

TO: PLANNING & REGULATORY COMMITTEE

DATE: 21 March 2018

BY: PLANNING DEVELOPMENT MANAGER

DISTRICT(S) TANDRIDGE DISTRICT COUNCIL

ELECTORAL DIVISION(S):

Oxted

Mr McIntosh

PURPOSE: FOR DECISION

GRID REF: 539214 153469

TITLE: SURREY COUNTY COUNCIL PROPOSAL TA/2018/92

SUMMARY REPORT

St Mary's Junior School, Silkham Road, Oxted, Surrey RH8 0NP

Construction of two single storey extensions to the two existing classrooms blocks, a new single storey studio block; associated external works including a new path to improve accessibility across the site to link with adjacent Downs Way Infant School; and surface water flood mitigation measures.

St Mary's Junior School lies in the Urban Area of Oxted and within Flood Zone 1. The school is a 3 FE (form of entry) junior school with a consented capacity of 360 pupil places. This proposal is seeking to expand the school to a 4 FE school and increase the consented capacity to 480 pupil places, an increase of 120 pupil places.

The application proposes three single storey extensions to the school. Rear extensions to both of the main school teaching blocks are proposed which would provide two classrooms in each extension. A single storey studio building is proposed to the side of the school. In addition to these extensions an additional internal pathway is proposed to more directly link St Mary's Junior School with Downs Way Infant School which lies adjacent to the north, as well as the provision of a raised bund to create a flood storage area along the edge of the playing field to the east of the school building.

10 letters of objection have been received which raise concerns largely over the increase in traffic which would be generated by the proposal. Oxted Parish Council has also raised objections to the proposal on similar grounds. There have been no objections received from the other consultations which have been undertaken.

The school has put forward a strong case in respect of the educational need for this expansion and in accordance with advice in the NPPF this should be accorded great weight in the decision making. Officers have assessed all of the relevant issues in this case and conclude that the proposal complies with the Development Plan in most cases but with the exception of some moderate adverse impact on residential amenity from traffic. Having regard to government advice officers consider that the importance attached to meeting the need for school places clearly outweighs any harm in this case.

The recommendation is to PERMIT subject to conditions

APPLICATION DETAILS

Applicant

St Mary's Junior School

Date application valid

15 January 2018

Period for Determination

12 March 2018

Amending Documents

282/007/001 Site Location Plan dated 18/04/17 received 09/02/17

282/007/002 Rev A Existing Site Plan dated 08/05/17 received 09/02/17

282/007/003 Rev A Existing Floor Plan & Immediate External Areas dated 08/05/17 received 09/02/17

282/007/004 Rev D Proposed Site Plan dated 08/05/17 received 09/02/17

282/007/005 Rev D Proposed Floor Plans & Immediate External Areas dated 08/05/17 received 09/02/17

3511-300P1 DRAINAGE LAYOUT received 08/02/17

2017/184-01 SITE SURVEY dated Oct 2017 received 09/02/17

2017/184-02 SITE SURVEY dated Oct 2017 received 09/02/17

2017/184-02 SITE SURVEY dated Oct 2017 received 09/02/17

2017/184-03 SECTIONS 1-21 dated Oct 2017 received 09/02/17

2017/184-04 SECTIONS 22-36 dated Oct 2017 received 09/02/17

Greenfield Run-off Volume dated 27/11/17 received 19/02/18

ICP SUDS Mean Annual Flood dated 27/11/17 received 19/02/18

Appendix C Hydraulic modelling report received 19/02/18

Flood routing through storage facility dated 29/11/17 received 19/02/18

Planning Statement update Jan 2018 received 09/02/18

School Travel Plan received 09/02/18

Planning application form received 09/02/18

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 OF DEVELOPMENT AND EDUCATIONAL NEED	YES	28-40
<i>DESIGN AND VISUAL AMENITY</i>	YES	41-43
IMPACT ON TREES	YES	44-48
IMPACT ON PLAYING FIELDS	YES	49-52
IMPACT ON RESIDENTIAL AMENITY	YES	53-58
FLOOD RISK	YES	59-63
HIGHWAYS AND TRAFFIC	YES	64-74

ILLUSTRATIVE MATERIAL

Site Plan

Plan 1

Aerial Photographs

Aerials 1 and 2

Site Photographs

Fig 1 St Mary's School front elevation and staff parking

Fig 2 Existing rear elevation of teaching block on southern part of the site showing site of proposed extension

Fig 3 Existing rear elevation of central teaching block showing site of rear extension

Fig 4 Existing northern elevation of school building showing site of proposed studio extension

Fig 5 General location of new internal footpath to link St Mary's School with Downs Way Infants

BACKGROUND

Site Description

- 1 St Mary's Junior School occupies a site which is broadly 'L' shaped, spanning from Silkham Road in the south west to the woodland and scrubland of the Green Belt land to the east and north east. It lies to the east of Silkham Road just north of the junction with Chichele Road, in Oxted, Surrey. Residential dwellings and the Downs Way Infant School lie to the north. Beyond the eastern and south-eastern boundaries lies Green Belt designated land including Area of Great Landscape Value and Area of Outstanding Natural Beauty. To the south of the site are further residential properties that face onto Chichele Road.

- 2 Staff, pupils and visitors access the school via the main entrance at the southern corner of the site. There is separate direct access to the kitchens for staff and deliveries. There is an access path that runs from Silkham Road along the north-west edge of the site that gives access to Downs Way Infant School. There are two car parks for the school catering for staff and visitors, both accessed from Silkham Road. The upper car park is larger and also currently provides access to the upper playground and school grounds for maintenance and fire appliances.
- 3 For a length of the site boundary along Silkham Road, adjacent to the upper car park, there is an area of grass with a number of established trees, forming a buffer between the road and school site.
- 4 There is a caretaker's house located at the far south western corner of the site with access directly to the junction of Silkham Road and Chichele Road. The house has a self contained front and rear garden fenced off from the larger school site. The house is two storey with a tiled pitched roof.
- 5 The southern and eastern boundaries to the school site are mostly shared with Green Belt land and feature a screen of well established trees. Two open playground areas lie adjacent to the school buildings and a fenced ball court is situated towards the west of the site. The rest of the school site is predominantly playing fields.
- 6 The site topography features a gradual fall in level from the north to the south. The western end of the site containing the school buildings and playgrounds has a difference in level of approximately 4.5m along the frontage to Silkham Road. The site lies within Flood Zone 1 and is at risk from surface water flooding and overland flow.

Planning History

- 7 No planning history with Surrey County Council. Several applications have been determined by the District Council including the provision of a hard surface games area in 2017 (reference 2017/1229 permitted September 2017).

THE PROPOSAL

- 8 The current school is a 3 FE (form of entry) junior school with a consented capacity of 360 pupil places. The current school roll is just over this capacity at 363 pupils. The school has 58 staff members in total which equates to 37 FTE (full time equivalent).
- 9 The school is seeking to expand to a 4 FE school and increase the consented capacity to 480 pupil places, an increase of 120 pupil places. From the information provided by the school, 8-10 additional staff members will be required to facilitate the expansion.
- 10 The proposal is to extend both of the existing teaching blocks by adding two classrooms and ancillary storage to the ends of each building. The dimensions of the proposed extensions are as follows:
 - Extension to northern block – 10m deep by 17.5m wide with a maximum height of 5.5m
 - Extension to southern block – 10m deep by 17m wide with a maximum height of 3.5m

Each of these extensions is proposed as single storey and reflect the materials and roof form of the host building. Extending the classroom blocks allows the school to maintain year groupings across the school.

- 11 The remaining required accommodation, which includes a studio space, is to be provided in a new build block to the north of the existing building at the western edge of the upper playground. This building is 10m deep by 12m wide and is again single storey (maximum height 4m) but has a changing roof height and design to take account of the change in ground level.
- 12 To address the significant change in level across the site, the proposed external works immediately adjacent to the new build elements have been carefully designed so as to maintain accessible routes across the site. This includes Part M compliant ramping with banking or small retaining walls where necessary.
- 13 An additional internal pathway is proposed to more directly link St Mary's Junior School with Downs Way Infant School. A new 'faith area' will be provided along this route to provide a focused activity space that can be shared by both schools.
- 14 As well as the proposed buildings the proposal includes the provision of a raised bund to create a flood storage area along the edge of the playing field to the east of the school building.

CONSULTATIONS AND PUBLICITY

- | | | |
|----|------------------------------|--|
| 15 | Oxted Parish Council | Objects to this application due to road safety issues which have not been addressed. There has been no provision for extra parking which will be required for the increased staffing numbers. It appears that no construction statement has been provided. It was identified by the Councillors that 'Park and Stride' does not work when families have children at different schools and when the weather is bad. The Parish Councillors welcome the expansion of the school, however the issues raised need to be addressed. |
| 16 | Tandridge District Council | No objection. Some concerns over parking, access and traffic and these matters should be carefully considered |
| 17 | Godstone Village Association | No comments received |
| 18 | Arboriculturalist | No comments received |

19	SuDS & Consenting Team	No objection. Satisfied that the proposed drainage scheme meets requirements subject to conditions
20	Transportation Development Planning	No objection subject to conditions
21	Archaeological Officer	No comments received
22	Sport England	No objection

Summary of publicity undertaken and key issues raised by public

- 23 The application was publicised by the posting of two site notices and a total of 129 owner/occupiers of neighbouring properties were directly notified by letter. 10 letters have been received as a result of this publicity which raise the following issues:
1. Consideration should be given to the congestion the proposal will give to the area at pick up and drop off times. The local area already grinds to a halt at these times as the surrounding roads are narrow.
 2. Parents block residents' driveways.
 3. The proposal does not include additional parking for staff or parents and there is limited parking in surrounding roads.
 4. A further 120 pupils will cause inconvenience to residents.
 5. There are no yellow lines or bollards at the Downs Way entrance when there used to be.
 6. Increase in traffic will bring an increase in fumes and pollution.
 7. Increase in traffic will be a threat to the safety of children.
 8. The introduction of more hard surface area will increase drainage issues and the potential for flooding which may impact my property.

PLANNING CONSIDERATIONS

Introduction

- 24 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.
- 25 In this case the statutory development plan for consideration of the application consists of the Tandridge District Core Strategy 2008 and the Tandridge Local Plan Part 2: Detailed Policies. In considering this application the acceptability of the proposed development will be assessed against relevant development plan policies and material considerations.
- 26 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.
- 27 In this case, the main planning issues are the need for the development, the impact on residential amenity, design considerations, highways and traffic matters, impact on trees, impact on playing field and flooding.

PRINCIPLE OF DEVELOPMENT AND EDUCATIONAL NEED

Tandridge District Core Strategy 2008

Policy CSP1 – Location of Development

Tandridge Local Plan Part 2: Detailed Policies 2014-2029

PolicyDP1 –Sustainable Development

- 28 Paragraph 72 of the NPPF states 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. The site lies within an existing built up area; Policy CSP 1 of the Core Strategy states that new development will be directed to such areas to promote sustainable patterns of travel and make the best use of previously developed land. Policy DP1 of the Tandridge Local Plan states that applications which accord with development plan policies will be approved without delay. .

Educational Need

- 29 St. Mary's Junior School offers 90 junior places per year, having 360 places in total. Between November 2016 and February 2017, the Local Authority and Governing Body of the school ran a consultation on amalgamating the school with Downs Way School, to form a single, all-through primary school. As part of this, it was proposed to formally increase the school's junior capacity to 120 places per year on a permanent basis. This proposal was approved, and, as a consequence, the newly amalgamated school could admit 120 pupils into its Year 3 in 2018 with the intention to retain this capacity in future years, subject to planning approval.
- 30 The school is a vital part of the Council's education offer in the local area, in terms of the role it plays in supporting the County Council in delivering against its statutory duty to provide sufficient school places, relative to demand.
- 31 Tandridge is experiencing a steady increase in the demand for school places, reflecting both a rise in birth rate and increased house building and migration within the area. Births in the Borough in 2014 were 9.2% higher than births in 2002. Additional school places have been provided reflective of this demand and further growth is anticipated in the short- to medium-term, which needs to be accommodated via expansion of school provision.
- 32 Within Oxted & Limpsfield, infant provision has recently been expanded (at Downs Way School) to accommodate the increase in cohort. There is presently provision for 180 places per year in Reception, composed of the following:
- Downs Way School (offering 60 Reception places per annum);
 - Hurst Green Infant School (offering 30 Reception places per annum);
 - Limpsfield C of E Infant School (offering 60 Reception places per annum);
- and

- St. Peter's C of E Infant School (offering 30 Reception places per annum).

33 Within the area, there is provision for 150 places per year in Year 3, composed of the following:

- Holland Junior School (offering 60 Year 3 places per annum); and
- St. Mary's C of E Junior School (offering 90 Year 3 places per annum).

34 As is evident from the above, there is presently a 1FE shortfall in places in the junior sector, relative to infant provision and this proposal seeks to balance supply between the two levels, in order that all pupils can be offered a junior place within the locality.

35 Demand for primary school places has been rising in Oxted & Limpsfield, in line with the general increase across the whole of the Tandridge District. Projections of future demand for junior school places are presented in the table below:

YEAR	JUNIOR PAN	JUNIOR PROJECTION	SURPLUS
2017/18	150	141	9
2018/19	150	161	-11
2019/20	150	171	-21
2020/21	150	163	-13
2021/22	150	170	-20
2022/23	150	159	-9
2023/24	150	157	-7
2024/25	150	160	-10
2025/26	150	162	-12

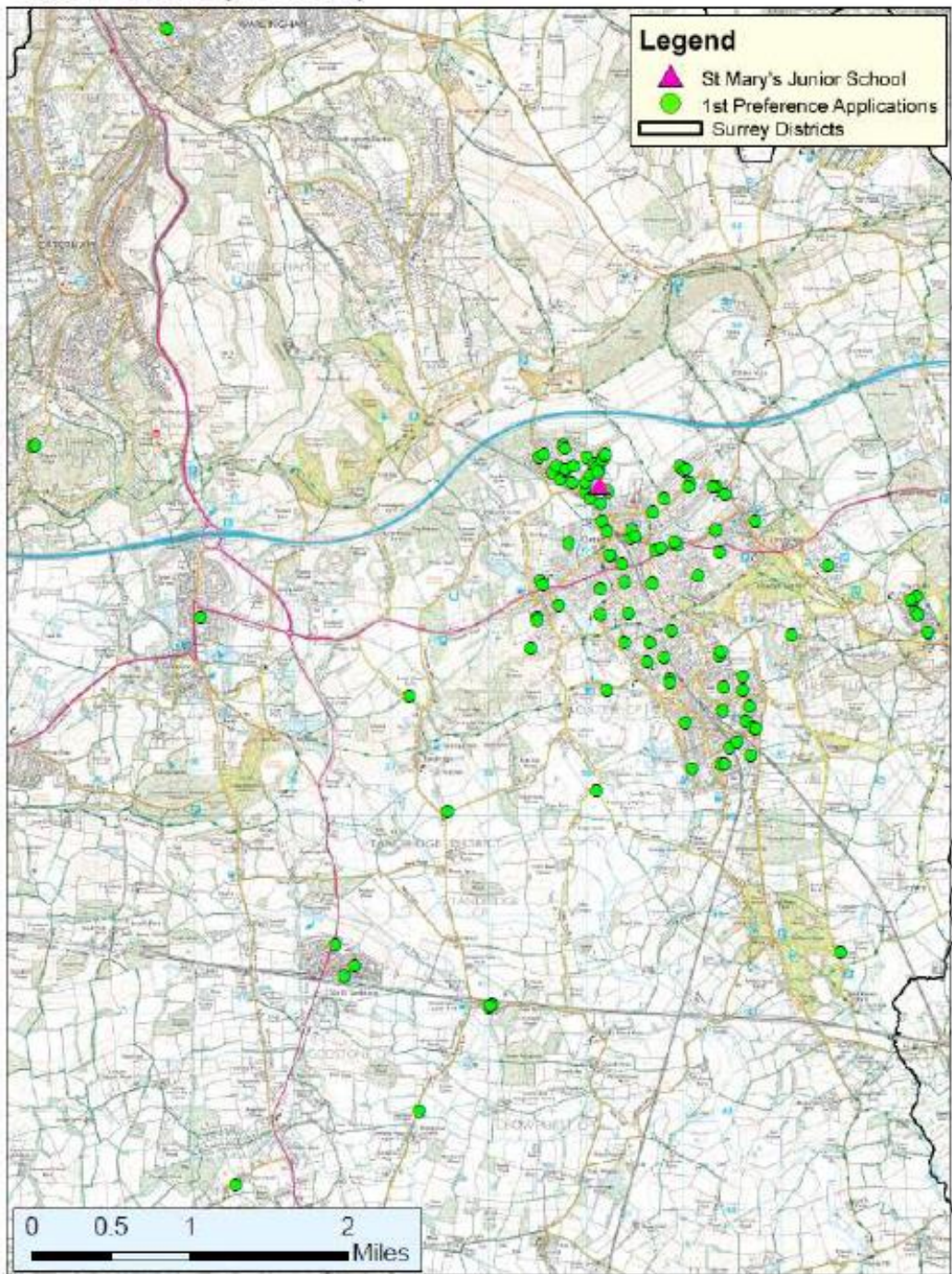
36 As can be seen from the above, there is a need for additional junior places in the area from September 2018, which aligns with the point at which the expanded cohort at Downs Way transitions to the junior sector. The proposed expansion of St Mary's School as proposed would reduce all of the above projected deficits by 30 places and add a certain amount of surplus, thereby augmenting the scope for parental preference and allowing greater flexibility to accommodate fluctuations in demand.

37 The School does not operate a defined catchment area but recruits to admission criteria that give priority, in line with faith-based and distance-based criteria. A plan of the existing pattern of first preferences for admission at the school is presented overleaf.

38 In order to align supply with demand in respect of school places, the Council aims to expand junior places in the Oxted & Limpsfield area by 1 form of entry. Where possible, the Council's strategy is to expand high quality provision that meets parental preference, whilst also ensuring that there is a diverse pattern of provision, so as to provide families with some element of choice. As an Ofsted-rated 'Outstanding' school, St. Mary's meets these aspirations, with this being a key reason underpinning the Council's decision to take this expansion scheme forward for 2018. The fact that the corresponding expansion of infant provision was provided at Downs Way (which will be amalgamated with St. Mary's in September 2018) also makes this institution the logical choice at which to expand junior provision. To enable the school to accommodate its maximum potential

capacity, the extensions to the classroom blocks are required, sufficient in extent to allow the school to accommodate an additional four classes of pupils.

1st Preference Applications for Autumn 2017 Entry at St Mary's Junior School (118 Total)



Conclusion on need

39 Surrey County Council, as the Local Education Authority, has a statutory duty to provide sufficient school places. The present and future demand indicates that one more form of entry in this area is required and this proposal would achieve this and would enable Surrey County Council to meet the known demand and also allow a small surplus

capacity for late applicants, any additional small housing developments and in-year admissions.

- 40 In conclusion on this issue, this application seeks to provide additional school places within the built up area of Oxted for which there is a defined need. Relevant national policy advice state that the need for school places should be accorded great weight. The proposal does therefore accord with that policy advice and there is therefore a strong presumption in favour of this development subject to compliance with other relevant policies in the development Plan as examined below.

DESIGN AND VISUAL AMENITY

Tandridge District Core Strategy 2008

Policy CSP18 – Character and Design

Tandridge Local Plan Part 2: Detailed Policies 2014-2029

Policy DP7 – General Policy for New Development

- 41 Policy CSP18 of the Core Strategy requires new development to be of a high standard of design that reflects and respects character, setting and local context. Local Plan Part 2 Policy DP7 requires all new development to be of a high quality design which effectively integrates with its surroundings.
- 42 All of the three proposed extensions are of a similar scale to the existing buildings on the site and have all been designed to match the existing host buildings as closely as possible in respect of design, scale and use of materials. The two classroom extensions to the rear of the existing classroom blocks maintain the same brickwork and roof profiles of the existing buildings. The new standalone studio block is proposed to have a part flat roof and part mono-pitched roof, with a zinc finish. The form of this building, and its roof has been carefully considered to address the site topography and change in levels, as well as take into account the existing school building in this location.
- 43 Officers consider that the proposal accords with the relevant policies in the Development Plan and are acceptable in this regard.

IMPACT ON TREES

Tandridge District Core Strategy 2008

Policy CSP18 – Character and Design

Tandridge Local Plan Part 2: Detailed Policies 2014-2029

Policy DP7 – General Policy for New Development

- 44 Policy CSP18 of the Tandridge District Core Strategy 2008 states that development must have regard to the retention of important trees or groups of trees affected by the development. Policy DP7 requires existing trees on development sites to be retained where possible or replaced if required to be removed.
- 45 A full Arboricultural Assessment has been submitted with this application which shows that five individual trees will need to be removed together with partial removal of a further group of trees to facilitate the development. These are located at the rear of the site close to the existing school. The trees to be removed comprise predominantly category C (low value) trees (3), two category U trees (trees generally unsuitable for retention) and the group contains category B trees (Category B trees are generally of medium

value but on this site due to their multi-stemmed status and position they are not high quality species within that category).

- 46 The removal of all of the trees is required as they are on/close to the sites of the proposed new extensions/works. Whilst the loss of these trees is regrettable, officers accept that their removal is justified to facilitate the proposed extensions. The loss of the trees has to be balanced against the other aspects of this proposal including the need for the school places. The trees to be removed are well within the school site and do not have a significant impact on the visual amenity of the area as a whole. The trees are not of high value or quality and are not visible from vantage points outside of the school and the impact of their loss can be mitigated by replacement tree planting elsewhere on the site which can be required by a condition.
- 47 There are a considerable number of other trees within this site which will be retained and protected during the construction phase. The proposed detailed measures for the protection of existing trees have been submitted with the proposal and can be controlled by way of a condition on the planning permission.
- 48 Having regard to the above, officers are of the view that the proposal accords with the relevant Development Plan policies in this regard and is acceptable in this regard subject to conditions relating to tree protection and also replacement tree planting.

IMPACT ON PLAYING FIELDS

Tandridge District Core Strategy 2008

Policy CSP 13 Community, Sport and Recreation Facilities and Services

- 49 Para 74 of the NPPF states that existing open space including playing fields should not be built on unless the land is surplus to requirements, the loss would be replaced elsewhere or the need for the development outweighs the loss. Policy CSP of the Core Strategy states that existing community, recreational, sports facilities and open space will be safeguarded in accordance with National planning advice
- 50 This proposal impacts on existing playing field land in that a raised bund is proposed to create a flood storage area. This has been shown to be provided along the edge of the playing field to the east of the school building and is required to mitigate the additional surface water flow from the proposed new buildings (see the section on Flood Risk below).
- 51 Sport England has been consulted on the planning application and has raised no objection on grounds that the proposed bund is on land which is incapable of forming part of a playing pitch and it would not result in the loss of, or inability to make use of any playing pitch now or in the future.
- 52 Officers are of the opinion that there is a demonstrated need for the proposed mitigation measure in the form of the bund to attenuate water run-off in an area where there exists problems. As the bund does not have any adverse impact on the existing playing pitches at this school, this element of the proposal accords with the relevant national and local planning policy in this regard and is acceptable.

IMPACT ON RESIDENTIAL AMENITY

Tandridge District Core Strategy 2008

Policy CSP18 – Character and Design

Tandridge Local Plan Part 2 – Detailed Policies 2014 – 2029

Policy DP7 – General Policy for New Development

- 53 NPPF paragraph 32 states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Core Strategy policy CSP18 requires that development should not significantly harm the amenities of occupiers of neighbouring properties by reason of overlooking, overshadowing, visual intrusion, noise or other impact. Local Plan policy DP7 requires that development should not significantly harm amenities and privacy of neighbouring properties by reason of overlooking, overshadowing or overbearing effect.
- 54 The three extensions in this case are a significant distance from the nearest residential dwelling (the closest relationship being a distance of some 45m between the rear elevation of 32 Chichele Road and the proposed extension to the rear of the most southerly classroom building on the school site). Given these distances and the fact that the extensions are single storey there will not be any adverse impact on residential amenity arising from the proposed extensions themselves.
- 55 Officers acknowledge that the proposed expansion to this school will give rise to an increase in traffic in the local area at drop off and pick up times and will therefore have some additional impact on nearby residents at those peak times. From survey information provided with the application a high proportion of pupils at this school travel there by private car (48% in the morning and 54% in the afternoon). This situation is already difficult for local residents as indicated in the letters of objection on this application (summarised above), giving rise to a loss of residential amenity by virtue of inconvenience of access, noise, and fumes.
- 56 The Transportation Assessment submitted by the applicants in support of this application includes the recommendation that the school produce a Travel Plan as a mitigation measure against the impact of the increase in pupil numbers. The County Highways Authority (CHA) endorses the need for this and it will be secured by way of a condition on this planning permission. The Travel Plan has the potential to assist in managing the current and future situation (for example a number of residents have referred to the inconvenience caused by inconsiderate parking in their letters of objection and measures can be put forward in a Travel Plan to seek to influence this). In addition, given that a significant number of staff and pupils live within a 1km radius of the school, a Travel Plan can introduce measures which can seek to positively influence the modal split so that there is less reliance on the private car – such as encouraging cycling or walking to school.
- 57 This situation in respect of highways issues is one which occurs at most school sites. Officers are of the opinion that whilst there is a degree of increased loss of amenity to local residents (by virtue of vehicle numbers on the highways and additional short term parking) the increase in this case will be a moderate one having regard to that which already occurs at this school and the fact that it is confined to short periods during weekdays only. The proposal would not give rise to any *severe* impact as referred to in the NPPF paragraph 32 (see paragraph 53 above). In addition the introduction of a Travel Plan secured as part of this permission (this school does not currently have any Travel Plan) is a positive measure which has the potential to positively influence this in the future.

- 58 Officers therefore consider that the moderate adverse impact on residential amenity which would arise from this proposal by virtue of the increase in traffic needs to be balanced against the other issues relevant in this case including the strong need for the required school places. Officers are therefore satisfied that the proposal accords with the provisions of the Development Plan in this regard and is acceptable.

FLOOD RISK AND DRAINAGE

Tandridge Local Plan Part 2 – Detailed Policies 2014 – 2029

Policy DP21 Sustainable Water Management

- 59 Policy DP21 states that development proposals should seek opportunities to reduce both the cause and impact of flooding by incorporating sustainable drainage systems and restricting surface water runoff. The policy follows similar advice set out in the NPPF in respect of flooding and states that development in Zones 2 and 3, and on sites greater than 1 hectare in Zone 1 of the Environment Agency’s floodplain map will only be permitted where:
1. The sequential test has been applied and passed and the proposal is a development form compatible with the level of risk
 2. A Flood Risk Assessment has been completed which demonstrates that the development is at least risk neutral and
 3. Appropriate mitigation measures are provided.
- 60 In this case the site lies within Zone 1 and the site is only at risk of surface water flooding and overland flow but it is greater than 1 hectare. The application has therefore been supported by a Flood Risk Assessment. This concludes that the increase in building footprint of 675 m sq on existing hardstanding areas will not lead to an increase in surface water runoff rate or volume on the site. In accordance with the sequential test criteria the proposed development represents ‘more vulnerable’ development but is appropriate within Flood Zone 1.
- 61 The proposed bund has been identified within the Flood Risk Assessment as a way of protecting the existing school buildings and the proposed new extensions from surface water flooding. The bund will create increased catchment and attenuation of surface water than exists at present and therefore flooding will be substantially reduced at the school and in the area of the new buildings. The Flood Risk Assessment also confirms that the measures proposed will not increase flooding on any areas outside of the school site and in fact as it retains and deals with the surface water in a more controlled way within the site is likely to improve the flood risk for the surrounding areas.
- 62 In respect of surface water drainage the applicants have submitted a drainage strategy which uses cellular storage to provide water quality control thereby reducing the risk of flooding downstream. The Lead Local Flood Authority (SUDS and Consenting Team) has advised that it is satisfied with the proposed drainage scheme subject to conditions to secure detailed drawings and ensure that the approved scheme is acceptable and suitably implemented.
- 63 Officers consider that subject to appropriate conditions, the proposals accord with the development in this regard and are acceptable.

HIGHWAYS AND TRAFFIC

Tandridge District Core Strategy 2008

Policy CSP18 – Character and Design

Tandridge Local Plan Part 2 – Detailed Policies 2014 – 2029

Policy DP5 – Highway Safety and Design

- 64 Core Strategy policy CSP18 requires that development should not significantly harm amenities by reason of traffic. Local Plan Policy DP5 permits development which does not unnecessarily impede the free flow of traffic or create hazards to traffic on the network or other road users.
- 65 The existing trip generation associated with St Mary's School indicates that roughly 51% of all pupils travel to school by car (48.3% in the AM, 54.2% in the PM), generating approximately 208 (AM) and 196 (PM) trips during the peak periods. The applicant has indicated that this may be reduced further due to breakfast/afternoon club activities - however, the County Highways Authority has made an assessment on the more robust figure in order to account for a worst-case scenario, and days where breakfast/afternoon club may not occur.
- 66 The propensity for car travel to this school (either via car or car share mode) by pupils is high given that a large proportion of the pupils reside within recommended walking distance of the school. The CHA concludes, and notes from the Transport Assessment, that a Travel Plan has not been implemented within the school despite it being open for a number of years. Therefore, the potential to improve modal shift to active modes and decrease trip generation by vehicles has not yet been adequately pursued for existing pupils and staff. A Travel Plan (TP) is described in the Surrey County Council Development Related Travel Plans Good Practice Guide as: *"...a strategy for managing access to a development site, helping to meet the travel needs of the site users, in particular reducing the impacts of car travel, encouraging greater use of public transport, cycling and walking, and where possible reducing the need to travel."* The TP audience are those people who are using the site and the main focus of a TP are those who can be influenced most. In respect of school travel plans, this means those who use the school and those who work at the school. There is support in national and local policy for the development and implementation of School Travel Plans as a more appropriate means of mitigating the effects of car trips (including demand for on street parking) to the school.
- 67 The proposed increase in both pupils and staff at St Mary's Junior School is expected to generate an additional 54 (AM) and 46 (PM) trips for pupils, and seven additional trips for staff by car (resulting in 118 and 110 additional two way movements respectively). Given that these trips are likely to occur at staggered time, with only a proportion arriving during the peak hours (given breakfast/after school club), the CHA does not consider that this would have a significant impact upon the existing road network. However The CHA acknowledges that this increase may cause a perceived impact for local residents (this issue is examined in paragraphs 55 to 58 above).
- 68 In respect of parking, restrictions within the neighbouring streets consist of double yellow lines, single yellow lines, school keep clear markings and/or unrestricted parking and parking bays. There are parking restrictions on Silkham Road (Mon- Fri) between 08:15-09:15 and 14:30-16:00 and also along Chichele Road (Mon to Fri/Sat - depending on location), between 08:30-18:30. The CHA has consulted with the parking team to determine if there are future schemes to implement further/modified parking restrictions; at present there are no plans to amend these schemes. The CHA notes that many

residents in the area have commented upon parking associated with the school has a tendency to block access/egress to drives for local residents and that parents park in an ad-hoc manner. While parking restrictions are enforceable, it is up to the school to try to ensure that parents abide by parking restrictions and behave accordingly, and they can remind them of best practice. This could be accomplished by requesting that the Parking Enforcement Team attend the school for a period of time to reinforce good parking behaviour amongst parents. This is one of the measures which could also be taken forward in the School Travel Plan.

- 69 At present peak parking occurs between 08:45-09:00 AM and between 15:15-15:30PM, and as existing, there is spare parking capacity available for both peak hours (Table 4.3 and 4.4, Transport Assessment, Page 19). Parking is available on site for staff, which accommodates 33 parking spaces between two car parks - however the CHA has suggested that the smaller car park may not have the ability to fully accommodate the indicated amount at present given its size and configuration. Given this, the CHA notes that with the proposed expansion, the school could consider expanding the larger parking area in order to ensure that all parking for staff can be undertaken on site between the two schools and encourage car share/modal shift options in line with the Travel Plan. Officers have considered this suggestion regarding the provision of more staff parking on the St Mary's school site and note that any additional provision of car parking could not take place without the loss of playground. It is not therefore considered appropriate to pursue additional on-site parking as part of this planning application. Officers would comment that with the amalgamation of St Mary's School with The Downs School, planned for later this year, there may be future opportunities to improve the staff parking over the two schools and this is another measure which could be considered as part of the School Travel Plan.
- 70 The school has advised that alternative modes of transport for pupils is encouraged, and the school presently provides 20 parking spaces for scooter pods but the CHA has noted that no formal cycling spaces are indicated, despite demand existing for approximately seven cyclists. However, given that approximately 40% of pupils (38.9% in the AM and 42.7% in the PM) travel by sustainable travel modes (walking, scooter or cycling), there is opportunity available to increase this ratio and decrease travel by car given that 68% of pupils (approximately), live within 2km of the school. The implementation of the Travel Plan and encouragement of active travel modes for existing pupils and staff, in addition to the investigation of possible 'Park and Stride' opportunities, may help to alleviate some of the parking pressures in the area. As such the CHA has requested a minimum number of scooter and cycle parking facilities be provided on site and these can be secure by a condition on the permission.
- 71 A parking survey undertaken by the applicant has indicated that it is likely a shortfall of 21 parking spaces (PM peak only; table 8.2 Transport Assessment, page 33) would be achieved with the proposed expansion during a fifteen minute period. While this is a concern, a balanced approach would suggest that the implementation of the Travel Plan may have an impact on this figure and that there is potential to acknowledge that parking patterns and numbers change slightly on a daily basis dependent upon attendance. The CHA would only raise a concern regarding a shortfall in parking if it were likely to lead to road safety issues, and this is not the case.

- 72 The CHA has noted that a number of local residents have expressed concern about road safety issues associated with the proposed development and expansion of the school. The PIA (Personal Injury Accident) record for the school indicates 8 accidents within the vicinity (400m radius) of the school; of which six occurred during school peak periods. None of the accidents have been attributed to road layout or design but have been attributed to driver behaviour. There are footways either side of Silkham Road and an informal crossing point with road markings at the junction of Silkham Road/Chichele Road. The CHA does not consider that the increase in pupils at the site would necessarily result in an increase in road safety accidents.
- 73 Finally though a *draft* Travel Plan has been submitted with the application the CHA has advised that this will require expanding (to include the measures referred to above), formalising and amending - this can also be secured by an appropriate condition.
- 74 Having regard to the above and in conclusion on this issue officers consider that the proposal does not give rise to any impact in respect of highway safety and accords with Development Plan policy in this regard. Officers acknowledge that traffic conditions do have an impact on residential amenity (considered under that section in the report above) but the impact in respect of this must be weighed against the other factors in this application in particular the need for the development.

HUMAN RIGHTS IMPLICATIONS

- 75 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.
- 76 In this case, the Officer's view is that while 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.

CONCLUSION

- 77 The site lies within the Urban Area where development is acceptable in principle and there is a strong educational need for the expansion and therefore a presumption in favour of approval.
- 78 Officers consider that the development would be in keeping with the design and visual amenity of the existing site and surrounding area. The design of the proposed extensions would integrate with the main school buildings. The location and scale of the buildings would ensure that the development would not adversely impact upon residential amenity. The loss of a number of trees is acceptable in this case in view of the nature of those trees and the existence of larger trees along the site boundary subject to replacement trees being planted. Flooding and drainage issues have been adequately dealt with. Officers consider that the proposal is acceptable on highway grounds. Whilst it is acknowledged that there will be an increase in traffic to and from the school, this increase will not have any significant impact on residential amenity such that the proposal is unacceptable in this regard and also having regard to the need for the

proposed development. Furthermore the impact can be reduced through the provision and adoption of a Travel Plan which can be secured by a condition on this planning permission.

RECOMMENDATION

79 That pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, that application **TA/2018/92** 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:

282/007/001 Site Location Plan dated 18/04/17
 282/007/002 Rev A Existing Site Plan dated 08/05/17
 282/007/003 Rev A Existing Floor Plan & Immediate External Areas dated 08/05/17
 282/007/004 Rev D Proposed Site Plan dated 08/05/17
 282/007/005 Rev D Proposed Floor Plans & Immediate External Areas dated 08/05/17
 282-007-PL6 Proposed Floor Plan & Immediate External Areas dated 18/04/17
 282-007-PL7 Proposed Roof Plan dated July 2017
 282-007-PL8 Existing Floor Plan and Immediate External Areas dated 05/07/17
 282-007-PL9 Proposed Floor Plan & Immediate External Areas dated 18/04/17
 282-007-PL10 Existing Elevations Teaching Block 1 dated July 2017
 282-007-PL11 Existing Elevations Teaching Block 2 dated July 2017
 282-007-PL12 Existing Elevations Admin Block dated July 2017
 282-007-PL13 Proposed Elevations Teaching Block 1 dated July 2017
 282-007-PL14 Proposed Elevations Teaching Block 2 dated July 2017
 282-007-PL15 Proposed Elevations New Build Studio dated July 2017
 282-007-PL16 Existing Sections dated July 2017
 282-007-PL17 Proposed Sections dated July 2017
 3511-300P1 DRAINAGE LAYOUT
 2017/184-01 SITE SURVEY dated Oct 2017
 2017/184-02 SITE SURVEY dated Oct 2017
 2017/184-02 SITE SURVEY dated Oct 2017
 2017/184-03 SECTIONS 1-21 dated Oct 2017
 2017/184-04 SECTIONS 22-36 dated Oct 2017

- 3. The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the County Planning Authority. Those details shall include:
 - a) A design that satisfies the SuDS Hierarchy and that is compliant with the national Non-Statutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS.
 - b) The results of infiltration testing completed in accordance with BRE:365.

- c) Evidence that the proposed solution will effectively manage the 1 in 30 & 1 in 100 (+CC% allowance for climate change storm events, during all stages of the development (Pre, Post and during), associated discharge rates and storages volumes shall be provided using a Greenfield discharge rate of 1l/s should results of infiltration testing show soakaways are unsuitable (as per the SuDS pro-forma or otherwise as agreed by the LPA).
- d) Detailed drawings to include: a finalised drainage layout detailing the location of SuDS elements, pipe diameters, levels, details of how SuDS elements will be protected from root damage and long and cross sections of each SuDS element including details of any flow restrictions and how they will be protected from blockage.
- e) Details of Management and Maintenance regimes and responsibilities.
- f) A plan showing exceedance flows and how property on and off site will be protected.
- g) Details of the final surface water flood mitigation strategy including details of the proposed bund, slot drain and aco drain.
4. Prior to the first occupation of the development hereby permitted, a verification report carried out by a qualified drainage engineer must be submitted to and approved in writing by the County Planning Authority to demonstrate that the Drainage System has been constructed as per the agreed scheme.
5. (a) 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 Appendix 4 and drawing no. TPP01 – Tree Protection Plan dated 07/08/17 contained in the Arboricultural Impacts Assessment Statement and Arboricultural Method Statement 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.
- (b) The development shall be carried out in all respects in full accordance with all other measures to protect trees during construction as set out in the Arboricultural Impacts Assessment Statement and Arboricultural Method Statement.
6. Prior to the occupation of the development hereby permitted a scheme to provide replacement tree planting within the site shall be submitted to and approved in writing by the County Planning Authority. Such a scheme shall include the size, location and species of the proposed trees and measures for the replacement trees of any tree which is removed, uprooted or destroyed or dies or becomes in the opinion of the County Planning Authority seriously damaged or defective. All proposed and replacement trees shall be maintained for a period of five years after planting.
7. Prior to the occupation of the development hereby permitted, an updated School Travel Plan shall be submitted to and approved in writing by the County Planning Authority. The submitted Travel Plan shall include details of measures to promote sustainable modes of

transport and provisions for the maintenance, monitoring and review of the impact of the Plan and its further development. The development shall thereafter be carried in all respects in accordance with the approved details.

8. Subject to Condition 9 below, the development shall be implemented in accordance with the 'Outline Construction and Environmental Management Plan' dated 18/12/2017 submitted with the application unless otherwise agreed by the County Planning Authority in an application on that behalf.
9. In carrying out the development hereby approved, no HGV movements to or from the site shall take place between the hours of 8.00 and 9.00 am and 3.00 and 4.00 pm nor shall there be any HGVs associated with the development at the site laid up, waiting, in roads of Silkham Road, Downs Way, Woodland Court, Field Court, Greenacres or Chichele Road during these times.
10. The development hereby permitted shall not be occupied until the flood alleviation measures contained within the Flood Risk Assessment and Drainage Strategy dated 13 December 2017 submitted with the application have been provided.
11. Prior to the first occupation of the development hereby permitted a verification report carried out by a suitably qualified engineer shall be submitted to and approved in writing by the County Planning Authority to demonstrate the safety and reliability of the proposed flood attenuation bund. This shall include measures for regular inspections to identify seepage, heaving or piping.
12. The development hereby permitted shall not be occupied unless and until facilities have been provided in accordance with a scheme to be submitted to and approved in writing by the County Planning Authority for the secure parking of scooters/bicycles within the development site, with a minimum provision of 25 scooter parking spaces and 15 cycle parking spaces. The approved facilities shall thereafter be retained and maintained.

Reasons:

1. To comply with Section 91 (1)(a) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.
2. For the avoidance of doubt and in the interests of proper planning.
3. To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site in accordance with Policy DP21 of the Tandridge Local Plan Part 2 - detailed Policies 2014 - 2029.
4. To ensure the Drainage System is constructed to the National Non-Statutory Technical Standards for SuDS in accordance with PolicyDP21 of the Tandridge Local Plan Part 2 - detailed Policies 2014 - 2029.
5. To ensure the retention of trees on the site in accordance with Policy CSP18 of the Tandridge District Core Strategy 2008 and Policy DP7 of the Tandridge Local Plan Part 2: Detailed Policies 2014-2029

6. To replace trees which have been removed to facilitate the development to preserve and enhance the visual appearance of the area in accordance with Policy CSP18 of the Tandridge District Core Strategy 2008 and Policy DP7 of the Tandridge Local Plan Part 2: Detailed Policies 2014-2029
7. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and/or are required in recognition of Section 4 `Promoting Sustainable Transport` in the National Planning Policy Framework 2012. These conditions are required to meet the objectives of the NPPF (2012), and to satisfy policy CSP12 of the Core Strategy DPDS (2008) and policy DP5 of the TLP Part 2: Detailed Policies (2014).
8. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and/or are required in recognition of Section 4 `Promoting Sustainable Transport` in the National Planning Policy Framework 2012. These conditions are required to meet the objectives of the NPPF (2012), and to satisfy policy CSP12 of the Core Strategy DPDS (2008) and policy DP5 of the TLP Part 2: Detailed Policies (2014).
9. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and/or are required in recognition of Section 4 `Promoting Sustainable Transport` in the National Planning Policy Framework 2012. These conditions are required to meet the objectives of the NPPF (2012), and to satisfy policy CSP12 of the Core Strategy DPDS (2008) and policy DP5 of the TLP Part 2: Detailed Policies (2014).
10. To reduce the impact of flooding at the site in accordance with Policy DP21 of the Tandridge Local Plan Part 2 - detailed Policies 2014 - 2029.
11. To reduce the impact of flooding at the site in accordance with Policy DP21 of the Tandridge Local Plan Part 2 - detailed Policies 2014 - 2029.
12. In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and/or are required in recognition of Section 4 `Promoting Sustainable Transport` in the National Planning Policy Framework 2012. These conditions are required to meet the objectives of the NPPF (2012), and to satisfy policy CSP12 of the Core Strategy DPDS (2008) and policy DP5 of the TLP Part 2: Detailed Policies (2014).

Informatives:

1. 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 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. 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.

2. This approval relates only to the provisions of the Town and Country Planning Act 1990 and must not be taken to imply or be construed as an approval under the Building Regulations 2000 or for the purposes of any other statutory provision whatsoever.
3. The attention of the applicant is drawn to the requirements of Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970 and to Building Bulletin 102 'Designing for disabled children and children with Special Educational Needs' published in 2008 on behalf of the Secretary of State for Children, Schools and Families, or any prescribed document replacing that note.
4. If proposed site works affect an Ordinary Watercourse, Surrey County Council as the Lead Local Flood Authority should be contacted to obtain prior written Consent. More details are available on our website.

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

[National Planning Policy Framework 2012](#)

The Development Plan

Tandridge District Core Strategy 2008

Tandridge Local Plan Part 2: Detailed Policies

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