

TO: PLANNING & REGULATORY COMMITTEE **DATE:** July 2017
BY: PLANNING DEVELOPMENT TEAM MANAGER
DISTRICT(S) RUNNYMEDE BOROUGH COUNCIL **ELECTORAL DIVISION(S):**
 Egham
 Mrs Lay

PURPOSE: FOR DECISION **GRID REF:** 502676 171103

TITLE: THE HYTHE SCHOOL, THORPE ROAD, EGHAM, SURREY TW18 3HD
 SCC PROPOSAL RU.17/0049

SUMMARY REPORT

The Hythe School, Thorpe Road, Egham, Surrey TW18 3HD

The erection of a single storey building to provide 6 classrooms and associated works including the creation of a raised link canopy, external access steps and ramp and new pedestrian access from the north west of the site, in order to facilitate Phase 2 of the expansion from a 1FE to a 2FE Primary School.

The current proposal is for the construction of a single storey building to the immediate north west of the main school building which would provide six additional classrooms. The proposal would facilitate the expansion of the school to a 2 Form Entry (FE) primary school with a maximum of 420 pupils. The building would measure a width of 19.6m, a depth of 34m and a maximum height of 5.2m and would have a flat roof with coloured cladding to the elevations.

In this case the main issues are; whether the development is acceptable in terms of flood risk; whether the highways works, parking and traffic generated by the proposal are acceptable in terms of highway safety and impacts on the amenity of neighbours; whether there would be any other adverse impacts on residential amenity; whether the design of the development meets the required standard; the impact on the existing playing field; the risk of harm to archaeological resources and any arboricultural impacts will also be given full consideration.

Six letters of representation have been received mostly in regard to the highways issues associated with the proposed expansion in particular the impact on the residents within the cul-de-sac part of Wendover Road.

The proposal would integrate within the surrounding area and the impact on the street scene has been reduced through the design and location of the building and the use of materials. Officers consider that there would not be an adverse impact on residential amenity in terms of loss of light or overbearance. The highways implications can be controlled by conditions and are not considered to prejudice highway safety. In terms of flood risk officers consider that that the applicant has demonstrated a need for school places in the locality and that there are no reasonably available alternative sites for the additional school places. It has been successfully demonstrated that there would be sustainability benefits in terms of providing school places in close proximity to the communities they are intended to serve. The applicant has also demonstrated satisfactorily that there would be safe access and egress and that the development would not increase flood risk elsewhere.

Officers consider that there would be a limited loss of the playing field however no usable pitches would be adversely impacted by the development and the school would still benefit from a large playing field. The proposal would not cause adverse impacts in terms of trees loss given the proposed re-planting and there would be no archaeological impacts. Therefore, officers recommend that planning permission should be granted.

The recommendation is subject to referral to the Secretary of State as a Departure, to PERMIT subject to conditions.

APPLICATION DETAILS

Applicant

SCC Property

Date application valid

15 December 2016

Period for Determination

9 February 2017

Amending Documents

School Travel Plan Monitoring Report dated 11/10/2016
 Flood Risk Management Plan dated February 2017
 Flood Risk Assessment dated December 2016
 Sequential and Exception Test Report dated May 2017
 An Archaeological Trial Trench Evaluation dated February 2017
 Tree Planting Plan TP-02 Rev A dated 28.03.17
 DWG No: A-125 Rev B, Proposed Elevations dated 22.05.17
 DWG No: A-126 Rev B, Proposed Elevations dated 22.05.17
 DWG No: A-127 Rev A, Elevational Section dated 05.04.17
 Updated Construction traffic Management Plan received 21.06.17

SUMMARY OF PLANNING ISSUES

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

	Is this aspect of the proposal in accordance with the development plan?	Paragraphs in the report where this has been discussed
Principle and Need	Yes	18 -25
Flooding	Yes	26 – 47
Transportation Considerations	Yes	48 – 65
Loss of Playing Field	Yes	66 – 72
Design and Visual Amenity	Yes	73 – 78
Residential Amenity	Yes	79 – 84
Trees	Yes	85 – 86
Archaeological Impacts	Yes	87 - 89

ILLUSTRATIVE MATERIAL

Site Plan

Plan 1, 2 etc

Aerial Photographs

Aerial 1,2 etc

Site Photographs

Figure 1: View of the location of the proposed development facing south east

Figure 2: View of part the location of the proposed development facing south west

Figure 3: View of the proposed trees to be removed, school playing field and temporary construction access facing north west

Figure 4: View of school playing field with temporary construction access to the far western corner

Figure 5: View of location of the proposed development facing south

Figure 6: View of location of the proposed development facing south west

BACKGROUND

Site Description

1. The Hythe Primary School is a 210 place school catering for pupils aged 4 to 11 years old which currently has a bulge of 60 pupils therefore currently totalling 270 pupils. The school is situated in the urban area of Egham Hythe, about half a mile southwest of Staines town centre on the opposite side of the River Thames. The site has a relatively narrow frontage on Thorpe Road (the B3376) but the site extends back a significant distance to adjacent residential properties. Other residences adjoin the site along the northern boundary, including Old School Mews, which is contained primarily in an extensive Victorian building fronting onto Thorpe Road. To the south, and also on Thorpe Road, is The Hythe Social Centre, with playing fields behind it. Further back from the road is the Catholic Church of St John of Rochester. The entire site is in Flood Zone 3 (high risk). St Paul's C of E Church is located across the road from the school, with the Magna Carta School, a large secondary school, adjoining the Church on the south. Wendover Road runs along the north eastern and north western boundary of the site.
2. The school buildings are close to Thorpe Road, the main ones dating from the 1960s. These are a combination of single and two storeys and feature pitched roofs, essentially buff coloured brickwork and predominantly pitched roofs with concrete tiles. Other buildings on the site include an M unit, a sports pavilion, a modular building used by school clubs and a Victorian building (with buff brickwork and pitched clay tile roofs) that contains a Children's Centre, a nursery and the Special Educational Needs element of the school. There are extensive playing fields in the western part of the site, with trees along most of the boundaries of the playing fields. Other trees are found along the south site boundary adjacent to the main buildings, with a few trees also to the north of these buildings and in front of them close to Thorpe Road.

Planning History

- 3.

RU.15/0913	Construction of hard play area incorporating netball court with 3m high welded mesh ball catch fence along one side. Permitted August 2015
RU.14/1427	Phase 1 of expansion from a 1FE (210 place) to a 2FE (420 place) primary school, the development comprising a two classroom extension with ramped access and installation of adjacent hardstanding. Permitted May 2015.
RU.11/0016	Erection of 3 shade sails (permitted by Runnymede Borough Council in February 2011)
RU.10/1115	Erection of glazed canopy at the rear of the nursery (permitted by Runnymede Borough Council in January 2011)
RU04/0842	Details of Method of Construction Statement pursuant to Condition 4, details of hard and soft landscaping pursuant to Condition 6 and details of walls and fences pursuant to Condition 9 of planning permission ref. RU03/1385 dated 16 February 2004 (approved in September 2004)
RU03/1385	Alterations to the main school access off Thorpe Road and changes to parking arrangements within the school site (permitted in February 2004)
RU02/0005	Single storey extensions to provide two new classrooms, a link corridor and a new office, as well as new hard and soft play areas (permitted in July 2002)
RU00/0253	Construction of a single storey extension for use as a library, construction of a link corridor with office and teaching accommodation, construction of a new entrance beneath the existing entrance porch canopy. Erection of glazed lean-to, construction of a surfaced play area and construction of a new pedestrian access (permitted in November 2000).

THE PROPOSAL

- The current proposal is for a single storey classroom block comprising of 6 classrooms, group room, w/c's and hygiene room. It is proposed to create a decked covered link from the proposed block to the existing school building as well as steps, ramp and an accessible platform lift. The building would be located to the immediate rear (north west) of the main school building.
- The building would measure a width of 19.6m, a depth of 34m and a maximum height of 5.2m incorporating voids beneath the building. The block would have a flat roof and would be clad with coloured panels. It is also proposed to create a new pedestrian access from the rear of the school site from Wendover Road.
- This development is Phase 2 to a previously permitted application for Phase 1 (ref: RU.14/1427 permitted 7th May 2014) which would facilitate the permanent expansion from a 1FE (210 place) to a 2FE (420 place) primary school.

CONSULTATIONS AND PUBLICITY

District Council

- | | |
|------------------------------|--|
| 7. Runnymede Borough Council | No objection, advise that applicant doesn't appear to have addressed the requirements of the NPPF in that it would introduce a 'more vulnerable' development within flood zone 3B. |
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Consultees (Statutory and Non-Statutory)

- | | |
|---|---|
| 8. County Arboriculturalist | No objection subject to conditions |
| 9. The Environment Agency South East | Object to the principle of the development within Flood Zone 3B |
| 10. Transportation Development Planning | No objection subject to conditions |
| 11. Archaeological Officer | No objection |
| 12. Sport England | Object due to loss of playing field |

Parish/Town Council and Amenity Groups

13. N/A

Summary of publicity undertaken and key issues raised by public

14. The application was publicised by the posting of 2 site notices. A total of 286 owner/occupiers of neighbouring properties were directly notified by letter. To date 6 letter of representation have been received raising the following objections:
- Concerned will lose access to disabled parking space
 - Last building works at the school damaged a footpath and a sign and has never been repaired
 - Need to ensure damage done to the neighbourhood is fixed before works completed
 - Concerned about amount of traffic will create in an already busy area
 - Large increase in traffic and parking issues
 - Wonder how parents will park cars and drop children at school without causing access issues for residents
 - Wonder how construction vehicles will impact on traffic
 - How will this be managed and what safety measures are in place for children to be dropped at school
 - Serious concerns regarding the access from the cul-de-sac in Wendover Road and the volume of cars using this cul-de-sac during peak periods, impeding access to homes, garages, emergency vehicles, deliveries and service vehicles, access for residents
 - Parking restrictions proposed in the cul-de-sac of Wendover Road, have the residents be notified of this and where will the disabled space be moved to
 - The need to remove the street sign suggests large lorries will be used, believe this route to be dangerous for this type of transport
 - More vehicles will be displaced due to the parking restrictions and cause further congestion on Wendover Road and Thorpe Road
 - It is proposed to remove a section of hedge in the cul-de-sac and hope this will allow deliveries to drive directly into the school site, the gate access Hythe Park is well used and contract with public is a very high risk
 - Cannot see any commitment to restore to original condition including putting back road signs, fixing damaged footpaths and replacing the grass and removed bushes at site entrance.

- Suggest the cul-de-sac is restricted entry for pedestrians, residents and service vehicles only and is marked out with residents bays
- Place the school gate on the existing site entrance
- Only four houses in cul-de-sac and concerned will become a public thoroughfare, already litter and disturbance
- Entrance to close is very narrow and already experienced problems with the phase 1 development
- Parking is limited and concerned that added vehicles would make the situation worse
- Propose cul-de-sac is a non-parking area with clear boundary marked and dropped kerb so that residents can park without being restricted
- Suggest removal of unnecessary shrub
- Suggest double yellow lines or red route along entrance to cul-de-sac
- Concern regarding access for emergency vehicles entering the cul-de-sac at peak hours
- Availability for parking in cul-de-sac is limited and this will make matters worse, potentially resulting in residents children being late for school if they cannot exit and will not be able to park when return home
- Would like cul-de-sac to be converted to residence only parking area and dropped kerbs in front of houses

PLANNING CONSIDERATIONS

Introduction

15. The guidance on the determination of planning applications contained in the Preamble/Agenda frontsheet is expressly incorporated into this report and must be read in conjunction with the following paragraphs.
16. In this case the statutory development plan for consideration of the application consists of the Runnymede Borough Local Plan Second Alteration 2001.
17. 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: the impact on design and visual amenity, impact on residential amenity, transportation considerations, flood risk, loss of playing field, impact on trees and archaeology.

PRINCIPLE AND NEED FOR THE DEVELOPMENT

No relevant Development Plan policy

18. 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
19. The current proposal is to expand The Hythe Primary School from a 1 Form Entry (FE) Primary School with a Published Admission Number (PAN) of 30 (total capacity of 210 pupils), to a 2FE Primary School with a PAN of 60 (total capacity of 420 pupils).
20. The Local Authority has a statutory duty to ensure that there are sufficient school places in Surrey. Demand for school places has increased significantly in Runnymede in recent years. Expansions have been completed at a number of primary schools in Runnymede including Darley Dene Infant School, Trumps Green Infant School, St Ann's Heath Junior

School and Thorpe Church of England Infant School. The Hythe Primary School has admitted 60 children into its Reception Year from September 2014.

21. There are a number of different factors that can affect the demand for school places in an area. The most important is the birth and fertility rates in an area. Based on figures provided by the Office for National Statistics, births in Runnymede dipped from 1996 to a low point in 2001 at 814. Births then rose a little before flattening out until 2005. Births have risen since 2006 to just under a 1000 and are currently 18% above 2001 levels. It should be noted that the recent increases in applications are unlikely to be the result of the number of births alone. There are other factors such as additional pupils from housing growth, inward and outward migration, parental preferences and the changing percentage of parents applying for independent or private provision - all of which can affect the number of applications in any given year making application yields difficult to model.

Chart 1 – Births in Runnymede (ONS)

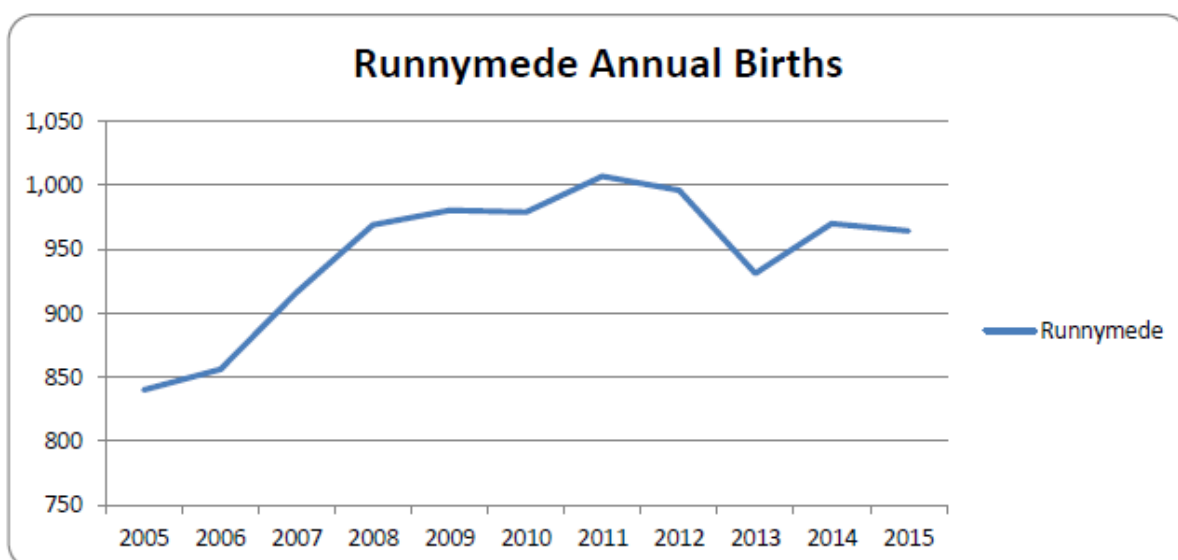


Table 1 below shows the demand profile the Local Authority is working to in Runnymede.

Academic Year	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	KS1 Yrs R-2	KS2 Yrs 3-6	Total Yrs R-6
2017-18	832	943	847	867	861	828	802	2,622	3,358	5,980
2018-19	822	832	943	845	868	863	828	2,597	3,404	6,001
2019-20	860	815	824	931	840	863	858	2,499	3,492	5,991
2020-21	889	858	812	821	930	839	861	2,559	3,451	6,010
2021-22	906	891	859	813	823	932	841	2,656	3,409	6,065
2022-23	912	908	892	858	815	825	933	2,712	3,431	6,143
2023-24	928	914	909	890	860	817	827	2,751	3,394	6,145
2024-25	940	930	915	907	892	863	819	2,785	3,481	6,266
2025-26	945	943	932	913	910	895	865	2,820	3,583	6,403

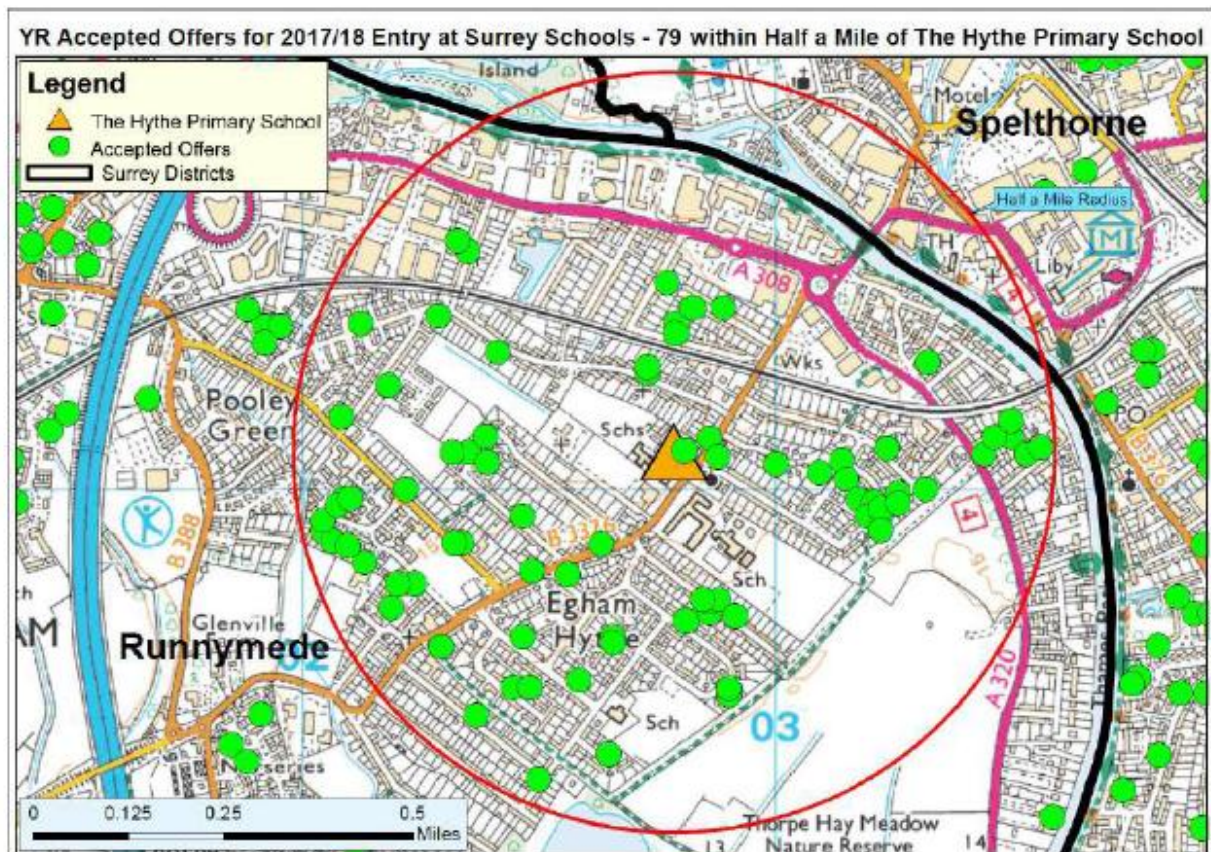
22. The need for places is not uniform across the Borough. The Local Authority projects the need for school places based on planning areas. The Hythe Primary School is in the Egham and Thorpe Planning Area and Table 2 below provides the same information as above but is the projection for Egham and Thorpe planning area. The planning area has a combined reception capacity of 120. The forecast profile indicated a shortage of primary places in the planning area from 2014. Given that there should be a small

degree of spare places to allow for in year or late applications, the Local Authority provided an additional class at the Hythe from 2014 and has done so in subsequent years ahead of permanent expansion.

Table 2 – 2017 Primary projection for the Egham and Hythe planning area

Academic Year	Reception	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	KS1 Infant Yrs R-2	KS2 Junior Yrs 3-6	Total Yrs R-6
2013-14	120	120	118	115	116	116	119	358	466	824
2014-15	142	120	117	121	117	121	121	379	480	859
2015-16	138	145	118	117	123	110	113	401	463	864
2016-17	164	140	146	121	118	124	111	450	474	924
2017-18	141	166	141	148	123	120	126	448	517	965
2018-19	138	143	168	142	149	123	120	449	534	983
2019-20	152	138	143	168	143	149	124	433	584	1,017
2020-21	159	152	139	144	168	143	150	450	605	1,055
2021-22	164	160	153	140	144	169	144	477	597	1,074
2022-23	167	164	161	153	140	145	169	492	607	1,099
2023-24	172	168	165	161	154	141	145	505	601	1,106
2024-25	175	172	168	165	162	154	141	515	622	1,137
2025-26	178	176	172	168	165	162	155	526	650	1,176

23. The Hythe is a popular primary school consistently receiving more than 30 first preference applications (2014: 42, 2015: 52, 2016: 50 and 2017: 50). Whilst first preferences are important, the Local Authority is mindful that popularity can be transient and that additional provision, where possible, should be located as local to the demand as possible. Surrey County Council believes that local schools should serve their local communities. The maps below indicate where pupils live in the area and their proximity to The Hythe Primary School.



24. The Hythe is in good proximity to the pupil population. In 2017 there were 79 pupils living within half a mile of the school against an available 30 places.
25. Given the above, the applicant has demonstrated that there is a clear need for additional school places at The Hythe Primary School and as such the principle of the development is accepted.

FLOODING AND DRAINAGE

Runnymede Borough Local Plan Second Alteration 2001

Policy SV2 – Flooding

26. Local Plan Policy SV2 resists new residential and non-residential development, including extensions, in areas identified as being liable to flood unless it is demonstrated that the development does not impede the flow of flood water, reduce the capacity of the flood plain to store flood water or increase the number of people or properties at risk of flooding.
27. The National Planning Policy Framework (NPPF) seeks to steer new development to areas with the lowest probability of flooding (the ‘sequential approach’). The NPPF and the associated National Planning Practice Guidance (NPPG) classifies land in terms of whether it is at low, medium or high risk of flooding. Flood zone 3 (high risk) is further subdivided between zones 3a and 3b. Zone 3a is the area which has a higher than 1 in 100 year probability of flooding. Zone 3b, the highest risk, is the functional floodplain. It is the area which has a 5% annual probability (i.e. a 1 in 20 year) of flooding. This is ‘the area where water *has* to flow or be stored in times of flood’.
28. The NPPF also classifies developments in terms of their vulnerability. According to table 2 of the NPPG, school development type is classified as ‘more vulnerable’ development. Flood risk table 3 of the NPPG combines flood risk and vulnerability to give guidance on whether development is appropriate in particular circumstances.
29. Flood risk maps show that nearly all of The Hythe school site lies within flood zone 3, along with extensive parts of the surrounding area in the settlements of Egham Hythe and Staines. A very small part adjoining Thorpe Road lies within Zone 2. The Flood Risk Assessment submitted with the application uses the EA’s detailed hydraulic modelling, its Thames Lower reach 3 (2009) flood modelling and a comparison between the flood levels and the submitted site specific topographical survey to classify the site between Zones 3a and 3b. Approximately half the site, including the existing school buildings, is in Zone 3a. The remainder of the site is within Zone 3b. The proposed classroom building lies at the boundary between zones 3a and 3b. Approximately one third would lie within zone 3a and two thirds in Zone 3b

Table 3 of the NPPG flood risk guidance shows that ‘more vulnerable’ development in Zone 3b should not be permitted, while in Zone 3a it should be permitted only if the ‘Exception Test’ is satisfied, that the development provides wider sustainability benefits to the community that outweigh flood risk
30. The EA’s response to the application is line with NPPF/ NPPG. They raise an ‘in principle’ objection to the proposal and recommend refusal of planning permission on the grounds that the development would not be compatible within flood zone 3b. However they advise that, if despite the above policy objection, the Planning Authority consider that wider sustainability objectives outweigh flood risk then they should satisfy themselves that the sequential test has been passed. Failure of the sequential test is in itself a reason for refusing planning permission.

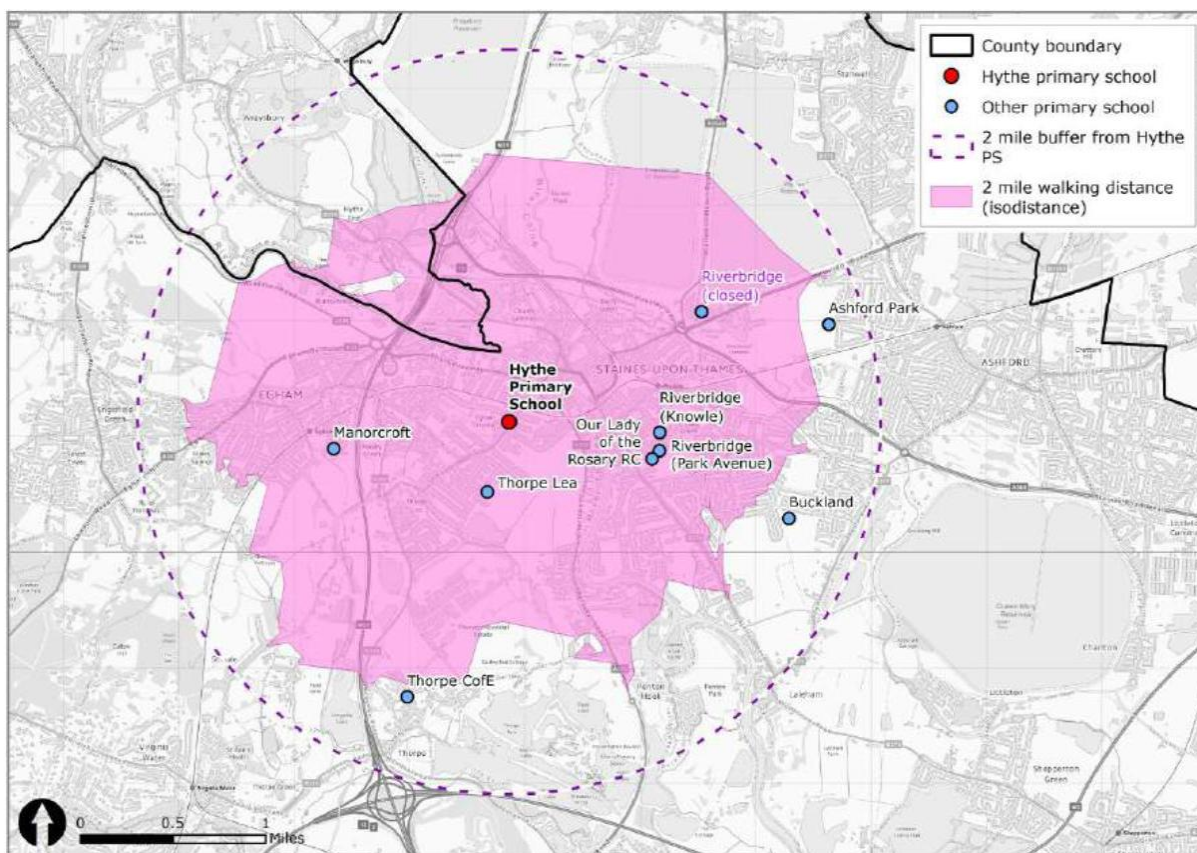
31. The Sequential Test ensures that a sequential approach is followed to steer new development to areas with the lowest probability of flooding. The aim is to steer new development to Flood Zone 1 (areas with a low probability of river or sea flooding). Where there are no reasonably available sites in Flood Zone 1, planning authorities in their decision making should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2 (areas with a medium probability of river or sea flooding), applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 (areas with a high probability of river or sea flooding) be considered, taking into account the flood risk vulnerability of land uses and applying the Exception Test if required. Within each flood zone, surface water and other sources of flooding also need to be taken into account in applying the sequential approach to the location of development.
32. If the sequential test shows that it is not possible to use an alternative site then the exception test will also need to be met. The Exception Test, as set out in paragraph 102 of the Framework, is a method to demonstrate and help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available. Essentially, the 2 parts to the Test require proposed development to show that it will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.

Sequential Test

33. The Hythe Primary School is located in Flood Zone 3. Approximately half of the school site is located within Flood Zone 3a, including the existing school and around one third of the proposed new building. The remainder of the site is within Zone 3b. The proposal is also considered to be a 'More Vulnerable' use within the flood zone as it is a school.
34. Planning Practice Guidance, paragraph 33 provides guidance on how the Sequential Test should be applied to planning applications. The Guidance states that 'the area to apply the Sequential Test across will be defined by local circumstances relating to the catchment area for the type of development proposed. For some development this may be clear, for example, the catchment area for a school'. The majority of this part of Surrey is located within either Flood Zone 2 or 3 and as such there is a very limited area of land available within the area that would not be at risk from flooding. While some areas beyond the catchment area may not be affected by flood risk, PPG paragraph 33 also acknowledges that 'where there are large areas in Flood Zone 2 and 3 and development is needed in those areas to sustain the existing community, sites outside them are unlikely to provide reasonable alternatives'.
35. The applicant has submitted a detailed assessment of alternative sites for the purposes of applying the sequential test. This is based on all existing schools within a two mile 'on the ground' walking distance of The Hythe, taking account of the shape of the local road network and in particular of other barriers to direct routes such as the river Thames. Some consideration has also been given to less accessible school sites which are within a two mile distance 'as the crow flies'. Officers are satisfied that this is an appropriate search area for reasonably available alternative sites
36. The eight alternative schools that have been identified and assessed within the two mile radius are:
- Thorpe Lea Primary School
 - Manorcroft Primary School

- Thorpe CofE Primary School
- Riverbridge Primary School (two sites)
- Our Lady of the Rosary RC Primary School
- Buckland Primary School
- Ashford Park Primary School
- Riverbridge Primary School (third site). This site closed in 2014 and was retained by Surrey County Council for future educational use with the intention being to convert it into a pupil referral unit supporting Spelthorne students. The site is not therefore available for primary school provision, and for this reason it has not been assessed further.

Alternative school locations, two mile radius



37. A detailed assessment of each of the school sites, including the Hythe Primary School, has been undertaken in order to compare the sites in both a planning and non-planning context. The assessment has comprised of two stages:

Stage one – an assessment of the non-planning reasons for discounting any sites, including: whether the site falls within the actual two mile walking distance of Hythe Primary School (based on the isodistance map); whether the school has a selective admissions process; space constraints on the school sites - this has been assessed using site plans for each school and superimposing the footprint of the expansion proposed at Hythe Primary School; where schools are not ruled out on the grounds of walking distance, selective admission policy or being in a flood zone no better than Hythe (see Stage 2 below), the impact on outdoor play space was considered in more detail. This relates to four schools: Hythe, Thorpe C of E, Manorcroft and Riverbridge. This exercise assessed whether the loss of outdoor playing space as a result of the expansion (both playing field and hard play area) means that the school would no longer

be able to provide the required amount of hard and soft play area for primary age children as set out in the Education Funding Agency Building Bulletin 103, 'Area Guidelines for Mainstream Schools' (BB103).

This analysis has been undertaken using site plans for the schools, which show the total areas of hard and soft play, as well as pupil numbers and the play areas required. The basic area required for primary children based on current and future pupil numbers (if the school were to be expanded and the actual area provided by the school currently. The area of outdoor play space that would be provided with the proposed expansion (i.e. the current area minus 480 m² for the new building footprint). This was compared with the required play area to identify whether this can be accommodated on each site, or whether a deficit would result.

Stage two – this sets out a comparative assessment of the planning merits of each site, and considers: Flood Zone, Green Belt, Conservation Areas, vicinity of listed buildings, residential overlooking and whether the school lies in a densely populated area, ease of access (including vehicle access as well as pedestrian access, access by public transport, parking etc.), The scale of loss of playing field and/or hard surfaced play area, any other planning constraints which became apparent during the assessment were also considered.

38. The findings for each school are set out within the Sequential Test document and a matrix was then compiled giving each school a red, green or amber rating for each of the above criteria. If a site falls within the Green Belt it will have received a red mark, if it does not then it will have received a green mark, similarly for Conservation Areas etc.

	Recently expanded	Available space	Impact on external play areas	Selective school	SEN provision	2 mile isodistance of Hythe	Flood Zone	Green Belt	Conservation Area	Listed buildings	Overlooking	Vehicle Access	Pedestrian Access	Public Transport Access	Loss of playing field
Hythe Primary School	Green	Yellow	Green	Green	Green	Green	Red	Green	Green	Yellow	Green	Green	Green	Green	Yellow
Thorpe Lea Primary School	Green	Red	White	Green	Red	Green	Red	Green	Green	Green	Green	Yellow	Yellow	Yellow	Red
Manorcroft Primary School	Green	Red	Red	Green	Red	Green	Yellow	Red	Green	Green	Yellow	Yellow	Yellow	Green	Red
Thorpe CofE Primary School	Red	Red	Red	Yellow	Red	Red	Green	Red	Yellow	Green	Yellow	Yellow	Green	Yellow	Red
Riverbridge Primary School (Knowle Green site)	Green	Red	Red	Green	Red	Green	Yellow	Green	Green	Yellow	Green	Yellow	Green	Green	Red
Riverbridge Primary School (Park Avenue site)	Red	Red	Red	Green	Red	Green	Green	Green	Green	Green	Yellow	Yellow	Green	Green	Red
Our Lady of the Rosary Primary School	Green	Red	White	Red	Red	Green	Green	Green	Green	Green	Yellow	Yellow	Green	Green	Red
Buckland Primary School	Green	Yellow	White	Green	Red	Red	Green	Green	Green	Green	Yellow	Yellow	Yellow	Yellow	Yellow
Ashford Park Primary School	Red	Yellow	White	Green	Green	Red	Green	Red	Green	Green	Yellow	Green	Yellow	Green	Yellow

39. Of the eight alternative sites there needs to be sufficient space to accommodate the required expansion without compromising other operational elements of the school, such as the loss of playing fields. This rules out the following schools, if the guidelines for school buildings and external spaces set out in BB103 are followed:

Thorpe Lea Primary School.
Manorcroft Primary School.
Thorpe CofE Primary School.
Riverbridge Primary School (Knowle Green site).
Riverbridge Primary School (Park Avenue site).
Our Lady of the Rosary Primary School.

40. It is evident that there are other reasons why some of these schools would also not be suitable, notably the absence of SEN provision; and the fact that some have recently been expanded or do not present any benefits over Hythe in terms of flood risk. This leaves Hythe Primary School, Buckland Primary School (which also does not have SEN provision) and Ashford Park Primary School as those capable of accommodating the expansion. Buckland and Ashford Park are beyond the actual two mile walking distance based on the isodistance analysis. Ashford has also recently been expanded and is entirely within the Green Belt. Therefore conclude that there are no reasonable alternatives to Hythe Primary School to accommodate the required expansion.
41. The sequential test also requires that the availability of parts of the site of The Hythe School itself which are at lower flood risk is considered. In regard to alternative locations within the Hythe School site, the northern part of the school site is located within flood zone 3a and the remainder within flood zone 3b. There are two possible alternative options within flood zone 3a which could accommodate the proposed building, Area A located within the central courtyard and Area B located on the site of the existing Netball Court (see extract of plan below):



42. Area A was discounted due to the restricted amount of space which would reduce and divide the hard play and internal courtyard, disconnecting areas from the main school building, would result in little space between the adjacent buildings and would make access much harder. Area B was discounted due to the remoteness from the main school building, the orientation of the building to avoid Flood Zone 3b would not be in keeping with surrounding context and existing building lines/orientations, the proposed building would still need to address the associated implications of being within a flood zone therefore would need to be raised above the existing ground level. Unlike the finalised proposal, which does not overlook any adjacent properties, the siting of the building and it's raised position in this location would potentially create considerable overlooking to the nearby residents, Area B is also sited on the existing Netball court, which would need to be provided elsewhere which would result in further encroachment onto the playing field.
43. Officers consider that in order to provide the required space for the school, the application site is materially the best choice and that the alternatives are significantly worse than the current proposal and it would not be possible to locate this building in a lower flood zone.

Exception Test

44. Paragraph 102 of the NPPF states that 'if, following the application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the

development to be located in zones with a lower probability of flooding the Exception Test can be applied if appropriate'. The results of the Sequential test have demonstrated that it is not possible for the development to be located in any zones with a lower probability of flooding. Therefore the Exception Test has been applied. The requirement of the Exception Test is to show that the proposed development will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall. This is on the basis that part of the site is within Flood Zone 3a.

45. The applicant suggests the following wider sustainability objectives:

- The provision of urgently needed primary school places in the Staines area, and in particular within 0.5 miles of Hythe Primary School, as demonstrated in the need argument in paragraphs 18-25. Demand for primary school places is such that all spare places have been filled and there exists a clear need for additional primary school places within the planning area equivalent to at least one form of entry per year. The proposed development would provide a one form of entry expansion and would therefore act to serve some of the need. The reason for the development by its very nature therefore is considered to provide wider sustainability benefits to the community which are considered to outweigh flood risk.
- There are no other significant planning or environmental constraints on the proposed expansion. For example, unlike some of the other school options described in the Sequential Test, the school is not located within the Green Belt, or in or on the edge of a Conservation Area and, when compared to other possible school sites would not result in the loss of a large amount of playing field.
- In addition to the above, it also is considered that an expansion at Hythe Primary school would also have an environmental and sustainability benefit in terms of transport. As there is a large need for school places within 0.5 miles of Hythe Primary School, providing the additional school places here would mean that these pupils would easily be able to walk to school and therefore would not rely on being driven, reducing the number of car trips the school generates and the congestion and demand for parking in the area. If the expansion were to be located further from the need then more car trips would be generated as the pupils would need to rely on lifts.

46. The second element of the Exception Test requires the applicant to demonstrate that the development will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall. The Flood Risk Assessment (FRA), submitted as part of this application, demonstrates that the proposed design of the new classrooms at Hythe Primary School will be safe for their lifetime, taking specific account of its use as a primary school in accordance with the Environment Agency's 'Thames Guidance Statement for Safe Access / Egress' and 'Thames Area Climate Change Allowances: Guidance for their use in Flood Risk Assessments'. The document concludes that flood risk will not be increased elsewhere and where possible will reduce flood risk overall.

47. As amended, the detailed design of the building proposes a finished floor level of 15.825AOD (Above Ordnance Datum). The floodplain level is 15.525AOD therefore the new building would be set 0.3m above the floodplain level. The floor level for the existing school building is 14.98AOD. There is also a requirement for there to be clear voids beneath the building to enable the passage of flood water beneath in a flood event. This area would be kept free from debris to ensure a free passage of water by covering the void with grates. With this design there would be no loss of flood storage capacity or impedance to flood water flows which would increase the risk of flooding elsewhere. As a result of amendments made, the EA has withdrawn an earlier objection to the proposal on those grounds

48. In accordance with paragraphs 101 to 104 of the National Planning Policy Framework (NPPF), you must ensure that the 'development is appropriately flood resilient and resistant, including safe access and escape routes where required...' (NPPF paragraph 103). Within the application documents the applicant should clearly demonstrate that a satisfactory route of safe access and egress is achievable and it is for the Planning Authority to assess whether this is acceptable. The EA provided their guidance note on safe access and egress to assist in our assessment. The applicant submitted a Flood Risk Management Plan in order to fulfil the EA's requirement. This sets out the proposed procedures should there be a flooding incident including the warning arrangements, flood warning codes, action to be taken on receipt of flood warnings, preparation for a flood event and action checklist, evacuation and safe refuge, return and recovery and awareness and review. The document also includes routes to dry land. The Emergency Planning Team at Runnymede Borough Council was consulted on the proposed document and advises that it is acceptable.

Conclusion on Flooding

49. This is a development which because of its location partially within flood risk Zone 3b would not normally be permitted, as evidenced by the Environment Agency maintaining its 'in principle' objection. If planning permission is granted Members should be satisfied that the development otherwise meets the prescribed requirements with regard to sustainability objectives, the Sequential Test and the exception test. Officers have carefully considered the evidence and arguments put forward by the applicant. Officers accept that there is a demonstrable need within the locality for additional school places and that this constitutes a sustainability benefit. Officers are further satisfied that the sequential test is met both in terms of the provision of those additional school places at The Hythe rather than other schools, and on the proposed site within the Hythe school boundary. Finally, officers consider that the Exception Test is met with regard to the provision of wider sustainability benefits in terms of need in the absence of other significant planning and environmental constraints, and secondly that flood risk would not be increased and otherwise reduced within the site.

TRANSPORTATION CONSIDERATIONS

National Planning Policy Framework (NPPF) 2012

Chapter 4 – Promoting Sustainable Transport

Runnymede Borough Local Plan Second Alteration 2001

Policy MV4 – Access and Circulation Arrangements

Policy MV9 – Parking Standards

50. Local Plan Policy MV4 seeks to ensure that development proposals provide for access and circulation appropriate to the type of development proposed and the area in which it is located so as not to aggravate congestion, accident potential or environmental or amenity considerations. Policy MV9 requires development to comply with relevant parking standards. Paragraph 72 of the NPPF states that planning authorities should give great weight to the need to create, expand or alter schools. Paragraph 33 of the NPPF states that developments should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

51. The planning application was supported by a Transport Assessment, School Travel Plan, School Travel Plan Monitoring Report, Construction Traffic Management Plan and Haulier Survey.

52. Phase 1 of the expansion was supported by a Transport Assessment which addressed both Phase 1 and Phase 2 of this expansion. This Transport Assessment indicated that

the full expansion of Phase 1 plus Phase 2 would put considerable strain on on-street parking at school pick-up time and the Highway Authority's formal response indicated that this would need to be addressed in the Phase 2 submission. In the event, the Phase 2 application is not supported by this original Transport Assessment but by a subsequent Transport Assessment which makes different assumptions, and therefore draws different conclusions, from the original one. It is the view of the County Highway Authority (CHA) that whilst the original Transport Assessment was based on a worst case scenario, the one submitted with this application is very much more optimistic, making a number of assumptions and using the data that best suits this narrative. In view of information included within the Travel Plan, however, the CHA considers that this may be overly optimistic and may not demonstrate the full potential impact of the proposal. The CHA has therefore drawn information from both Transport Assessments and the Travel Plan in order to robustly assess this information.

53. The application under consideration will result in an additional 210 children, in addition to the 270 already at the school. The Transport Assessment, based on data from 2013/2014, indicates that 74% of children live within a kilometre/15 minute walk of the school. Information in the Travel Plan however, based on 2016 data, indicates that this has reduced to 49%. Where the majority of children previously lived within walking distance of the school, this may no longer be the case. The Transport Assessment has based the pupil travel mode share on 2013 data taken from the previous Phase 1 Transport Assessment. This was because the survey on which it was based has a response rate of 98% of pupils. The 2016 survey had only a 55% response rate and is therefore less reliable. Whilst this is acknowledged, given the shift in home postcodes and distance from the school, the 2013 data cannot be a reliable indicator of future mode of travel.
54. The 2013 survey showed a car mode share of only 34% but the 2016 survey showed that this had increased to 43.5%. Conversely, the number of children travelling on foot, scooter or bicycle had reduced from 64% to 53%. Although there is some question over reliability of the data given the sample size, these changes in mode share do appear to correlate with the change in postcode distances to school. The October 2016 travel survey included in the Travel Plan monitoring report further complicates matters by having a 33% car mode share. This does demonstrate that mode share is not static and does fluctuate and therefore it is important to consider the worst case scenario. Applying both of the mode shares to the extra 210 children post-phase 2 will result in a range of additional cars taking children to and from school of between 71 and 91. This takes no account of siblings or measures to reduce the number of children travelling to/from school by car.
55. The school is located on Thorpe Road and is very close to the Magna Carta secondary school which is on the opposite side of the road. Parking stress is exacerbated by this scenario. The Phase 1 Transport Assessment indicates that there are 263 legal spaces on the surrounding road network within 400m of the school, based on a 6m parking space which is the accepted length of a marked on-street parking bay. The current Transport Assessment has reduced the length of the parking spaces to 5.5m but this is considered acceptable as it more realistically represents parking on an unmarked highway. This would result in 279 legal spaces within the same area. In addition to this, however, the Transport Assessment has also included 145 additional parking spaces, 40 within the Hythe Medical Centre and 105 on roads not included in the Phase 1 Transport Assessment. When the Phase 1 application was considered, there was a representation made by the Manager of the medical centre about the behaviour of parents parking there.
56. The Travel Plan acknowledges that there have been problems in the past and that a 'verbal agreement' exists to use the car park. This is not a formal agreement and there is

no certainty that it will continue. Similarly, the additional roads are remote from the school. The provision of the proposed new pedestrian access to the school from Wendover Road will increase the accessibility of the site to the north and may encourage some parents to park further afield but this is by no means certain.

57. Taking only the 279 on-street parking spaces closest to the school, the most recent parking survey shows the number of available parking spaces fluctuate between 19 and 36 in the morning parking peak (08.00 and 09.00) and between 54 and 49 in the afternoon parking peak (14.45 to 15.45). Applying the higher car mode share of 43.5% could result in a worst case scenario of an additional 91 cars needing to park - clearly there is insufficient on-street capacity within 400m of the school. School related parking will occupy all that is available locally and it will therefore be necessary to rely on the spaces further afield and even more so on the 'verbal agreement' to use the Hythe Medical Centre car park. The Transport Assessment refers to it being 'crucial that a park and stride strategy is promoted to parents to ensure parking demand occurs where capacity is available', it further states that this will form part of the School Travel Plan. The travel plan submitted with the application does not refer to park and stride.
58. There will be an additional 14 members of staff associated with the expansion. On the basis of the 2016 travel survey staff modal split, 8 of these will drive. There is limited existing space for parking at the school and there is no capacity to provide any additional. There are 23 marked bays and parking for another 6 to 8 in unmarked areas within the school and these are already fully utilised. It is acknowledged that these additional staff will need to park on-street. This will further increase the parking stress in the wider area. The school currently has 30 cycle parking spaces and is proposing an additional 20, to make 50 in total. This cycle parking will also accommodate scooters.
59. The first draft of the Transport Assessment referred to both active management of parents at the school gate and in the Hythe Centre Car Park and staggering the start and finish times of the early years, Key Stage 1 and Key Stage 2 pupils. It also referred to holding discussions with the Magna Carta school to stagger start/finish times with them. Disappointingly, these measures have all been removed from the final version of the Transport Assessment with no indication of why. Also disappointing is the fact that the 22 suggested Travel Plan measures in the first draft of the Transport Assessment have been reduced to 12 in the final version.
60. Thorpe Park Road is traffic calmed and there are single yellow lines and pedestrian crossing zigzags preventing on-street parking on both sides of the road, along the Hythe Medical Centre, Hythe School and Magna Carta frontages. It is suggested in the Transport Assessment that this should be supplemented with 'school keep clear markings' along the western side of the road along the medical centre and Hythe School frontages in order to prevent parking or waiting at peak school times. This is unnecessary given the existence of the single yellow lines preventing waiting between 08.00 and 18.00. Drivers approaching the school on Thorpe Park Road from both directions are made aware that they are approaching an area of schools and traffic calming by prominent, yellow backed road signs. The County Council has clearly undertaken measures to reduce speeds, increase driver awareness and prevent parking. Neither of the schools currently has 'school keep clear' markings, it would be somewhat perverse in this environment to provide keep clear markings for one of the schools and the majority of the medical centre frontage, but not the other. The view of TDP officers is that these markings are unnecessary and it is not recommended that they be made a requirement of any planning permission.
61. Construction access is not possible from the front of the school. The temporary construction access constructed as part of Phase 1 onto and across the school playing fields from a residential cul-de-sac off Wendover Road to the rear of the school will be

reused. This is considered acceptable as it is currently well away from the access where children will enter and exit the school. The new pedestrian access from Wendover Road is proposed at this point so it is essential that this is not constructed until after the use of the construction access has ceased.

62. In view of the above, there is concern that additional parent parking will cause parking stress in the vicinity of the school and that the school will need to take measures to manage this and to encourage parents to park further afield and park and stride. It is considered necessary to investigate this given that the Travel Plan submitted with the application fails to do this and to make the proposal acceptable from a transportation perspective.
63. The Highway Authority consider that while the development has the potential to add to congestion around the school start and finish times, this does not amount to a severe residual or cumulative transport impact which is the appropriate test within the NPPF. There is scope to moderate the impact through a more robust travel plan and other measure proposed in the application.
64. The Highway Authority therefore recommended conditions relating to an updated Travel Plan to include park and stride as well as measures for the management of parent parking, requirement for construction via the rear of the site from Wendover Road and for the kerbs/verges/footways to be reinstated once construction ceases and for development to be carried out in accordance with the Construction Traffic Management Plan.
65. Concern has been raised by local residents in terms of the impacts on Wendover Road from the increase in traffic movements to the from the site and the associated problems with this as well as the use of the temporary access for construction vehicles and how this will impact upon residents particularly those within the cul-de-sac section of Wendover Road. A Construction Traffic Management Plan has been submitted which sets out the proposed pedestrian and vehicle separation, loading and off-loading of materials, public protection. Vehicle sizes and site/ local highway restrictions, safe driving, site set up plan and the delivery route for the proposed building. A condition is also recommended to ensure that this document is complied with. Officers consider that this should assist in reducing the impact on local residents in terms of construction. A condition is also recommended to ensure that any damage that may occur during construction are reinstated to their original condition.
66. The comments of residents in relation to the effects of drop-off and pick-up by car are acknowledged. The Highway Authority suggests conditions relating to the implementation of a School Travel Plan and an additional condition related to the permanent status of a pedestrian access on Wendover Road. School Travel Plans are 'live' documents which seek to address travel issues at Schools, including car use and behaviours of parents, through a range of measures and initiatives. The new pedestrian access to the School will assist in spreading demand for access to the School in the morning and afternoon, and as such will also relieve pressure on streets currently used for parking associated with drop-off and collection. It is expected that the implementation of the School Travel Plan in conjunction with the new pedestrian access will relieve issues experienced. The Transport Consultant advises that these are considered more effective than the implementation of parking controls and other parking management measures as they are aimed at addressing behaviours and redistributing demand for travel, access and parking.
67. Officers consider that whilst the increase in pupils at the site are acknowledged including increasing the traffic moments to and from the site, the suggested conditions in terms of an updated travel plan to include the provision for park and stride will assist in reducing

the impact in the locality. In addition the increase in traffic movements would be limited to certain times of the day. Officers therefore consider that the proposal would be acceptable and would accord with development plan policy in this regard.

LOSS OF PLAYING FIELD

No relevant Development Plan policy

68. Paragraph 73 of the NPPF states that access to high quality open spaces can make an important contribution to the health and well-being of communities. The adequacy of the physical environment created for school children is a material planning consideration. Planning policies do not contain standards for the provision of outdoor spaces at schools. Paragraph 74 states that playing fields should not be built on unless as assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements, the loss would be replaced by an equivalent or better provision or the development is for alternative sport and recreational provision.
69. The proposed classroom block would be located on an area of hard play and would encroach onto part of the playing field by 17m (including the path around the building) resulting in 357sqm of the playing field being lost as a result of the development. The remainder of the existing extensive playing field remains un-affected. There are no pitch markings within this part of the site.
70. Sport England was consulted on the application and raise objection to the proposal. They state that the proposed development would encroach on to the playing field area to the north west of the school. Sport England notes that encroachment onto the playing field has already occurred as a result of the development of a hard play area incorporating a netball court (app ref: RU2015/0030). Sport England objected to this proposal as it was not considered to meet any of their exceptions policies. Sport England considers that the proposed development will lead to further loss of playing field and increase the cumulative impact on the playing field from expansion of the school.
71. They advise that the proposal does not accord with Sport England policy which states that 'Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of all / part of a playing field unless one of the 5 exceptions applies:
- E1: An assessment has demonstrated that there is an excess of playing fields in the catchment and the site has no special significance for sport
 - E2: The Development is ancillary to the principal use of the playing field and does not affect the quantity/quality of pitches
 - E3: The Development only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch
 - E4: Playing field lost would be replaced with equivalent or better playing field in terms of quantity, quality and accessibility
 - E5: The proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of playing field'.
72. Sport England has considered the proposed development against the exceptions policies and considers that none apply. In particular, exception policy, E3, allows for development where it *only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch*. Sport England has assessed the application against this exception policy but considers it does not apply since the land would be capable of forming part of a playing pitch. As such Sport England objects to the application because it is not considered to accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 74 of the NPPF.

73. The entire playing field is approximately 1.5ha (15,000sqm). The proposed development combined with the previously approved netball court would measure approximately 0.14ha (1,150sqm for netball court and 357sqm for the proposed development on the playing field) which is 10% of the entire playing field. The application site is located on part of the playing field which is located adjacent to the existing hard play area and the existing school buildings. Furthermore part of the playing field lost as a result of the development is taken up by 5 silver birch trees. The remaining playing field would be unaffected and would still be able to accommodate a running track, sprint track, single football pitch and netball court.
74. Ariel photos show that in the recent past the playing field has been laid out with up to three grass football pitches, which have at different times been located in different positions. Officers consider that while there is a slight reduction of the overall grass playing field area, there is no material impact on the capacity for the field to provide playing pitches for outdoor sport and recreation. The proposed building has been located to minimise the impact on grass pitches. Officers conclude that the loss of a small part of the playing field, when taken in the context of the wider school site would be acceptable in this instance.

DESIGN AND VISUAL AMENITY
Runnymede Borough Local Plan Second Alteration 2001
 Policy BE2 – Townscape Character

75. Local Plan Policy BE2 requires proposals to respect townscape character by reference to, among other things, existing buildings, building lines and topography, street scene, building height and roof treatment, boundary treatment and recreational and amenity open space.
76. The proposed development would comprise of a single storey flat roofed block comprising of 6 classrooms, cloakrooms and w/cs. The building would be of modular construction and would be located to the north west of the main school building. An access ramp is proposed which would join the proposed building to the existing school building. The building would be clad with coloured panels with a coloured canopy covering the roof of the link. The building would measure a maximum width of 19.6m, a depth of 34m and a height of 5.2m.
77. The existing school site comprises a mixture of buildings which have been built over a number of years. The buildings are both single storey and two storey and have a combinations of pitched and flat roofs.
78. Officers consider that whilst this is a large building, the development can be accommodated on this site. The location is the most practical in terms minimising the amount of play area lost as a result on the building as well as integrating the old with the new. Officers acknowledge that this building is different to the main school building in terms of appearance; however the design coupled with the variety of buildings which already exist on the site as well as the use of suitable materials would complement this site and provide a modern addition to this school complex.
79. The proposed building would be set behind the main school building therefore would not be visible from the street. There would be views of the building from Rochester Road and Hythe Park Road however the proposal would be read in conjunction with the school complex as a whole and would not be overly dominant.
80. Officers consider that the proposed development would not detract from the design or visual amenity of the existing site or the surrounding area and would accord with development plan policy in this regard.

IMPACT ON RESIDENTIAL AMENITY

No relevant Development Plan policy

81. The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. Paragraph 109 of chapter 11 states that the planning system should contribute to and enhance the natural and local environment by *inter alia* preventing both new and existing development from contributing to or being put at an unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.

Overshadowing / overbearing / overlooking

82. The proposed building would be located over 60m from the rear boundaries of the properties within Wendover Road to the north east of the proposed development with a further 30m to the residential dwellings. This distance combined with the single storey scale of the building would ensure that there would be no adverse impact to these residential properties in terms of loss of light, loss of privacy or overbearing. To the south west of the site there would be a distance of over 90m to the rear boundaries of the properties within Hythe Park Road and a further 40m to the residential properties, as such there would be no adverse impact to these residential amenities of these properties. To the rear, north west, of the site there would be a distance of over 140m to the rear boundary of the school site therefore there would be no adverse impact. To the south east, the existing school buildings would obscure the view from residential properties therefore no impact.

Noise

83. Officers consider that the proposed development would involve three main forms of noise generation, firstly, the increase in the number of pupils at the site (intensity of use), secondly the potential increase in car movements as a result of the expansion and finally the construction noise. It is considered that the intensity in use of the site when viewed in context i.e. the site is an existing primary school and any noise would be centred on certain parts of the day namely before and after school and during lunch and break times. As such, given the intermittent noise generation it is considered that the proposal would not have a detrimental impact on the amenities of neighbouring properties by virtue of the increase in pupils.
84. With regards to noise generation from vehicles, in order to discourage the use of the private vehicle the School Travel Plan submitted with the application suggests measures and targets in order to encourage other modes of transport i.e. walking, cycling etc. Officers therefore consider, given the requirements of the School Travel Plan, that any increase in private car usage could be managed so as not to result in a significant reduction in residential amenities by virtue of noise generation by car usage. Furthermore it is proposed to create a pedestrian access from Wendover Road therefore would spread out the location the pupils entering the school site to help relieve congestion.
85. The impact from construction noise would be a short term impact which would be for a temporary period.

Conclusion on Residential Amenity

86. Officers consider that the proposed development would not adversely impact upon residential amenity in terms of loss of light, loss of privacy or overbearing given the location of the proposed building as well as the existing boundary treatment and

separation distances to residential properties. Officers acknowledge that the increase in pupils will in turn increase the noise around certain times of the day however, officers do not consider that this would result in a significant reduction in residential amenity. Given the above officers consider that the proposal would accord with development plan policy in this regard

IMPACT ON TREES

Runnymede Borough Local Plan Second Alteration 2001

Policy NE12 – Protection of Trees

Policy NE14 – Trees and Development Proposals

87. Local Plan Policy NE12 seeks to protect significant trees and make provision for new planting. Policy NE14 states that where trees form a major feature of a development site, wherever practical, new development will be expected to allow for the retention of existing suitable trees. Appropriate conditions are to be applied to ensure that retained trees are adequately protected during development.
88. It is proposed to remove 5 silver birch trees in order to facilitate the development. These trees are grade C1 trees (smaller trees or trees of lower quality which may have a limited life expectancy or contribute very little to the amenity of the locality). It is proposed to plant 10 new trees to compensate for the loss of the 5 silver birch trees. It is proposed to plant 4 trees (a mixture of silver birch and hornbeam) to the west of the site and 6 trees (a mixture of silver birch and field maple to the immediate west of the existing Netball Court. The County Arboricultural Manager was consulted on the proposal and does not raise objection subject to conditions securing the implementation of the submitted Arboricultural Method Statement, installation of tree protection fencing and new planting to be implemented. Given this, officers are satisfied that the proposed loss of the 5 silver birch trees can be mitigated by the re-planting of 10 new trees. Officers consider that subject to conditions, the proposal would accord with development plan policy in this regard.

ARCHAEOLOGY

Runnymede Borough Local Plan Second Alteration 2001

Policy BE15 - Areas of High Archaeological Potential

Policy BE16 – Preservation and Recording of Archaeological Remains

89. Policy BE15 states that where development is proposed within areas of high archaeological potential the Council will require the prospective developer to undertake an archaeological assessment, and where appropriate a site evaluation before the planning application is determined. Where finds are made they should be treated in accordance with Policy BE16 which states that adequate excavation and accurate record to be made of any archaeological remains which will be destroyed.
90. The application was supported by a Desk Based Archaeological Assessment which concluded that the proposal would not impact upon any known heritage assets but that based on the large number of previous archaeological discoveries from the area the site is considered to have a high potential for Roman and prehistoric remains. As a result, an Archaeological Trial Trench Evaluation was carried out and concluded that despite the high archaeological potential of the area, the trial trenches have demonstrated that there are no archaeological remains present within the area of the proposed development
91. The County Archaeologist was consulted on both reports and confirms that there is no requirement for any further archaeological work as a consequence of this application. Officers are therefore satisfied that the proposal would not adversely impact upon archaeology and would accord with development plan policy in this regard.

HUMAN RIGHTS IMPLICATIONS

92. 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.
93. In this case, the Officer's view is that while impacts on amenity caused by traffic movements at the start and end of the school day, noise from construction and intensification of school site are acknowledged, the scale of such impacts are not considered sufficient to engage Article 8 or Article 1 of Protocol 1. Their impacts can be mitigated by conditions. As such, this proposal is not considered to interfere with any Convention right.

CONCLUSION

94. Officers consider that that the applicant has demonstrated a need for school places in the locality and that there are no reasonably available alternative sites for the additional school places. It has been successfully demonstrated that there would be sustainability benefits in terms of providing school places in close proximity to the communities they are intended to serve. In this connection the weight to be given to the in principle objection by the EA on flooding grounds has been considered against the weight given to the requirement in para 72 of the NPPF to give great weight to the need to create, expand or alter schools. Officers also consider that it is not possible to develop an alternative site with a lower probability of flooding and so meet the identified need in a manner consistent with wider sustainability objectives. The applicant has also demonstrated satisfactorily that there would be safe access and egress and that the development would not increase flood risk elsewhere.

95. The scale, design and location of the proposed building would not adversely impact on the design or visual amenity of the existing site and would integrate well within the surrounding area. The proposal would complement the existing school buildings and integrate the old with the new. The proposal would be of a large scale but can be comfortably accommodated on this site. The proposal would have a limited impact on the street scene given its location set behind other buildings.
96. Given the reasonable separation distances between the building and the neighbouring dwellings, there would be no adverse impact on the neighbouring properties as a result of the proposed development. Planning and highways officers are satisfied that the submitted transport information is robust and that the proposed package of mitigation measures is a suitable and proportionate response to the potential traffic impacts identified. The loss of 5 trees have been mitigated by the replanting of new trees and there would be no archaeological impacts as a result of the development.
97. Officers consider that there are sound reasons to grant planning permission given the above and notwithstanding the objection from the EA and Sport England subject to the Direction of the Secretary of State with regard to the latter.

RECOMMENDATION

98. Pursuant to the provisions of the Town and Country Planning (Consultation) (England) Direction 2009, application no. **RU.17/0049** be forwarded to the Secretary of State and in the absence of any direction by him and pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the application be PERMITTED subject to the following conditions.

Conditions:

1. The development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in all respects in accordance with the following plans/drawings:
 - DWG No: A-100 Site Location Plan November 2016
 - DWG No: A-101 Site Block Plan As Existing November 2016
 - DWG No: A-105 Existing School Floor Plan November 2016
 - DWG No: A-106 Existing School Elevations November 2016
 - DWG No: A-108 Existing School Roof Plan November 2016
 - DWG No: A-111 Proposed Block Plan November 2016
 - DWG No: A-115 Proposed GA Plan Including Existing School and Link November 2016
 - DWG No: A-118 Proposed Roof Plan November 2016
 - DWG No: A-120 GA Plan dated November 2016
 - DWG No: A-125 Rev B Proposed Elevations dated 22.05.17
 - DWG No: A-126 Rev B Proposed Elevations dated 22.05.17
 - DWG No: A-127 Rev A Elevational Section dated 05.04.17
 - DWG No: A-130 Existing Pitch Layout Plan dated November 2016
 - DWG No: A-131 Proposed Pitch Layout Plan November 2016
 - DWG No: TP-02 Rev A, Tree Planting Plan dated 28.03.17
3. The submitted Flood Risk Management Plan shall be followed should a flood incident occur.

4. The development hereby permitted shall have a finished floor level of 15.525 AOD or above.
5. The void created beneath the floor of the building hereby permitted shall at no time be used for the storage of equipment and materials, nor for any other use which might obstruct the passage of floodwater beneath the building in a flood event.
6. Access to the site for construction purposes shall only be via the temporary construction access from Wendover Road only. This vehicular access shall be used solely by construction traffic and the visibility splay shall be maintained for the duration of its use. At the end of the construction period the vehicular access shall be removed and returned to its former condition and all kerbs, verges and footways reinstated.
7. Prior to occupation of the development hereby permitted, the School Travel Plan shall be updated to include provision for Park and Stride and measures for the management of parent parking which shall be submitted to and approved in writing by the County Planning Authority. These measures shall then be implemented upon first occupation of the development and thereafter maintained, monitored and developed to the satisfaction of the County Planning Authority.
8. The development hereby permitted shall be carried out in accordance with the Construction Traffic Management Plan and the Haulier Survey submitted with the application.
9. During school term time there shall be no construction vehicle movements to or from the site between the hours of 8.30 am and 9.30 am and 3.00 pm and 4.00 pm.
10. Prior to occupation of the development hereby permitted and following the cessation of use of the construction access, a pedestrian only access to Wendover Road shall be constructed and maintained solely for pedestrian use as shown on drawing A-111 dated November 2016.
11. The development hereby permitted shall be carried out in all respects in accordance with the Scheme of Tree Protection dated 06 December 2016 submitted with the application.
12. Before any equipment, machinery or materials are brought onto the site for the purposes of carrying out the development hereby permitted, the tree protective fencing shall be erected in accordance with drawing titled Tree Protection Plan (DWG No: TPP-02 dated 06.12.16). The tree protective fencing shall remain in situ for the duration of the construction of the development hereby permitted. For the duration of works on the site no materials, plant or equipment shall be placed or stored within the protected area.
13. The proposed replacement planting as shown on drawing TP-02 Rev A shall be implemented no later than the first available planting season following occupation of the development hereby permitted. Within 5 years, should the planted trees be removed, uprooted, destroyed or die or become in the opinion of the County Planning Authority, seriously damaged, replacements shall be planted of the same species and size and in the same location as that originally planted.

Reasons:

1. To comply with Section 91 (1)(a) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.
2. For the avoidance of doubt and in the interests of proper planning.

3. To assist the occupiers of the building in a flood event in accordance with Policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
4. To protect the development from flooding in accordance with Policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
5. To ensure that the development does not impact upon the capacity of the site to store floodwater or increase the risk of flooding elsewhere, pursuant to policy SV2 of the Runnymede Borough Local Plan Second Alteration 2001.
6. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
7. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
8. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
9. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
10. To ensure that the development should not prejudice highway safety not cause inconvenience to other highway users, to prevent conflict between pupils, parents and staff with construction vehicles and to protect the residential amenity of local residents in accordance with Policy MV4 and MV9 of the Runnymede Borough Local Plan Second Alteration 2001.
11. To ensure protection of the trees in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.
12. To ensure protection of the trees in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.
13. In the interests of visual amenity in accordance with Policies NE12 and NE14 of the Runnymede Borough Local Plan Second Alteration 2001.

Informatives:

1. 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.

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. In determining this application the County Planning Authority has worked positively and proactively with the applicant by: entering into pre-application discussions; scoping of the application; assessing the proposals against relevant Development Plan policies and the National Planning Policy Framework including its accompanying technical guidance and European Regulations providing feedback to the applicant where appropriate. Further, the County Planning Authority has: identified all material considerations; forwarded consultation responses to the applicant; considered representations from interested parties; liaised with consultees and the applicant to resolve identified issues; and determined the application within the timeframe agreed with the applicant. Issues of concern have been raised with the applicant including impacts of traffic/flooding and addressed through negotiation and acceptable amendments to the proposals. The applicant has also been given advance sight of the draft planning conditions. This approach has been in accordance with the requirements of paragraphs 186-187 of the National Planning Policy Framework 2012.
4. 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.

5. Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transport Development Planning Team of Surrey County Council.
6. When a temporary access is approved or an access is to be closed as a condition of planning permission an agreement with, or licence issued by, the Highway Authority Local Highways Service will require that the redundant dropped kerb be raised and any verge or footway crossing be reinstated to conform with the existing adjoining surfaces at the developers expense.

CONTACT

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BACKGROUND PAPERS

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

Government Guidance [insert details/delete if not relevant]

[National Planning Policy Framework 2012](#)

[Planning Practice Guidance](#)

The Development Plan

The Runnymede Borough Local Plan Second Alteration 2001

Other Documents

Environment Agency Thames Guidance Statement: Safe Access/Egress for LPAs

Thames Area Guide: Flood Risk Sequential and Exceptions tests

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