

## 5<sup>th</sup> JUNE 2018 PLANNING COMMITTEE

5h 18/0294 Reg'd: 19.03.18 Expires: 07.06.18 Ward: MH  
Nei. 18.04.18 BVPI Minor (other) Number 11/11 On Yes  
Con. Target of Weeks Target?  
Exp: on Cttee'  
Day:

LOCATION: Greenfield School, Brooklyn Road, Woking, Surrey, GU22 7TP

PROPOSAL: Erection of a new modular building for D1 educational use

TYPE: Full

APPLICANT: Mrs Tania Botting

OFFICER: Barry Curran

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### **REASON FOR REFERRAL TO COMMITTEE**

The proposal results in the erection of a new detached building which falls outside the parameters within the scheme of delegation.

### **SUMMARY OF PROPOSED DEVELOPMENT**

This is an application for the erection of a single storey detached modular building for D1 educational use ancillary to Greenfield School.

### **PLANNING STATUS**

- Urban Area
- Locally Listed Building
- TPO Area
- SPA Zone B

### **RECOMMENDATION**

GRANT planning permission subject to conditions.

### **SITE DESCRIPTION**

The application site relates to Greenfield School, a Locally Listed Building sited on a corner plot on the junction with Guildford Road and Brooklyn Road. The school building is a Victorian two storey building with a separate detached timber built ancillary building located along the northern boundary with a MUGA to the South and West of the main building. Land slopes from West-to-East in the rear with 2 metre high timber board fencing separating residential properties to the West and south-west and similar boundary treatments and 3-4 metre high trees along the northern boundary which are covered by an area Tree Preservation Order.

### **PLANNING HISTORY**

Extensive. Of relevance;

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PLAN/2013/1245 – Erection of a first floor link to rear of building and insertion of three roof-lights with internal alterations – Permitted 06.02.2014

PLAN/2008/0571 – Single storey extensions to existing teaching block/dining room building on northern part of site – Permitted 10.07.2008

PLAN/2003/1494 – Erection of a two storey extension to the lower school building Permitted – 05.02.2004

PLAN/1999/1382 – Erection of new outdoor teaching building/winter shelter Permitted 17.02.2000

### **PROPOSED DEVELOPMENT**

The application seeks permission for the erection of a stand alone single storey modular building measuring 9.9 metres in length, 6.1 metres in depth and standing at 3.2 metres in height adopting a flat roof.

Set to provide additional educational floorspace in connection with the D1 use on site, the building will be positioned along the northern rear boundary in close proximity to the existing outbuilding. The aim of the outbuilding is to provide further classroom space for up to 16 additional pupils to the school.

### **CONSULTATIONS**

Arboricultural Officer: No objection raised to the proposal (30.04.18)

Surrey Highways: Recommend a number of conditions (10.05.18)

Conservation Officer: No comments raised

### **REPRESENTATIONS**

There have been 2 third party letters of objection received in relation to the proposed development. The issues raised in these letters draw concern over:

- Loss of light
- Disruption to traffic along Brooklyn Road
- Highway safety implications

### **RELEVANT PLANNING POLICIES**

#### National Planning Policy Framework 2012

Section 1 - Building a strong, competitive economy

Section 7 - Requiring good design

Section 12 - Conserving and enhancing the historic environment

#### Core Strategy Publication Document 2012

CS1 - A Spatial Strategy for Woking

CS16 - Infrastructure delivery

CS19 - Social and community infrastructure

CS20 - Heritage and conservation

CS21 - Design

CS24 - Woking's landscape and townscape

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CS25 - Presumption in favour of sustainable development

Development Management Policies DPD 2016

DM2 – Trees and Landscaping

DM20 – Heritage Assets and their Settings

DM21 - Education Facilities

Supplementary Planning Documents

Supplementary Planning Document 'Design' 2015

Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight' 2008

Supplementary Planning Document 'Parking Standards' 2018

### **PLANNING ISSUES**

1. The main issues to consider in determining this application are; the principle of development, design considerations and the impact of the proposal on the character of the area and setting of the Locally Listed Building, impact on residential amenities, highway safety impact, impact on trees and local finance considerations.

#### Principle of Development

2. The site is within the Urban Area and contains a Locally Listed Building in D1 educational use. Paragraph 72 of the National Planning Policy Framework 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. Local planning authorities should take a proactive, positive and collaborative approach to meeting educational requirements and to ensure development that will widen choice in education. They should:*
  - *Give great weight to the need to create, expand or alter schools; and*
  - *Work with school promoters to identify and resolve key planning issues before applications are submitted”.*
3. Policies CS16 and CS19 of the Woking Core Strategy echo this and state that the Council will work in partnership with infrastructure providers to ensure that infrastructure needed is provided in a timely manner and to provide accessible and sustainable social and community infrastructure growth. The proposed outbuilding would provide additional classroom space to accommodate up to 16 net additional students into reception year group. Policy DM21 of the Development Management Policies DPD 2016 provides additional detail on how proposals for educational provision will be determined, these include:
  - (i) it meets an identified need;
  - (ii) it makes an appropriate provision for on-site car parking and stopping, access to public transport, cycling and walking, and the effect on traffic movement and highway safety is in accordance with Policy CS18 of the Core Strategy;
  - (iii) where appropriate, a School Travel Plan is provided with the proposal to manage the travel needs of pupils and staff;
  - (iv) the use of the site would be compatible with the surrounding land uses;
  - (v) it does not give rise to significant adverse impacts on the environment, residential character and amenity;

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- (vi) where appropriate, adequate provision is made and/or existing provision is retained for indoor and outdoor recreation, outdoor sports and amenity space, to meet the needs of the school;
  - (vii) it meets other Development Plan policy criteria, paying particular attention to Policy CS19 of the Core Strategy.
4. The proposal is for a detached modular building to provide additional space for D1 educational use which is considered to enhance the current capacity for students which is identified in an ISI Inspection letter from 2016. The need for school places has been identified by the school and expansion of the school would be supported and in accordance with the NPPF. The modular building would be located within a site which is in D1 Educational Use and primarily on existing hard-standing in close proximity to the principal building. Policy DM21 of the Development management Policies DPD 2016 also requires *“where appropriate, adequate provision is made and/or existing provision is retained for indoor and outdoor recreation, outdoor sports and amenity space, to meet the needs of the school”*. Notwithstanding the size of the building and its small encroachment onto soft landscaping, the school campus would retain an adequate provision of space for outdoor recreational and amenity uses to meet the needs of the school.
5. Overall, subject to other material planning considerations outlined in this report, the principle of development is considered to be acceptable and in accordance with provisions outlined in the National Planning Policy Framework, Policies CS16 and CS19 of the Woking Core Strategy 2012 and Policy DM21 of the Development Management Policies DPD 2016.

### Design Considerations and the Impact of the Proposal on the Character and Appearance of the Surrounding Area

6. Policy CS21 requires new development to pay due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land; to achieve a satisfactory relationship to adjoining properties. One of the core principles of the National Planning Policy Framework is to seek to secure high quality design. Para 131 echoes the provisions of the Core Strategy Policy CS21 in that Local Planning Authorities should take account of the *“the desirability of new development making a positive contribution to local character”*.
7. In this instance, the proposed modular building would be ancillary to the main building, a Locally Listed Victorian building. Policy CS20 of the Core Strategy states that *“New development should also make a positive contribution to the character, distinctiveness and significance of the historic environment...”* At a national level, one of the core principles of the National Planning Policy Framework is to conserve heritage assets in a manner appropriate to their significance.
8. The proposed detached building is single storey in height (measuring approximately 3.2 metres at maximum height) and of a flat roofed form. As noted previously, at single storey in height the proposal building would appear as subordinate and ancillary to the main school campus building with external materials to match those of the existing ancillary building along the northern boundary. The external materials will emulate those of the existing outbuilding with pure white external cladding offering a sympathetic appearance.

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Conditions 3 and 4 are recommended to secure external materials in accordance with the submitted details. Given the form and appearance of the existing school campus buildings it is considered that the proposed detached building would integrate into the school campus in an acceptable manner.

9. The proposed building would be positioned within an existing rear 'courtyard', to the West of an existing ancillary outbuilding and along the northern boundary. The proposed building would therefore be almost entirely indiscernible from the surrounding public realm given its secluded positioning at the rear of the Locally Listed Building and existing boundary treatments providing a natural screen to it. Whilst some glimpsed views of the proposed building may be achievable from the public realm such views would be intermittent and skewed.
10. The scale and character of the proposal is considered to be visually acceptable and to appear as an appropriate structure within the grounds of the school. Its emulating design with regards to the existing ancillary outbuilding and its subordinate form results in a building which would not detract from the established character of the Locally Listed Victorian Building or its setting and is therefore in accordance with provisions outlined in the National Planning Policy Framework, Policies CS20 and CS21 of the Woking Core Strategy 2012 and the Supplementary Planning Document 'Design' 2015.

### Impact on Residential Amenity

11. The application site is bound to the West by residential properties within Midhope Close and to the North by residential properties within Belgrave Manor and terraced dwellings along Brooklyn Road. Policy DM21 of the Development Management Policies DPD 2016 states that the extension of educational facilities will be permitted provided the expansion does not give rise to significant adverse impacts on residential character and amenity. Considering the proposed ancillary use of the proposed modular building and its siting along the northern boundary, approximately 13 metres off the boundary shared with properties within Midhope Close, the amenities of these properties are not considered to be detrimentally affected as a result of the building.
12. To the north of the application site, an end-of-terraced dwelling along Brooklyn Road and terraced dwellings within Belgrave Manor bound the site. No.47 Brooklyn Road abuts the shared northern boundary and includes a modest rear amenity space which projects back in line with the existing single storey pitched roof building along the northern boundary. Terraced dwellings within Belgrave Manor contain a rear access path which runs along the northern boundary of the application site with a band of recently pruned trees at approximately 4 metres in height. The proposed modular building will be sited opposite this rear access path with a gap of approximately 3 metres between the proposed building and rear boundary of these properties.
13. Considering its location in relation to No.47 Brooklyn Road and the terraced dwellings within Belgrave Manor as well as its height of 3.2 metres and existing boundary treatments, the modular building is not considered to result in significant detrimental harm, in terms of loss of outlook, loss of light or overbearing impact, on the neighbouring properties to the North by which a recommendation for refusal could be substantiated.

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14. Furthermore, while the school will increase in pupil numbers (up to a maximum of 16 students), the school hours will not be altered and any associated impact of these additional pupils are not considered to result in a level of noise or activity which would be apparent as a result of this increase by which it would be detrimental to the amenities of neighbours. As such, the proposed modular building is considered to comply with provisions outlined in the National Planning Policy Framework, Policy CS21 of the Woking Core Strategy 2012, Policy DM21 of the Development Management Policies DPD 2016 and Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight' 2008.

### Impact on Highway Safety

15. The Supplementary Planning Document 'Parking Standards' 2018 does not include specific parking standards for schools and an individual assessment of parking provision for these uses is therefore required. In relation to schools, the 'Parking Standards' SPD advises that only operational car parking should be provided for, noting that parent parking and pupil parking should not be provided for as this is a disincentive to travelling by sustainable modes. The existing car parking area at the school as such would remain unchanged. It is noted that the additional students would result in an uplift of a maximum of 1 full time teacher and 1 part time teacher.
16. The proposed modular building would lead to an enhancement of the existing school facilities through the provision of an additional classroom space to accommodate up to 16 net additional students into the Reception year group. Policy DM21 of the Development Management Policies DPD 2016 states that a school travel plan should be provided with the proposal to manage the travel needs of pupils and staff in connection with educational facilities. The increase of 16 net pupils and 2 staff members in line with the expansion of the school will result in additional car journeys and traffic on surrounding highways.
17. Policy CS19 of the Woking Core Strategy 2012 recognises the important role school provision can have in helping deliver sustainable communities and the contribution schools can make towards the well-being of the community and overall quality of life. A Travel Plan has been submitted in support of this application which outlines a number of objectives and targets including reducing the dropping off and collecting of pupils along Brooklyn Road and increasing the use of sustainable modes of transport to and from the school. These targets and objectives are outlined in Sections 6 and 7 of the Travel Plan. The County Highway Authority have been consulted on this and raise no objection subject to conditions ensuring a Construction Transport Management Plan is submitted prior to the commencement of development (Condition 6) and the Travel Plan has been amended to include details of measures to promote sustainable modes of transport amongst pupils and staff, and provisions for the maintenance, monitoring and review of the impact of the Plan and its further development (Condition 7).

### Impact on Trees

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18. A Tree Preservation Order area covers the application site and surrounding areas. The proposed modular building will be sited on hard-standing to the West of an existing outbuilding and to the South of a band of trees. From the information submitted it appears as though the building will not infringe on the RPAs of surrounding trees considering its location on existing hard-standing.
19. The Council's Arboricultural Officer has been consulted on this application and raises no objection to the scheme.

### Local Finance Consideration

20. CIL is a mechanism adopted by Woking Borough Council which came into force on 1<sup>st</sup> April 2015, as a primary means of securing developer contributions towards infrastructure provisions in the Borough. In this case, the proposed additional floorspace would be within class D1 use as per the existing educational use on site. Class D1 use is Nil rated within the Council's Community Infrastructure Levy (CIL) Charging Schedule and therefore the proposal is not CIL liable.

### Conclusion

21. To conclude, it has been demonstrated that the proposal is acceptable development within the urban area and would not result in any adverse impacts to visual amenity, including the Locally Listed Building, amenities enjoyed by surrounding neighbours, trees or highway safety or any other material planning consideration subject to the conditions as recommended. Having regard to the relevant material planning considerations as well as national and local planning policies and guidance, the proposal, is seen to comply with provisions outlined Sections 1, 7 and 12 of the National Planning Policy Framework, Policies CS1, CS16, CS19, CS20, CS21, CS24 and CS25 of the Woking Core Strategy 2012, Policies DM2, DM20 and DM21 of the Development Management Policies DPD 2016, Supplementary Planning Documents 'Outlook, Amenity, Privacy and Daylight' 2008, 'Parking Standards' 2018 and 'Design' 2015 and is accordingly recommended for approval subject to the attached conditions.

## **BACKGROUND PAPERS**

1. Site visit photographs.
2. Response from Arboricultural Officer (30.04.18)
3. Response from Highway Authority (10.05.18)
4. Site Notice (General Site Notice) (12.04.18)

## **RECOMMENDATION**

It is recommended that planning permission be Granted subject to the following Conditions:

1. The development for which permission is hereby granted must be commenced not later than the expiration of three years beginning with the date of this permission.

Reason:

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To accord with the provisions of Section 91(1) of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The materials to be used in the construction of the external surfaces of the building hereby approved shall match those shown in the submitted application and approved drawings.

Reason:

In the interests of the visual amenities of the area.

3. The development hereby permitted shall be carried out in accordance with approved plans;  
Site Plan (Received 14.03.18)  
Architectural Elevations Drawing No. 1802-369-A011 Rev A3  
Layout Plan with Dimensions Drawing No. 1802-369-A011 Rev A3

Reason:

For the avoidance of doubt and in the interests of proper planning.

4. Notwithstanding any indication otherwise shown on the approved plans listed within this notice, nor within the supporting documents submitted with the application, the building, hereby permitted, shall be externally finished Pure White (RAL 9010) unless otherwise first agreed in writing by the Local Planning Authority.

Reason:

In the interests of visual amenity and to comply with the National Planning Policy Framework and Policy CS21 of the Woking Core Strategy 2012.

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order (England) 2015 (as amended) (or any Orders amending or re-enacting that Order) and the Town and Country Planning (Use Classes) Order 1987 (or any Orders amending or re-enacting that Order), the building hereby approved shall only be used for the purposes incidental to the educational use on site (Class D1) and for no other purpose whatsoever, including any other purpose within Class D1 (Non-Residential Institutes) of the Town and Country Planning (Use Classes) Order 1987 (or any Orders amending or re-enacting that Order).

Reason:

The development is only justified on the basis of the needs of the building for the provision of educational facilities on this site and to accord with the National Planning Policy Framework, Policies CS16 and CS19 of the Woking Core Strategy and Policy DM21 of the Development Management Plan DPD 2016.

6. ++ Prior to the commencement of any development on the site, a Construction Transport Management Plan, to include details of:  
(a) parking for vehicles of site personnel, operatives and visitors;  
(b) loading and unloading of plant and materials;

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- (c) storage of plant and materials;
- (d) programme of works (including measures for traffic management); and
- (e) HGV movements to or from the site which shall not take place between the hours of 07.45 and 08.30 am and 15.30 and 16.15 pm nor shall the contractor permit any HGVs associated with the development at the site to be laid up, waiting, in Brooklyn Road during these times

shall be submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason:

The above conditions are required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

7. The modular building hereby approved shall not be first occupied unless and until the Travel Plan for Greenfield School has been amended/updated and submitted for the written approval of the Local Planning Authority. The submitted details shall include details of measures to promote sustainable modes of transport amongst pupils and staff, and provisions for the maintenance, monitoring and review of the impact of the Plan and its further development. The approved Travel Plan shall then be implemented upon first occupation of the development, and shall thereafter be maintained, monitored, reviewed and developed to the satisfaction of the Local Planning Authority.

Reason:

The above conditions are required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

The above condition is required in recognition of Section 4 "Promoting Sustainable Transport" in the National Planning Policy Framework 2012.

### **Informatives:**

1. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.
2. You are advised that Council officers may undertake inspections without prior warning to check compliance with approved plans and to establish that all planning conditions are being complied with in full. Inspections may be undertaken both during and after construction.
3. Your attention is specifically drawn to the conditions above marked ++. These condition(s) require the submission of details, information, drawings, etc. to the Local Planning Authority PRIOR TO THE COMMENCEMENT OF ANY DEVELOPMENT ON THE SITE or, require works to be carried out PRIOR TO THE COMMENCEMENT OF THE USE. Failure to observe these requirements will result in a contravention of the terms of the permission and

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the Local Planning Authority may serve Breach of Condition Notices to secure compliance.

You are advised that sufficient time needs to be given when submitting details in response to conditions, to allow the Authority to consider the details and discharge the condition. A period of between five and eight weeks should be allowed for.

4. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149)
5. The applicant is advised that, under the Control of Pollution Act 1974, site works which will be audible at the site boundaries are restricted to the following hours:-  
08.00 - 18.00 Monday to Friday  
08:00 – 13.00 Saturdays  
and not at all on Sundays and Bank/Public Holidays.