from the Grammar school, so conclusions not valid further surveys should be carried out on more than one term time day when both the Grammar school and Parish School are open as normal and there are no roadworks
- Survey based on afternoon visits only. Morning drop off is worse because it coincides with rush hour. TS does not therefore represent a true picture; survey was carried out on a Wednesday afternoon, which is not typical, as many grammar school students are off site taking part in sports activities; survey date in May not representative of winter patterns of travel in poor weather; on date of survey part of the road outside the school was closed
- Modal split overestimates pupils walking to school
- Increasing size of school will extend catchment area, so extrapolation of existing travel patterns will underestimate additional traffic movements likely to be generated
- Information on siblings used in traffic forecasting should be based on actual figures, not assumptions
- Assumed spare parking capacity is neutralised by proposals to introduce yellow lines which will reduce available capacity; TS is flawed in not making assessment against this reduced capacity

#### Existing traffic conditions

- Existing traffic levels on Blackborough Road; Blackborough Road is already at capacity; congestion and poor parking behaviour; area outside Parish school is also used as drop off for grammar school; there is also a preparatory school nearby ( St Mary's, Chart Lane); vehicles drive on pavements to get round congestion, to detriment of pedestrian safety; driver frustration at delays caused by parents parking on both sides of Blackborough Road; lack of off street parking for houses in parts of Blackborough Road
- Box junctions for bus stops impede traffic flow to no benefit – the bus stops are not used by school pupils, as most are brought by car
- Use of Crakell Road and Blackborough Close by parents picking up and dropping off children; existing parking on Blackborough Road and Crakell Road by grammar school sixth formers, Reigate Police station staff and local businesses in Blackborough Road; will be exacerbated by insufficient provision in expansion plans for extra staff parking; impacts of parking will extend into Blanford Road
- Parking on pavements, especially on narrower section of Blackborough Road between Crakell Road and Chart Lane; parents with pushchairs are often forced onto the road



- Poor parking behaviour; parking across drives and on footways, at angles and in places where children have to get out onto road rather than a footway; school recognise there is a problem by telling residents they try to ask parents to park more considerately
- Promises made when school was first built in 1990s that parents would drive into the site to pick up and drop off children were never delivered
- Footways are already congested; pedestrian phase on existing crossing is not long enough at busy times

#### Future Traffic Conditions

- Existing uses of surrounding roads by school related traffic and parking will be increased to detriment of amenity and safety; school's proposals to make facilities available in evenings and at weekends which extend these impacts into current 'respite' periods
- Rather than spreading the impact of parking onto other roads, such as Blanford Road, the TS itself suggests that increased inappropriate parking behaviour closer to the school is a more likely outcome; places where spaces exist are too far away to be of use
- Additional demand for parking from parents likely to be exacerbated by failure to increase on site staff parking in line with predicted increase in staff numbers
- There will be increased congestion further afield too, e.g. at Bell Street / Blackborough road junction, Waterloo Road and Chart Lane
- Congestion may aid safety by reducing vehicle speeds; creating a clear road through parking restriction may have opposite effect
- Reliance on travel plans and aspirational targets is naive
- Will compound the effects of other new residential developments on traffic in Blackborough Road
- Proposed mitigation strategy will fail in practice
- Local plan requirement to 'minimise the adverse effects of parking in residential areas' has not been addressed in any meaningful way

#### Parking restrictions

- Introduction of yellow lines to part of Blackborough Road and the lower part of Crakell Road will only displace problem; bend at top of Crakell Road makes parking on both sides at this point dangerous; residents will be penalised if they are unable to park family cars on the road outside their homes
- The development requires additional yellow lines on Blackborough Road between Chart Lane and Crakell Road; there should be double yellows on the north side of Blackborough Road between Chart Lane and Ringley Park Road, with no all day parking on the south side; proposed single yellow on south side of Blackborough Road should be extended further; single yellow required on one side of Blackborough Close; double yellows required on junction of Blackborough Close with Blackborough Road; double yellows are needed in the bottom part of Crakell Road, supplemented by white lines across driveways
- Parking by parents is of only short duration, so parking restrictions are not necessary. They will only serve to displace problems elsewhere
- Restrictions may deter long term parking, but unlikely to deter parents from parking where they only intend to be there for a short time
- Parking restrictions will devalue property values

#### Other traffic mitigation measures

- 20mph limit, flashing warning signs and traffic calming should be considered
- Footway needs to be widened between Crakell Road and Chart Lane
- Cycle path should be considered
- Path into grammar school must be retained to encourage students to walk
- Other schools which have been expanded locally ( Sandcross, St Joseph's) have been able to identify other sources of off road parking to offset increased traffic generation

- Nature of Blackborough Road encourages speeding; speed cameras are required

#### Construction impacts

- Proposal that all deliveries be outside school hours or at weekends will have additional impacts on amenity in terms of noise and disturbance
- Application does not address construction impacts; applicants should be required to submit details of how deliveries and contractors parking is managed in such a busy area
- Temporary impacts of dust and noise and traffic during construction

#### Daylight and sunlight to existing buildings

- No objection in principle to school's expansion, but object to height and location of proposed building because of impact on daylight and sunlight to adjoining Grammar School music building

#### Play space

- Site is too small to accommodate a primary school; Insufficient play space available on site for increased number of children; shortage of outdoor space runs counter to anti – obesity agenda; compares unfavourably with space available at Reigate Priory; need for staggered playtimes demonstrates lack of play space and will cause noise disturbance to other pupils in classrooms and prolong noise disturbance to neighbours; Will have to rely on facilities of other schools; MUGA now under construction may not be sufficient
- School have misrepresented the extent to which facilities at Reigate Grammar will be available to pupils; facilities at Grammar school will not be available as stated
- Proposal represents overdevelopment of a site; 240 pupils are to be accommodated on a site originally proposed for two detached houses; school created would be claustrophobic
- Area guidelines for mainstream schools ( Building Bulletin 103) are not mandatory. However, applicants should be required to demonstrate that the proposal meets these guidelines in the interests of avoiding childhood obesity; BB103 requires schools that fall below guidelines to secure suitable off site provision
- Concentrated noise in existing play spaces gives rise to stress to pupils and staff and likely to cause accidents
- Proposal effectively is for a new building on an existing playground

#### Other Issues

- Demand for school places is the result of excessive housebuilding on infill sites
- Other sites with more space available in Reigate and Redhill to meet extra demand for places
- Insufficient drainage and sewerage capacity in Blackborough Road
- Building design is cheap and unattractive
- Impact of extended hours of use of school on residential amenity

#### Support

- Provision of extra school places is necessary to support local community; traffic and parking issues are however common to all schools in the area; opportunities exist to mitigate traffic and parking impacts by staggering start and finish times and providing after school clubs.

22 All the above points were made when the application was first publicised. As a result of the changes made to the location of the new classroom building, a further 4 representations have been received, making the following points;

- One representation considers the new design to be a significant improvement and seeks replacement tree planting to compensate for trees lost.
- The other three consider that the scheme does not address any of the concerns previously raised in relation to space available and traffic issues.

No formal response has been received from the grammar school, the principal beneficiary of the redesign. However, the school's bursar has indicated informally that the school is happy with the amended design and that their previous objection will be withdrawn.

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## PLANNING CONSIDERATIONS

- 23 The guidance on the determination of planning applications contained in the Preamble/Agenda front sheet is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
- 24 In this case the statutory development plan for consideration of the application consists of the Reigate and Banstead Borough Local Plan: Core Strategy 2014 and saved policies from the Reigate and Banstead Local Plan 2005. In considering this application the acceptability of the proposed development will be assessed against relevant development plan policies and material considerations.
- 25 In assessing the application against development plan policy it will be necessary to determine whether the proposed measures for mitigating any environmental impact of the development are satisfactory. In this case the main planning considerations are:

### Principle of Development

#### Reigate and Banstead Core Strategy

#### Policy CS8 Area 2b (Reigate and the remainder of Area 2, excluding Redhill)

- 26 Core Strategy Policy CS8 identifies development needs in area 2b, including infrastructure priorities, which include expansion of existing primary schools by at least one form of entry. Para 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.
- 27 Core Strategy policy CS8 reflects the assessments of need for places made by the County Council, which has a statutory duty to ensure the availability of a suitable number of school places. Currently there are 330 places available at reception level in the four Infant and Primary Schools in the Reigate school places planning area ( Reigate Parish Holmesdale and Dovers Green Infant schools, and Sandcross Primary) while there are only 270 junior level places at Reigate Priory Junior and Sandcross. There is a mismatch between infant and junior places which cannot be met from September 2016. The demand for reception places is expected to remain at current levels until at least 2024/25, and the need for an equivalent number of junior places will also continue.
- 28 There is therefore a need for 60 additional junior places in the area from September 2016. The development provides sufficient permanent classroom and ancillary accommodation to deliver that number of additional places (2 forms of entry x 4 year groups = 8 classbases).
- 29 The proposed classroom building is therefore considered to be consistent in principle with Core Strategy CS8 and NPPF para 72.

## **URBAN OPEN LAND**

### **Reigate and Banstead Borough Local Plan 2005**

Policy Pc6 – Urban Open Land

Policy Cf2 – Design and Layout of Community Facilities

- 30 Policy Pc6 states that the loss of Urban Open Land as shown on the proposals map will normally be resisted. It states that proposals for ancillary buildings or replacements or extension of existing buildings within Urban Open Land will be considered against the appropriate design and layout policy, the contribution that the area of Urban Open Land makes to the character and visual amenity of the locality and to the functioning of any essential social, community or educational use. Policy Cf2 contains design and layout criteria for community facilities including schools. Criterion i.) requires that the best use is made of the physical characteristics of the site, views in and out and that trees and other interesting features should be retained; criterion ii.) requires that development is of a scale and form which respects the general pattern of development in the area
- 31 The whole of the Parish Church School site is designated as Urban Open Land, as part of a wider designated area which also includes Reigate Grammar School and its grounds to the north and St Mary's Church and churchyard to the north west. Within this wider area, the buildings and associated hard surfaced areas of the two schools form relatively compact groups of built development interspersed with the more open areas of the churchyard, the external areas of the grammar school and the smaller external areas of the parish school, and the currently unused overgrown area adjoining the parish school. The proposed development would enlarge one of the compact groups of development (the parish school) by encroaching into the overgrown area. A part of that area on the Blackborough Road frontage would nevertheless maintain a green, undeveloped appearance. The existing green frontage to the school site would be unaffected. Officers consider therefore that the overall character of the wider area of Urban Open Land would not be affected, while enhancing the functioning of an educational use through its responding to a need for additional school places. The proposal is therefore compatible with Local plan Policy Pc6.

## **DESIGN AND VISUAL AMENITY**

### **Reigate and Banstead Local Plan: Core Strategy 2014**

Policy CS4 – Valued townscapes and the historic environment

### **Reigate and Banstead Borough Local Plan 2005**

Policy Cf2 – Design and Layout of Community Facilities

- 32 Policy CS4 of the Core Strategy states that development should respect, maintain and protect the character of valued townscapes and be of a high quality design which takes direction from the existing character of the area and reflects local distinctiveness. Local Plan Policy Cf2 requires proposals for community facilities to be of a scale and form which respect the local pattern of development and to be designed to a high standard complementing local character.
- 33 The NPPF states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Chapter 7, paragraph 56 states that good design is a key aspect of sustainable development. Paragraph 64 goes on to say that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 34 The application proposes a single large classroom building, with additional hall space. It is a two storey building with a relatively compact footprint compared to, expansive footprint of the existing single storey building. There is a difference in character between the two buildings. However, the two storey building is not considered to be incongruous in scale compared to the much larger Grammar school buildings to the north. While the

existing parish school is lower rise and provides a transition in terms of urban character to the lower density residential areas to the south, officers do not consider that the new building seriously undermines that transition.

- 35 In designing the overall layout of the site, a two storey building is considered to be necessary to limit the impact on trees in the previously undeveloped part of the site and to maximise the external spaces available to children at ground level.
- 36 The use of the unused, overgrown area increases the site area of the existing school by approximately 40 %, while the footprint of principal buildings would increase by about 53%. Significant green areas would remain within what is, and would continue to be, an intensively used site. While the proportion of the site covered by buildings would increase slightly, officers do not consider the change to be so great as to result in over development of the site or to have a significant impact on the overall character of development in the area.
- 37 Whether the disposition of buildings and outdoor spaces is sufficient to deliver an appropriate learning environment is principally a matter for the applicants. Information has however been provided with the application in terms of the application of guidance on appropriate internal and external areas.
- 38 The proposals have been prepared against the background of Department for Education /Education Funding Agency Area Guidelines for Mainstream Schools (Building Bulletin 103). These are non statutory guidelines, and are not mandatory. New internal spaces are sufficient to meet the guidelines. The applicants acknowledge that for external spaces, the guideline figures are not met in terms of simple area based calculations, but argue that BB103 is not mandatory, and flexibility in the guidelines is intentional to reflect particular circumstances of individual sites. BB103 recommends that on restricted sites, consideration is given to providing the following in priority order;
- “firstly, space for hard informal and social area including outdoor play area immediately accessible from nursery and reception classrooms;
  - then some hard outdoor PE space to allow some PE or team games to be played without going off site, ideally in the form of a multi-use games area that can also be used as hard informal and social are;
  - then soft informal and social area for wider range of outdoor educational opportunities and social space ;
  - finally some soft outdoor PE can be provided. If this is in the form of an all-weather pitch, it can count twice towards the recommended minimum “
- 39 The applicants state that the proposal exceeds the minimum areas for the first two, highest, priorities. The scheme retains wooded parts of the site extension area and subject to detailed proposals, these have the potential to contribute towards the third category. The capacity of the site for soft outdoor PE has been significantly enhanced by the recent installation of an artificial surface on the school’s formerly grassed soft play area. Officers therefore consider that the proposal takes due account of the relevant guidance on outdoor space.

#### **AMENITY OF ADJOINING PROPERTIES**

##### **Reigate and Banstead Local Plan: Core Strategy 2014**

Policy CS4 - Valued townscapes and the historic environment

##### **Reigate and Banstead Borough Local Plan 2005**

Policy Cf2 – Design and Layout of Community Facilities

- 40 Policy CS4 of the Core Strategy states that development should be laid out and designed to make the best use of the site and its physical characteristics, whilst minimising the impact on surrounding properties and the environment. Saved Local Plan Policy Cf2 requires that to maintain and enhance the natural and built environment,

development of community facilities meets a number of design and layout criteria. Criterion iv.) is that it does not adversely affect the amenities of adjoining properties and where necessary includes noise attenuation measures.

- 41 As amended, the new building would be part single, part two storeys. The nearest residential properties to the proposed development are those on the opposite (south) side of Blackborough Road, and to the west of the application site. The latter presents only a flank elevation to the south west corner of the site and is separated from it by the path to the Grammar school and large retained trees within the application site. The proposed two storey classroom building would at its nearest point be approximately 15m from the flank boundary of this house. It would be approximately 38m from the front boundary of the nearest houses on the south side of Blackborough Road. Officers do not therefore consider there to be any adverse effect on residential amenity through overlooking or loss of privacy.

### Noise

- 42 The application anticipates community access to the expanded site outside school hours and term times similar to the current use of the existing site. This comprises letting the existing hall and outside spaces for children's birthday parties, family celebrations for pupils and their families, e.g. christenings, and early evening clubs; PTA activities, including an annual firework party and school fairs; and use of the hall by teenagers attending St Mary's Church on Sunday mornings.
- 43 The potential of the hall proposed as part of the new building, and the ancillary play spaces around it, to give rise to significant adverse impacts on neighbours through community use, is considered to be limited because of their size and location. Officers do not therefore consider that conditions limiting the ways and times these elements can be used are necessary. The greatest potential for noise impacts arises from the new artificial surface to the soft outdoor PE area, and this has been addressed by the conditions attached to the separate permission which has already been granted for this element.

### Daylight and Sunlight

- 44 The adjoining property most likely to be affected is the Grammar School. The changes to the location and orientation of the new building have been made principally to overcome objections to the scheme on grounds of loss of daylight to the nearest adjoining grammar school building, a music block.
- 45 The application is accompanied by daylight and sunlight assessments both for the scheme in its original form and as revised. The methodology adopted is that recommended in the BRE publication 'Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice'. The guide sets target values for two measures of the amount of light received by a receptor; vertical sky component (VSC) and average daylight factor (ADF). VSC is the more normal measure but is more typically applied to impacts on dwellings. ADF takes into account factors such as the nature and use of the rooms affected and the dimensions of windows. The grammar school music room is taller than a typical room in a dwelling, and its principal windows in its south facing façade extend from floor to ceiling. For this reason, the applicants and planning authority's daylighting consultants agree that ADF is a more relevant measure in this case.
- 46 The scheme in its original form did not meet the target values for VSC and could only meet the ADF value if an existing brise soleil were removed from the music room. The impact could only be made acceptable if a third party modified their own existing building. The applicants were therefore advised by officers that on grounds of impact on daylight the scheme could not be supported in that form. The revised scheme reorients the proposed classroom building so that its long axis runs north – south rather than east-

west. It is also slightly further from the site's boundary with the grammar school. The addendum to the daylight assessment submitted with the revised scheme demonstrates that the target value for ADF would be met. The planning authority's daylight consultant confirms that this is a reasonable application of the guidance.

- 47 In non-technical terms, the height and proximity of the new classroom building in its original position, and the fact that maximum height and minimum proximity existed over the full length of the long axis of the building running parallel to the site's northern boundary amounted to an impact on daylight to the music room which officers considered was not acceptable. Correct application of the BRE guidance supported that conclusion. The redesigned building has a similar height (7.7m) but is further from the northern boundary (6m compared to 3m). The length of the north facing façade has been reduced from 57m to 15.5m and as a result only partially overlaps with the south facing façade of the grammar school music room. This has a much reduced impact on daylight to the music room which achieves the target value contained in the BRE guidance and officers therefore consider the revised scheme to be acceptable.

## **IMPACT ON TREES**

### **Reigate and Banstead Core Strategy 2014**

Policy CS2 - Valued landscapes and the natural environment

### **Reigate and Banstead Borough Local Plan 2005**

Policy Pc4 – Tree Protection

Policy Cf2 – Design and Layout of Community Facilities

- 48 Core Strategy policy CS2 requires that, as far practicable, specific features which make a positive contribution to the green fabric will be retained and enhanced. Local Plan Policy Pc4 seeks to protect, conserve and enhance tree cover through the use of development control powers. Policy Cf2 sets design and layout criteria for new community facilities, including schools, including that existing trees and other interesting features should normally be retained.
- 49 The most significant elements of existing tree cover on the site, identified and assessed through the arboricultural assessments submitted with the application are;
- the belt of trees at the front of the existing school site between the school car park and Blackborough Road. These are a mix of beech, common oak, holm oak, holly and pine species, graded category B and C;
  - a cedar graded category B located in the 'island' in the car park. This has recently been removed under the permission granted for two temporary classroom units on the site
  - the various mature trees within the overgrown area. The latter are concentrated in the south west corner and along the western boundary. This includes the most valuable tree on the site, a sweet chestnut graded Category A, and other smaller chestnuts, oaks and sycamores. Some smaller trees within the overgrown area have previously been removed in implementing the 2015 planning permission for the artificial turf pitch on the school site.
  - two significant oaks (T36 and T37) in the north east part, close to the school's existing hard play area.
- 50 The main groups of higher value trees were a significant factor in the design process which resulted in the location originally proposed for the new classroom building. That enabled all the individually significant trees identified above, with the exception of the cedar in the island, to be retained and their root protection areas (RPAs) adequately protected. While a number of individual trees of mainly lesser value would be lost under that version, the impact of the substantial new classroom building on trees was considered to be limited, in part due to its location towards the rear of the site. The oaks T36 and T37 were retained and incorporated into the landscape design. They would have formed a feature comprising a decked area around their bases, surrounded by an extended hard play area. Special measures were required during construction and in the

long term (the use of a decked surface) to protect their root systems. Their retention and protection did however result in a long, narrow classroom building located close to and running along the northern boundary, which created other impacts - see discussion on daylighting impacts in paras 44 - 47 above.

- 51 The revised design does involve removing two of the more important existing trees on the site, T36 and T37 and does therefore have a materially greater impact on the contribution made by trees to the character of the site and area. The residual impact is less significant and considered to be acceptable in terms of visual amenity given the continued retention of a number of equally large, more prominent trees on the southern boundary of the site. Their value as individual specimens has been further investigated, especially whether T36 can be considered to be a veteran tree. It is concluded that while they have potential to become veterans they are not old enough to be and do not currently have the qualities to be afforded veteran status.
- 52 The revised scheme includes retention of a significant green space in the south west corner and along the western boundary. The landscape master plan proposes enhancement of this area to boost its ecological interest. Without providing full details, it also proposes new statement trees planted as extra heavy standards between the new building and the existing hard play area; standard trees of native species in the north west corner; and a new beech /hornbeam hedge along the northern boundary. Potential exists to mitigate the loss of individual high value trees, and suitable details can be secured through conditions. The arboriculturist does not consider the scheme which has been submitted to be the most appropriate in terms of species and size of tree planted so the conditions proposed should be used to secure a completely new scheme. Officers consider that the potential of the areas to be landscaped can be better realised by designing the area available to be used and managed by the school as a learning and recreational resource rather than isolating it as a 'no go area'.
- 53 The arboricultural method statement makes provision for extensive tree protection fencing, supervised excavation of works where there is limited encroachment into RPAs, and above ground level surfacing of the proposed car park extension. The proposal pays due regard to the impact on trees during construction and implementation of these measures can be secured by conditions.

## **ECOLOGICAL IMPACTS**

### **Reigate and Banstead Core Strategy 2014**

Policy CS2 - Valued landscapes and the natural environment

### **Reigate and Banstead Borough Local Plan 2005**

Policy Pc2G – Local Nature Conservation Interest

- 54 Core Strategy policy CS2 requires that, as far practicable, urban green spaces which make a positive contribution to the green fabric will be retained and enhanced. Local plan Policy Pc2G requires that retention and enhancement of sites and features which contribute to local biodiversity and nature conservation interest be considered and that damage to or loss of these features will be resisted. Proposals affecting valuable sites should contain sufficient information to demonstrate their impact on valuable feature.
- 55 The application is accompanied by an ecological assessment of the overgrown part of the site, paying particular attention to the larger trees on the site. This concluded that the development would have some impact on the semi natural woodland habitat and had the potential to affect protected species, namely breeding birds and bats through loss of trees. It proposed retention and protection of as many trees as possible; the carrying out of an assessment on the suitability of the area for, and the presence of otherwise of bats; and recommended a number of mitigation measures to enhance the remaining woodland habitat.



- 56 A survey was conducted of the potential of the trees on the site to provide roosting sites for bats. This concluded that none of the trees then affected had any potential, but noted that the two oak trees T36 and T37 did have high potential. Since the revised scheme involves removing those two trees, a new survey, including an emergence survey to establish the actual presence of bats on the site, is being carried out. The results of these further surveys will be reported to the meeting by way of an update. The County Ecologist had no objection on biodiversity grounds to the original scheme, subject to an informative recommending implementation of the mitigation measures identified in the initial assessment. Additional mitigation to address the potential harm of the revised scheme to bats if the trees are removed is likely to be necessary.

## **TRAFFIC AND PARKING**

### **Reigate and Banstead Local Plan: Core Strategy 2014**

Policy CS17 – Travel options and accessibility

### **Reigate and Banstead Borough Local Plan 2005**

Policy Cf2 – Design and Layout of Community Facilities

Policy Mo4 – Development related Funding for Highway schemes

Policy Mo5 – Design of Roads within New Development

Policy Mo6 – Servicing Provision Within New Development

*Policy Mo7 – Car Parking Strategy and Standards*

- 57 Policy CS17 states that sustainable transport choices should be facilitated by promoting walking and cycling as the preferred travel option for short journeys; promoting non-car travel; and requiring the provision of travel plans and transport assessments for proposal which are likely to generate significant amounts of movement.
- 58 Local Plan Policy Cf2 states that the development of community facilities will normally be required to comply with the current standards for highway design, parking and service provision. Policy Mo4 states that adequate improvements, funded by the developer will be required for development which would exacerbate transport problems or make conditions hazardous for road users. Policy Mo5 requires that arrangements for access and circulation are appropriate to the type of development proposed and the area in which it is located and do not aggravate traffic congestion, accident potential or create environmental disturbance in the vicinity. Policy Mo6 requires provision for loading, unloading and turning of service vehicles within the curtilage of a proposed development. Policy Mo7 states that the submission and approval of a Travel Plan may be secured through a planning condition.
- 59 Paragraph 32 of the NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment; safe and suitable access to the site can be achieved for all people. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. Paragraph 35 states that development should be located and designed where practical to create safe and secure layouts which minimise conflicts between traffic and pedestrians. Paragraph 36 states that a key tool to facilitate sustainable transport modes will be a Travel Plan and all development which generate significant amounts of movement should be required to provide a Travel Plan.
- 60 The application is accompanied by a Transport Statement (TS) and the school's current School Travel Plan. The school would be expanded from a 2 form entry infant school (180 pupils) to a 2 form entry primary school (420 pupils) which would result in an additional 240 pupils. The need for additional places arises from forecast demand for junior places in Reigate. The majority of children within the school live within a half mile radius although, being a faith school, some do live further afield - 77.1% of pupils live in the same postcode sector as the school, 91.6% live within Reigate postcode sectors (RH2) with the remainder travelling from Redhill, Bletchingley, Nutfield, Merstham and

South Nutfield. The TS records that currently 55% of children walk to the school, 9% cycle and 16% come by micro scooter with 19% coming by car (including 12% park and stride). The 80% of children travelling to the school by sustainable modes reflects the relatively small area of the catchment. On this basis, assuming the same modal split for the expanded school, an additional 240 pupils would result in an additional 45 of them arriving by car.

- 61 As part of the TS, a street inventory and parking beat survey was carried out around the school. This determined that there is a theoretical capacity for 228 vehicles to park on street on Blackborough Road, Crakell Road, Blanford Road, Ringley Park Avenue, Ringley Park Road and Blackborough Close in the vicinity of the school. The parking beat survey only considered the school afternoon peak of 14.45 to 15.30 as the duration of parking at pick up is longer than at drop off in the morning. The afternoon peak is 141 parked cars, so there is a nominal spare capacity of 87 spaces. Observations by officers indicate that the majority of parking occurs on Blackborough Road, Crackell Road and Blackborough Close. Blackborough Road and Crakell Road have a total of 91 available theoretical spaces, with 64 of these occupied in the afternoon peak. There is therefore capacity within the wider area for the additional 45 parents cars associated with the expansion to park, although the spare capacity is limited in the roads closest to the school.
- 62 The TS identifies that some of the parking in the area is occupied by Reigate Grammar School pupils as there is a footpath to the school immediately adjacent to Reigate Parish School. It has been suggested that the survey was undertaken at a time when the Reigate Grammar School pupils were not at school. County Council officers undertook a site visit on the morning of 19th April in order to observe parent behaviour and to 'sense check' the parking beat survey. It is clear from officer observations that the TS is correct in identifying that large numbers of parked vehicles originate from Reigate Grammar School pupils. On the morning in question there were 13 cars parked on Blackborough Road opposite Reigate Parish School, all parked half on and off the pavement - 12 of these were observed to be Reigate Grammar School pupils, 1 was already parked when officers arrived. Officers undertook a survey of parked vehicles in the area once school drop off had finished and parent cars had departed. There were a total of 116 cars remaining - Blackborough Road and Crakell Road accounted for 44. The parking beat survey in the TS indicated that the pre and post school pick up demand was 102 and 105 parked cars which is comparable with the 116 counted by officers. For Blackborough Road and Crakell Road, the pre and post demand from the TS is 39 and 42, while SCC officers counted 44. This supports the conclusion that much of the parking is there for the day, some of which is associated with Reigate Grammar.
- 63 Officers also observed the mode of travel and direction of travel to school. This was considered in conjunction with a review of the postcode and modal split data. As a result of the on site observations about numbers and directions of pedestrians, officers are satisfied that these broadly tally with the TS. Officers are therefore satisfied that as a result of this 'sense check', the TS conclusions are reasonable.
- 64 In comparison to many schools, this school currently serves a predominantly local area with a high proportion of children accessing the site by sustainable modes. As the school is to be converted from an infant school to a primary school, the same children will remain in the school for an additional 4 years and there is no reason to believe that new children entering the school will not be drawn from a similar area. It is therefore reasonable to assume that the modal split will remain similar to current. On this basis, the impact will be limited to an additional 45 parents cars and an additional 20 teachers cars. The teachers cars will be largely accommodated on site, parents cars will be accommodated on street where there is adequate available capacity.

- 65 A number of issues have been highlighted by local residents including parking on the footway, cars driving on the footway, narrow footways, all day parking by Reigate Grammar School pupils, pelican crossing not stopping traffic for long enough, perception of speeding traffic, extensive parking during pick up/drop off (by parents of Reigate Parish/Reigate Grammar/Reigate St Mary's), difficulty exiting driveways and children travelling too fast on scooters. Many have these have been confirmed by officers' observations, although the pedestrian green phase for the pedestrian crossing did not seem unusually short and traffic speeds were not excessive, constrained as they were by the volume of traffic and congestion caused by parked/parking cars. Observations indicate that the drop off by Reigate Grammar School and Reigate St Mary's parents commences around 08.15 and for the most part does not coincide with the Reigate Parish parents. The main issues seem to be caused by the all day parking (particularly Reigate Grammar School pupils) and the impact this has on Reigate Parish parents. It is not for this proposal to address all of the existing issues, but it does need to ensure that any impact from the expansion is adequately mitigated.
- 66 The introduction of additional parking controls in the area is proposed to remove all-day on-street parking from the immediate vicinity of the school which will remove parked vehicles from the pavement and thus increasing safety and capacity for pedestrians. Single yellow lines are proposed on Blackborough Road opposite the school which will prevent parking on this stretch from 08.00 to 18.00 Monday to Friday with additional restrictions to the east of the school on the northern side which will permit parents to park for short periods but will prevent all day parking. If the restrictions prevent parking on both sides simultaneously, there is no need for cars parking on both sides to park partly on the footway. This will improve safety in the immediate vicinity of the school and increase the capacity of footways for pedestrians.
- 67 The current situation on Crakell Road is poor and the removal of parking from Blackborough Road would potentially displace it to Crakell Road, exacerbating the current unsatisfactory situation. The applicant is proposing a single yellow line along the western side of Crakell Road from the junction with Blackborough Road to the junction with Blanford Road preventing parking from 08.00 to 18.00 Monday to Friday. Officers are concerned that all of the spaces on the eastern side of Crakell Road will then be fully occupied by Reigate Grammar School pupils as they were observed to arrive prior to Reigate Parish pupils, resulting in parents parking further away and the younger children having to walk further. Officers consider that a single yellow line should also be introduced on the eastern side of Crakell Road with time restrictions to permit parent parking but preventing all day parking. There is adequate remaining parking on Blanford Road and Waterlow Roads which are sufficiently wide and lightly trafficked for displaced Grammar School pupils.
- 68 Officers consider these proposals strike the right balance between controlling parking in the least suitable locations close to the school and displacing it elsewhere. To the west of Crakell Road, Blackborough Road narrows and the houses there have limited off street parking. To the east, it is more suitable for parking but some residents not currently affected by parking on the highway outside their homes will experience increased parking. In reaching that conclusion, officers have taken account of the reduced capacity as a result of new restrictions but do not consider that alters the overall conclusion that there is sufficient capacity to absorb additional demand within a reasonable distance of the school.
- 69 The width of the footway to the west of the school, north of the pedestrian crossing on Blackborough Road is identified as a potential constraint on pedestrian access. There are a number of trees, and vegetation where there are also barriers on either side of the crossing itself, which limit pedestrians. It is proposed to widen the area for pedestrians at this point which is important given the additional 132 children that are expected to walk to the school. A Travel Plan has been submitted with the application which can be used to reinforce expected behaviour for parents and children and to further encourage modal

shift to sustainable modes. It will need to be updated prior to the occupation of the development, and this can be secured by conditions.

### **On site car and cycle parking**

- 70 The existing staff car park has capacity for 28 cars. Observations suggest that this car park is rarely full and usually has spare capacity. An additional 14 spaces are to be provided as part of the development, which will result in a total of 42 spaces, 2 of which will be disabled spaces. There are currently 40 members of staff at the school but no more than 27 are on site at any one time with a maximum parking demand of 23. Applying the same methodology to the proposed additional 29 staff associated with the expanded school, there will be no more than 20 on site at any one time. There may be a shortfall of 1 space at certain times but despite this, it is considered that the parking provision is adequate.
- 71 The school currently has 18 covered cycle parking spaces which are currently well used. It is proposed in the TS that an additional 18 covered cycle parking spaces plus 72 scooter parking spaces will be required in order to meet the projected demand once the expansion has been completed.

## **SUSTAINABLE CONSTRUCTION**

### **Reigate and Banstead Local Plan: Core Strategy 2014**

#### **Policy CS11 – Sustainable Construction**

- 72 Core Strategy Policy CS11 requires that relevant non-residential development of new or replacement buildings, or extensions to existing structures be to a minimum standard of BREEAM 'very good'. The development constitutes 'major development' under the definition contained in the General Development Management Procedure Order, and in those circumstances officers consider the proposal should be considered 'relevant non residential development' for the purposes of policy CS11.
- 73 A BREEAM pre-assessment was submitted with the application which showed that the development was capable of easily achieving a 'very good' rating ('very good' requires a rating of 55 -70%, and the assessment showed the proposal scoring 66.0%) .
- 74 The applicant has submitted a supplementary assessment demonstrating that credits gained under the assessment are applicable to both schemes. The applicant has demonstrated that the scheme can achieve a 'very good' rating, and a condition requiring submission of a post completion report can be imposed to secure this.

## **SURFACE WATER DRAINAGE**

### **Reigate and Banstead Local Plan: Core Strategy 2014**

#### **Policy CS10 – Sustainable Development**

- 75 Core Strategy policy CS10 requires that flood risk be managed, inter alia, through the use of sustainable urban drainage (SUDS) and flood resistant/ resilient design features. Para 103 of the NPPF requires that to minimise flood risk from surface water, priority should be given to the use of Sustainable Urban Drainage systems (SUDs). The Ministerial Statement of 18 December 2014 on SUDs requires that for major development, planning decisions ensure that SUDs are put in place for the management of runoff, unless demonstrated to be inappropriate.
- 76 As amended the proposed development proposes to include SUDs in the form of the green roof to the new building. Previously, attenuating storage within the new hard surfaced areas was proposed. Surface water drainage for the site is required to achieve

a discharge rate to the existing surface water sewer in Blackborough Road for a green field site in a 100 year event, with an allowance for climate change. Green roofs as a Suds technique are well placed in terms of the hierarchy of potential SUDs techniques and therefore in principle meet the requirements of the Ministerial Statement. The applicants calculations suggest that, given the retention qualities of the green roof, no additional attenuation is required to meet the relevant standard.

- 77 Additional information has been provided in response to queries raised by the Local Lead Flood Authority. The LLFA are considering that further information, and require that Thames Water's agreement to discharge to the surface water sewer should be obtained before planning permission is granted. Additional information on the detailed design and performance of the proposed SUDs has been provided, and application has been made for the appropriate Thames Water consent. A further report will be provided by way of an update, but it is anticipated that by the date of the meeting, LLFA will be in a position to recommend that as far as drainage issues are concerned, permission can be granted subject to conditions.

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## HUMAN RIGHTS IMPLICATIONS

- 78 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.
- 79 In this case, the Officer's view is that while the potential for impacts on amenity caused by traffic are acknowledged, the scale of such impacts 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

- 80 Officers consider that the development is in principle consistent with spatial policies in addressing an identified need for additional school places on an existing school site within the urban area. Significant weight should be given to need under the NPPF. The disposition of new development on the site is compatible with urban open land policies, is an appropriate design paying due regard to its context in terms of the built environment and does not physically constitute over development of the site. The proposed buildings do not result in any adverse impact on the amenities of surrounding properties. Officers are satisfied that the application proposals in their original form and as subsequently amended represent the only practical options for the expansion of the school
- 81 In one respect the development would have a significant adverse impact on the character and amenity of the site and area. Two important trees would be lost. The original design of the building enabled retention of these trees but had an unacceptable impact on the amenity of the adjoining school through loss of daylight. Officers are satisfied that these two considerations are irreconcilable. The weight to be attached to neighbours amenity combined with that to be attached to need for school places outweighs the desirability of retaining these trees. The proposed site layout is therefore considered to be acceptable.
- 82 The measures proposed to address the impact of additional car traffic are considered to be proportionate to the scale of additional traffic likely to be generated. Parking restrictions are expected to make conditions on Blackborough Road safer and limit inconvenience to residents. Some short term parking related to the school will continue

to be experienced, although longer term parking will be reduced. Long term parking will be displaced to other locations where capacity has been shown to exist, with some impact on residential amenity. Development plan policies requiring that the traffic and parking impacts of development be addressed are considered to have been satisfied.

- 83 Overall, with the exception of those relating to the amenity and ecological value of trees, the development satisfies relevant development plan policies and other considerations. An exception to tree retention policies is considered to be justified and can be mitigated by an enhanced landscaping scheme secured through conditions. Subject to satisfactory mitigation of the loss of a potential bat roost, planning permission can therefore be granted.

## RECOMMENDATION

That, pursuant to Regulation 3 of the Town Country Planning General Regulations 1992, application no. RE16/00337 be PERMITTED subject to the following conditions:

Conditions:

1. The development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in all respects in accordance with the following plans/drawings:
  - 150069 (PA) L100 rev. P Location Plan dated 19/10/15.
  - L101 rev. P Proposed Location Plan dated 19/10/15.
  - L102 rev. P Existing Site Plan dated 19/10/15.
  - L103 rev. P1 Proposed Site Plan dated 22/07/16.
  - L001 rev. P1 Lower Ground and Ground Floor Plans, dated 22/07/16
  - L002 rev. P1 First and Roof Plans dated 22/07/16.
  - EX001 rev. P Existing Elevations 1 dated 30/10/15.
  - EX002 rev. P Existing Elevations 2 dated 30/10/15.
  - E001 rev. P1 Site elevations dated 22/07/16.
  - E002 rev. P2 GA Elevations, dated 25/08/16.
  - S001 rev.P1 GA Sections dated 22/07/16.
  - L104 rev. P Reconfiguration of Footpath dated 02/30/15 (sic)
  - RP(21) 200 rev.T3 Proposed Elevations East and North dated 02/09/16
  - RP(21) 201 rev.T3 Proposed Elevations East and North dated 02/09/16
  - RP(22) 200 rev. T1 Proposed section 01 dated 02/09/16.
  - RP(22) 201 rev. T1 Proposed section 01 dated 02/09/16.
  - RP(22) 202 rev. T1 Proposed section 01 dated 02/09/16.
  - 215195 GA101 rev. P4 Foul and Surface Water Drainage Layout dated 23/08/16.
  - 224L01 rev.F Illustrative Landscape Master Plan dated 25/07/16.
  - 2016/058 01-A Site Survey dated March 2016.
  - 5274 003 SK001 rev. P5 Proposed Car Park Swept Path Analysis Refuse Vehicle dated 10/08/16.
3. The new building hereby permitted shall not be occupied unless parking restrictions on Blackborough Road and Crakell Road as generally shown on drawing number SK-004 rev A forming Appendix I to the Transport Statement submitted with the application, along with additional single yellow line restrictions necessary to prevent all day parking on the eastern side of Crakell Road, have been subject to detailed design and implemented in full.

4. The new building hereby permitted shall not be occupied unless and until the proposed footway widening to the west of the school access shown on drawing number 150069 (PA) L 104, rev P has been subject to detailed design and implemented in full.
5. The development shall not be occupied unless and until additional car parking spaces have been provided in accordance with the approved plans. The spaces provided shall thereafter be retained for their designated use.
6. The development shall not be occupied unless and until an additional 18 covered cycle spaces and 72 scooter parking spaces have been provided in the locations shown on drawing no. 224L01, rev F. and shall thereafter be retained for their designated use. The spaces provided shall thereafter be retained for their designated use.
7. Subject to the provisions of condition 15 below, the development hereby permitted shall be carried out in all respects in accordance with the Construction Transport Management Plan submitted with the application, as amended by the addendum Construction Transport Management Plan dated 05/09/16.
8. During school term time, there shall be no HGV movements to or from the site between the hours of 08.00 and 09.15 and 14.30 and 15.30 nor shall the applicant or their contractors allow any HGVs associated with the development at the site to be laid up, waiting, in Blackborough Road, Blackborough Close, Crakell Road or Blanford Road during these times.
9. The development hereby permitted shall not be occupied unless an updated School Travel Plan has been submitted to and approved in writing by the County Planning Authority. The plan shall thereafter be implemented, maintained monitored and updated in accordance with the details as approved.
10. The development hereby permitted shall not be constructed above ground level unless details and samples of external materials to be used on the new building permitted have been submitted to and approved in writing by the County Planning Authority. The development shall then be carried out in accordance with the approved details
11. The development hereby permitted shall not be commenced unless details of how the Sustainable Drainage System will cater for system failure or exceedance events, both on and offsite, have been submitted to and approved by the County Planning Authority.
12. The developmen hereby permitted shall not be occupied unless details of the proposed maintenance regimes for each of the SuDS elements have been submitted to and approved by the County Planning Authority. The drainage system shall thereafter be amintained in accordance with the approved details.
13. The development hereby permitted shall not be occupied unless a verification report carried out by a qualified drainage engineer has been submitted to and approved by the County Planning Authority. to demonstrate that the Sustainable Drainage System has been constructed as per the agreed scheme.
14. No site clearance shall be carried out between the months of April and September inclusive unless it is carried out in accordance with the methods set out in sections 5.2.2 and 5.2.3 of the Preliminary Ecological Appraisal submitted with the application.
15. Before any equipment, machinery or materials are brought onto the site for the purposes of carrying out the development hereby permitted, protective fencing in accordance with

the details contained in Section 8 and Drawing TPP-04 contained in section 7 of the addendum to the Arboricultural Method Statement dated 22/07/16 submitted with the application shall be installed and 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 area.

16. The development hereby permitted shall be carried out in all respects in accordance with sections 5,6 and 10 of the Arboricultural Method Statement dated 02/02/16 and sections 3 and 4 of the addendum to the Arboricultural Method Statement dated 22/07/16.
17. No later than six months after the commencement of the development hereby permitted, a detailed landscaping scheme shall be submitted to and approved in writing by the County Planning Authority. Such details shall include;
  - i.) planting plans; written specifications for cultivation and other operations associated with tree, shrub, plant and grass establishment; schedules of trees, shrubs and plants noting size, species, positions and proposed numbers / densities;
  - ii.) Surface materials for paths other hard surfaced areas and minor structures,
  - iii.) Programmes for implementation and maintenance of planting and habitat creation proposals
18. The landscaping scheme approved pursuant to Condition 17 above shall be carried out no later than in the first planting season after the first occupation of any part of the development or in accordance with a programme approved under condition 18 above . Thereafter the landscaping shall 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.
19. No later than 6 months after the first occupation of the building hereby permitted, an assessment shall be carried out by an accredited person confirming that the development has achieved a standard of sustainable construction that would have achieved a BREEAM rating of 'very good', and the assessment shall be deposited with the County Planning Authority.

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. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy Mo4 of the Reigate and Banstead Borough Local Plan 2005
4. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy Mo4 of the Reigate and Banstead Borough Local Plan 2005
5. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy Mo4 of the Reigate and Banstead Borough Local Plan 2005



6. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy CS17 of the Reigate and Banstead Borough Core Strategy 2014.
7. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy Mo4 of the Reigate and Banstead Borough Local Plan 2005
8. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy Mo4 of the Reigate and Banstead Borough Local Plan 2005
9. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, pursuant to Policy CS17 of the Reigate and Banstead Borough Core Strategy 2014.
10. To ensure that the development respects the character and appearance of the site and area pursuant to Policy CS4 of the Reigate and Banstead Core Strategy 2014 and Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.
11. To ensure adequate provision is made for dealing with surface water pursuant to Policy CS10 of the Reigate and Banstead Core Strategy 2014.
12. To ensure adequate provision is made for dealing with surface water pursuant to Policy CS10 of the Reigate and Banstead Core Strategy 2014.
13. To demonstrate that the Sustainable Drainage System has been constructed as per the agreed scheme pursuant to Policy CS10 of the Reigate and Banstead Core Strategy 2014.
14. To maintain the biodiversity of the site pursuant to Policy Pc2G of the Reigate and Banstead Borough Local Plan 2005.
15. To minimise potential damage to trees on the site which are to be retained, in the interests of the character and amenity of the site and area, pursuant to Policy CS2 of the Reigate and Banstead Core Strategy 2014 and Policy Pc4 of the Reigate and Banstead Borough Local Plan 2005.
16. To minimise potential damage to trees on the site which are to be retained, in the interests of the character and amenity of the site and area, pursuant to Policy CS2 of the Reigate and Banstead Core Strategy 2014 and Policy Pc4 of the Reigate and Banstead Borough Local Plan 2005.
17. to ensure a standard of environment which preserves the character and appearance of the site and area pursuant to Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.
18. to ensure a standard of environment which preserves the character and appearance of the site and area pursuant to Policy Cf2 of the Reigate and Banstead Borough Local Plan 2005.
19. To ensure the development achieves an appropriate standard of sustainable construction, pursuant to Policy CS11 of the Reigate and Banstead Core Strategy 2014.

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. 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.
  3. 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.
  4. Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transportation Development Planning Division of Surrey County Council.
  5. The developer is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.
  6. The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see: <http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme>. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see [www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice](http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice).
  7. The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (Section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or is being built. Planning consent for a development does not provide a defence against prosecution under this Act.  
  
Trees and scrub are likely to contain nesting birds between 1 March and 31 August inclusive. Trees and scrub are present on the application site and are assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity during this period and shown it is absolutely certain that nesting birds are not present
  8. The applicant is advised that the detailed landscape design required by condition above should incorporate the ecological enhancement measures set out in section 5.5.3 of the Preliminary Ecological Appraisal submitted with the application.
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**CONTACT**

Mr C Northwood

**TEL. NO.**

020 8541 9438

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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**

[National Planning Policy Framework 2012](#)

[Planning Practice Guidance](#)

**The Development Plan**

Reigate and Banstead Local Plan: Core Strategy 2014

Saved policies of the Reigate and Banstead Borough Local Plan 2005

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**Other Documents**

BRE : Site Layout Planning for Daylight and Sunlight – A guide to good practice, 2011.

DfE /EFA: Building Bulletin 103, "Area Guidelines for Mainstream Schools", June 2014.

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