



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

TELEPHONE: 020 8464 3333

CONTACT: Lisa Thornley  
[lisa.thornley@bromley.gov.uk](mailto:lisa.thornley@bromley.gov.uk)

DIRECT LINE: 020 8461 7566

FAX: 020 8290 0608

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## PLANS SUB-COMMITTEE NO. 4

Meeting to be held on Thursday 8 January 2015

### SUPPLEMENTARY AGENDA

The following report marked "to follow" on the agenda, is attached hereto

Report No.	Ward	Page No.	Application Number and Address
4.2	Kelsey and Eden Park	1 - 20	(14/04290/FULL1) - Harris Academy Beckenham, Manor Way, Beckenham

The following additional supplementary reports are also attached

Report No.	Ward	Page No.	Application Number and Address
4.7	Bromley Common and Keston	21 - 26	(14/02872/FULL1) - 32 Mons Way, Bromley
4.8	Plaistow and Sundridge	27 - 36	(14/03102/FULL1) - Parish School, 79 London Lane, Bromley

**Copies of the documents referred to above can be obtained from**  
<http://cds.bromley.gov.uk/>

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**Application No :** 14/04290/FULL1

**Ward:**  
Kelsey And Eden Park

**Address :** Harris Academy Beckenham Manor Way  
Beckenham BR3 3SJ

**OS Grid Ref:** E: 537430 N: 168596

**Applicant :** Harris Federation

**Objections :** YES

## **Description of Development:**

Erection of 2 temporary buildings to provide primary school accommodation for 60 pupils plus staff until September 2016, together with associated hardstanding and landscaping works and 7 additional car parking spaces

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding  
Urban Open Space

## **Proposal**

Description of Development

Erection of 2 temporary buildings to provide primary school accommodation for 60 pupils plus staff until September 2016, together with associated hardstanding and landscaping works and 7 additional car parking spaces (total 82 parking spaces).

Key Designations

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding  
Urban Open Space  
Adjacent to Manor Way Conservation Area

Planning permission is sought for the erection of 2 single storey temporary buildings to provide primary school accommodation for 60 pupils plus staff until September 2016, together with associated hardstanding and landscaping works and 7 additional car parking spaces (total 82 parking spaces).

The buildings would be located in the south-east corner of the site where the boundary of the school adjoins the rear of Nos.88 and 90 Manor Way, although the buildings would be set back 28m from the eastern boundary of the site. At present this area is used partly for staff car parking and partly landscaping. The proposal comprises:

- 1 modular teaching building that would measure 9.1m deep by 18.3m wide by 3.5m high. The closest part of the building (the timber deck) would be set back 28m from the boundary fence with Nos. 88 and 90 Manor Way and over 65m from the rear elevations of Nos. 88 and 90 Manor Way.
- 1 modular administration/staff building that would measure 6.1m deep by 9.7m wide by 3.5m high.
- The two modular buildings would be linked by way of a raised external deck with steps and ramps
- Erection of 1.8m high boundary fencing around the perimeter of the temporary buildings to facilitate use of existing hardstanding area for playground space
- Re-configuration of the existing car parking area at the front of the main school building to provide 7 additional car parking spaces for the temporary school but 5 additional spaces for the existing school taking the total parking provision within the school grounds to 82 spaces.
- There will be 11 additional staff (4 teaching staff plus 7 support staff).
- The temporary accommodation school hours will be between 08:55 and 15:15 (staggered with the drop off and pick up times of the existing school)
- The siting of proposed temporary classroom requires the removal of two groups of trees comprising mainly young field maple, oak, ash and mountain ash, located close to the existing vehicular access area immediately south east of the main school building.
- Pre-development tree pruning will also be required to several trees
- Creating additional parking bays (areas 2 and 3 on the proposed plan) is likely to encroach within root protection areas (and should be undertaken in accordance with BS5837 2012)

An application for a new permanent free school has not yet been received and will be considered on its merits in due course.

This application has been submitted following a recent refusal (application reference 14/01636/FULL1) for 3 temporary buildings on site to accommodate 120 pupils for a period of two years. The revised application seeks to address the reasons for refusal by reducing the provision of temporary accommodation to 2 buildings which could accommodate 60 pupils and staff for a period of one year. In doing this the amount of development is reduced as one less modular classroom is required. This results in a greater separation distance between the new buildings and the shared boundary (28m compared to the previous 19m).

The applicant has submitted the following detailed reports to support the application: Planning and Heritage Statement, Transport Statement including a Travel Plan, Arboricultural Implications Report and Ecological Appraisal.

The statements submitted advise that:

- A full planning application will be submitted in due course for the demolition and rebuild of the Harris Academy and the provision of a new primary free school in the school grounds

- This application seeks permission for the provision of a temporary school for a period of 12 months in order to accommodate 60 pupils for the new primary school
- For the academic year 2014/2015 there is a moderate shortfall in the supply of places, rising to severe for subsequent years.
- Following a review of suitable and available sites in the borough this site is considered to be the only viable option for accommodating the additional spaces. Children which had previously been offered places at the temporary school for the academic year 2014/15 have had to relocate to other schools. This has delayed the school opening for another year.
- The loss of Urban Open Space is offset by the community benefit of the school, the temporary nature of the loss of UOS, the small scale nature of the development, the location of the buildings and playspace on mainly existing hardstanding areas, provision of tree protection measures for the 1 year lifespan of the use of the site and the return of the site to open space upon removal of the temporary buildings.
- The Transport Statement includes an assessment of existing conditions in terms of public transport, walking, cycling and parking conditions. The statement anticipates that of the 11 new members of staff 58% will drive to work generating a need for 6 additional car parking spaces. The school presently has in the region of 50 demarcated parking spaces, however there is a need for more than 50 spaces on site. Consequently a total of 82 spaces will be provided, 7 of these spaces will be for use of the temporary school while the remaining 75 will be for use by the secondary school.
- Pupils will be dropped off and picked up outside the entrance along Manor Way and the gated access into the school will be manned by staff during drop-off and pick up times.
- Parking and traffic surveys have concluded that there is sufficient capacity on the existing local network to accommodate anticipated parking demands during both morning and afternoon peak periods.
- A draft School Travel Plan for the primary school has been submitted.
- The impact of the development of the Manor Way Conservation Area has been considered, a review of the character and appearance of the Conservation Area has been undertaken and the buildings have been sensitively positioned on site so as to minimise the impact on the Conservation Area.
- The Heritage Statement concludes that the significance of the heritage asset will be preserved.
- The Ecological Appraisal included a Phase 1 habitat survey and a scoping survey for protected species and other species of conservation concern. A suitably qualified Ecologist visited the site. The appraisal concludes that the site has a low and local biodiversity value and none of the habitats are of particular nature conservation concern. Hedgerows and associated trees should be protected during development to ensure that they remain undisturbed to protect nesting birds.

## **Location**

Harris Beckenham School is located on the west side of Manor Way, the school and its grounds are designated as Urban Open Space. The existing school currently comprises an arrangement of 1-3 storey buildings with associated sports facilities, areas of hard standing and parking. The school site is accessed via a short road leading from Manor Way to the east. This existing access will be utilised by staff and pupils using the temporary buildings although vehicle drop-offs will be made in Manor Way with no pupil/parent vehicles accessing the school grounds, no physical alterations to the existing access route are proposed.

The school site is bounded on all sides by residential properties in Kelsey Road, Kelsey Way, Village Way, Manor Way and Stone Park Avenue. The area is primarily residential in character. Beyond properties in Manor Way opposite the school is Kelsey Park. There are entrances to the Park in Manor Way and Stone Park Avenue. There are no restricted parking measures in place at this point along Manor Way.

### **Comments from Local Residents and Amenity Societies**

Nearby properties were notified and representations have been received from residents both supporting and objecting to the proposal.

At the time of writing 46 letters of objection had been received. The following issues have been raised in respect of objections:

- This application is a repeat of a recently refused application and has the same issues
- There is no material change to the previous application so this should be refused again
- This application precedes a further application next year for 420 pupils, Manor Way is a residential road and a Conservation Area and was not designed for this kind of use
- The school has grown by stealth, it is already cramped and cannot accommodate additional pupils and staff
- Information being communicated to parents suggests that this school will be in place for more than 12 months
- This proposal will effectively be a 'foot in the door' for an increase in capacity at the school
- This will create further parking problems in Manor Way and Kelsey Road
- The Transport Statement submitted with the application is fundamentally flawed, the site has a very low PTAL and is not therefore accessible by sustainable transport modes
- The school Travel Plan is incorrect as there is only 1 bus stop nearby
- There is potential for Bats roosting in this area and hedgehogs on this site
- This school is already used by people that don't live locally
- The proposal will have an adverse effect on neighbours
- The site is already congested with permanent and temporary buildings
- Traffic congestion and parking already makes the area unsafe at school drop off and pick up time
- The statistics presented for 'need' have been overinflated

- Other local schools have capacity for 2 forms of entry
- This school will not be used by local children
- The existing access road is already overused
- The proposal will result in a number of trees being felled which is contrary to policy
- The proposal will harm the conservation area and is therefore contrary to policy
- The proposal amounts to overdevelopment of the site
- Residents already suffer noise and disturbance and this will be made worse
- There are conflicting statements within the applicants documentation regarding the removal of trees
- There is conflicting information within the site plans submitted. The site plan should show the school access road outlined in red not blue.
- The application should be treated as 'within a conservation area'
- Insufficient neighbour consultation has been undertaken
- All points raised by KEPA are supported

#### Kelsey Estate Residents Association (KEPA)

KEPA submitted a comprehensive letter of objection to the application. The grounds of objection are summarised below (full comments can be viewed on the application file):

- The application contravenes UDP Policies BE1, BE13, C1, C7, T3, T18 and NE7 as well as policies in the London Plan and NPPF
- The present application is a repeat of the previously refused application with only a slight modification, the applicant provides no substantive new material and no evidence to suggest that the planning committee's decision in July 2014 was incorrect.
- There are no government policy changes or legal precedents, which would require a reconsideration of the July 2014 decision.
- In the absence of such new material or evidence the present application ought to be rejected.
- Further, the applicant is appealing the July 2014 rejection of its application to the planning Inspectorate. The planning authority will necessarily be resisting such appeal and supporting the rejection of the application by the planning committee.
- It would be completely inconsistent and absurd for the present planning committee to allow the present application when it rejected effectively the same application in July 2014 and at the same time as it is resisting an appeal to the planning Inspectorate against such decision. Although not technically so, the rejection of the earlier application effectively works an estoppel against the present.
- The residents within the conservation area have a legitimate expectation that the planning authority will stand by the view expressed in July 2014 and will not change its view save in the event of significant new material or substantial governmental policy changes.
- If the planning committee were to allow the present application it would be acting inconsistently and the decision would inevitably be "Wednesbury

unreasonable" and would be set aside by the High Court on an application for judicial review.

- It would be reasonable for the planning committee to postpone consideration of the present application or to non-determine the application until the appeal had been heard and determined, the result of which would inevitably guide the decision to be made on the present application.
- The proposal would add considerable pressure in terms of parking and congestion in Manor Way which would harm the Conservation Area
- The present application is a pretext for a wider purpose.
- The unsightly buildings would harm the conservation area. Furthermore the proposal does not meet the test of preserving or enhancing the conservation area
- The proposal would cause noise and disturbance for residents
- The case has not been properly made in terms of demonstrating that there is a need for temporary primary school places in this location
- There are other schools within the borough which could meet the need for primary school places
- There is an implicit assumption that Harris will move to a new permanent school on the site and that the presence of the temporary building will pave the way for that to happen.
- The traffic reports submitted in support of the application do not present a true picture of the situation
- Photographic evidence of existing parking congestion has been provided
- The proposal will require the permanent removal of trees
- The applicant has not conducted any public consultation for this application
- No regard has been given to the Kelsey Way entrance to the site which could be utilised
- This application should be considered as a permanent proposal to increase the provision of pupils at the site
- Insufficient evidence has been submitted to demonstrate that this proposal is necessary
- The proposal could affect Bats and therefore it is a requirement to consult English Heritage before planning permission is granted

### The Beckenham Society

The Beckenham Society submitted a letter of objection to the application. The grounds of objection are summarised below (full comments can be viewed on the application file)

- If temporary permission is granted it will subsequently be argued that the principle of a primary school has been established. This will therefore be a consideration if an application is submitted for a new school for 420 pupils.
- Dual use of a site for children of such differing ages is not appropriate
- The existing access is dangerous and wholly inappropriate
- This will increase parking problems in Manor Way
- Primary school children will have to walk through the staff parking area to get to the school
- There are already severe parking issues in this area



- There is no unmet demand for primary school places within this area
- This school will not serve people that live in walking distance to the site

At the time of writing 75 letters of support had been received. The following issues have been raised in respect of support:

- There is no technical reason to refuse this application
- This application should be determined before Christmas as the deadline for school applications is early January
- There is an enormous pressure on school places in Beckenham and Penge (and the wider area)
- Other schools are full to capacity
- The expansion of this school will mean local children can attend school close to where they live instead of travelling across the borough
- This school would relieve traffic congestion elsewhere in the borough
- New schools should be located in locations such as this, outside of the Green Belt
- This application addresses the previous reasons for refusal
- There would be no harm to the Conservation Area
- The proposal would not have a detrimental impact on neighbours amenities
- The proposal complies with planning policies
- There are no demonstrable negative impacts that outweigh the need for additional educational provision
- This is a sustainable form of development
- This is a big site that can accommodate the additional buildings
- It is appropriate to extend existing school facilities
- This application should be approved in the interest of the greater good

A petition signed by 83 people in support of the application was also submitted.

Additional comments received will be reported verbally to the committee.

### **Comments from Consultees**

Thames Water: No objection

Highways: No objection. The capacity analysis of the Manor Way/ Stone Park Avenue priority junction has shown that the junction will continue to operate with spare capacity when the temporary school is operational.

The operation of the temporary primary school would not have an adverse impact on the operation of Manor Way or highway safety. The parking beat surveys have shown that there is capacity on the existing local network to accommodate the anticipated parking demands during the morning and afternoon peak hours associated with the temporary school site and increase in pupils at the Harris Academy.

If minded to approve please attach recommended conditions.

Environmental Health: No objection

## **Planning Considerations**

Planning Considerations

The application falls to be determined in accordance with the following Unitary Development Plan (UDP) policies:

- T2 Assessment of Transport Effects
- T3 Parking
- T6 Pedestrians
- T7 Cyclists
- T15 Traffic Management
- T18 Road Safety
- BE1 Design of New Development
- BE11 Conservation Areas
- BE13 Development Adjacent to a Conservation Area
- G8 Urban Open Space
- C1 Community Facilities
- C7 Educational and Pre School Facilities
- NE7 Development and Trees

Bromley's Draft Local Plan: Policies and Designations Document has been subject to public consultation and is a material consideration (albeit it of limited weight at this stage). Of particular relevance to this application are policies:

- 6.5 Education
- 6.6 Education Facilities
- 7.1 Parking
- 7.2 Relieving congestion
- 7.3 Access to services for all
- 8.20 Urban Open Space
- 8.36 Conservation Areas
- 8.37 Development adjacent to a Conservation Area

In strategic terms the most relevant London Plan policies are:

- 3.18 Education Facilities
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking

Draft Alterations to the London Plan have been published and consultation undertaken. An Examination in Public is scheduled to commence in September 2014.

The National Planning Policy Framework 2012 (NPPF) is relevant, particularly paragraphs 72 (education) and 211 - 216 (status of adopted and emerging policies).

## Planning History

The site has been the subject of numerous previous applications, the most relevant of which is 14/01636/FULL1 for "erection of 3 temporary buildings to provide primary school accommodation for 2 forms in 2014/15 and 2 forms in 2015/16 plus staff support, together with associated hardstanding and landscaping works and 2 car parking spaces".

This application was refused by Planning Sub-Committee on 17th July 2014 for the following reason:

"The proposed development would represent a cramped, over-intensive use of the site, giving rise to a detrimental impact on the character of the area, including the Manor Way Conservation Area, and on the amenities of nearby residential properties by way of increased traffic generation and parking pressure, not outweighed by local educational need, and thereby contrary to Policy BE1, BE13, C1, C7, T3 and T18 of the Unitary Development Plan".

The application is subject to an appeal. A date for determination of the appeal is not known at this stage.

## Conclusions

The main issues to be considered are:

- The need for temporary facilities
- Impact on designated Urban Open Space and trees
- Design and impact on the Conservation Area
- Highways impact
- Impact on neighbouring amenity
- Impact on ecology

### The need for the temporary classroom accommodation in this location

UDP Policy C7, London Plan Policy 3.18 and paragraph 72 of the National Planning Policy Framework set out requirements for the provision of new schools and school places.

The NPPF, para 72 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 this requirement, and to development that will widen the choice in education. They should:

- give great weight to the need to create, expand or alter schools; and
- work with schools promoters to identify and resolve key planning issues before applications are submitted

London Plan Policy 3.18 encourages new and expanding school facilities particularly those which address the current predicted shortage of primary school places.

Draft Policy 6.5 of the emerging Local Plan defines existing school sites as 'Education Land.' Policies 6.5 and 6.6 of the Draft Local Plan support the delivery of education facilities unless there are demonstrably negative impacts which substantially outweigh the need additional education provision, which cannot be addressed through planning conditions or obligations. In the first instance opportunities should be taken to maximise the use of existing Education Land. Paragraph 216 of the NPPF enables due weight to be given to emerging policies depending on their degree of consistency with the policies in the Framework. In this instance it is considered that there is significant compliance with existing policies and so greater weight can be given to the emerging policies.

UDP Policy C7 supports applications for new or extensions to existing schools provided they are located so as to maximise access by means other than the car.

In addition to the importance placed on the need to meet the provision of school places by planning policies, it is necessary to consider the assessment of local provision of school places.

At the Education Policy and Scrutiny Committee held on September 17th 2013, numerous reports were submitted setting out details of the future provision of primary education in the borough. The need for additional primary school places in the borough in 2014-15, and in future years, has been identified in this suite of reports.

The details of the expansion of existing schools and/or the provision of new schools has also been identified. The report advises that the Secretary of State for Education has identified Harris Beckenham as providers for the provision of a new permanent primary free school, although that process did not specifically identify a site. Members should note that the process that was undertaken to reach this decision is not a planning matter.

The current application seeks planning permission for temporary accommodation for 60 pupils. This application seeks to meet immediate existing demand for school places over the next year and should be considered on its merits as such. At this time, planning permission is not being sought for a permanent primary Free School for 420 pupils. This application will be submitted in due course and will be considered on its merits.

It is considered that the need for temporary accommodation has been demonstrated. Providing additional temporary facilities on this existing school site is considered to be appropriate as the proposal will not have a significant adverse impact on open space, trees, neighbouring amenity or highways. Furthermore the proposal would preserve the character and appearance of the adjacent conservation area.

The cessation of the use and removal of the buildings and reinstatement of the site can be secured by the condition recommended below.

Third party concerns have been raised with respect to determining this application whilst there is a planning appeal outstanding. However, the current proposal is significantly different to the previous submission both in terms of pupil numbers and amount of built development. Determination of this application would not prejudice the outcome of the appeal. Furthermore it is considered that the applicant has overcome the previous reasons for refusal.

#### Impact on the designated Urban Open Space (UOS) and trees

Policy G8 of the UDP permits built development on Urban Open Space where it is related to the existing use, is small scale and supports the outdoor recreational uses or children's play facilities on site and any replacement buildings do not exceed the site coverage of existing development on the site. This approach is further emphasised in Draft Policy 8.20 which in relation to schools further states "where there is a demonstrable need for additional educational buildings sensitive siting will be sought to ensure that the impact on the open nature of the site is limited as far as possible without compromising the educational requirements".

The proposal is related to the existing use in that it expands the existing educational use of the site. The proposed buildings would be located on a grass verge and car parking area, close to the existing school buildings and away from the main area of the UOS. The single storey buildings are considered to be small scale in nature and the adverse impact on the UOS would be limited.

The additional car parking spaces will be located within an existing parking area albeit with some minor encroachment onto an area of soft landscape. However, this would not adversely affect the open character of the site.

The existing and emerging policies relating to UOS support the provision of new education facilities on UOS unless there are demonstrable negative local impacts. In this instance it is considered that the proposed development meets the requirements of the UOS policy.

Policy NE7 requires proposals for new development to take particular account of existing trees on the site and on adjoining land. The siting of the proposed temporary classroom requires the removal of two groups of trees comprising mainly young field maple, oak, ash and mountain ash, located close to the existing vehicular access area immediately south east of the main school building. The trees are not subject to a Preservation order and are not within a Conservation Area. Their removal could be very easily mitigated by way of replacement planting when the temporary buildings are removed and the land reinstated. The Councils Tree Officer considers that the removal of these trees is acceptable and raises no objection to the proposal.

Pre-development tree pruning to several trees will be necessary, the details of which have been set out in the applicants Arboricultural Assessment. The proposed pruning is considered to be acceptable.

Providing the additional parking bays (areas 2 and 3 on the proposed plan) is likely to encroach within root protection areas and would only be acceptable if undertaken in accordance with BS5837 2012. This can be controlled by way of the recommended condition.

Overall, subject to conditions to control root protection it is not considered that the proposal would have an unacceptable impact on trees.

### Ecology

It is recognised that pruning the mature trees on site could have an impact upon ecology. This application was accompanied by an ecological appraisal consisting of two components: a Phase 1 Habitat survey and a scoping survey for protected species and other species of conservation concern which could present a constraint to development. A suitably experienced ecologist visited the site to carry out the surveys on 1st November 2013.

The survey identifies that broad habitat types on the site included ornamental planting, a vegetable plot and buildings, a hedgerow and trees and hard standing. The hedgerow and associated mature trees will support a number of breeding bird species, including common species and species of conservation concern. There is potential for hedgehogs to be present at the site and bats roosting in the mature trees/hedgerows.

The ecological appraisal states that the hedgerow and trees are likely to support breeding birds. Any vegetation clearance required for construction should ideally be carried out during September to February inclusive to avoid potential impacts on breeding birds. If construction takes place during the bird breeding season (March - August), an ecologist should check the site prior to works commencing for breeding ground nesting birds. Any nests found should be left undisturbed until the chicks have fledged. The report further states that if any mature trees are to be felled, they would need to be assessed for their potential to support bat roosts based on the presence of cracks, splits and cavities in the tree. The hedgerow and trees occurring along the site boundary are suitable for bat foraging and commuting.

Measures should also been undertaken to avoid any risk to Hedgehogs, a Section 41 species (NERC Act), on the site. Habitat suitable for Hedgehog should be searched or cleared manually before machinery is allowed into such areas.

Planning Authorities are required to assess the impact of a development proposal upon ecology, biodiversity and protected species. The presence of protected species is a material planning consideration. English Nature has issued Standing Advice to local planning authorities to assist with the determination of planning applications in this respect as they have scaled back their ability to comment on individual applications. English Nature also act as the Licensing Authority in the event that following the issue of planning permission a license is required to undertake works which will affect protected species.

In this instance it is considered that appropriate surveys have been taken to enable the local planning authority to determine the application. The assessment

undertaken by the applicant sets out the measures that would be required to protect any species that may be present on site.

It is recognised that there is a possibility for pruning works to affect birds and bats but this could be adequately addressed by a further investigative survey being undertaken before any works to trees is commenced and by works being undertaken during specific times of the year. Consequently for a development of this nature and scale it is considered appropriate to determine the application on the basis of the information provided and to attach a condition to control the matter in detail.

### Design and impact on the Conservation Area

Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. The NPPF states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

The NPPF requires Local Planning Authorities to undertake a design critique of planning proposals to ensure that developments would function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development. Proposals must establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit; optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses and support local facilities and transport networks. Developments are required to respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation. New development must create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and are visually attractive as a result of good architecture and appropriate landscaping.

London Plan and UDP policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design. UDP Policy BE1 sets out a list of criteria which proposals will be expected to meet, the criteria is clearly aligned with the principles of the NPPF as set out above.

The proposed modular buildings are of simple but functional design which is appropriate for a temporary facility. The visual impact of the buildings will be minimised by the single storey nature and the fact that they would be sited in close proximity to the existing school buildings.

The school site lies adjacent to the Manor Way Conservation Area (and part of the access route falls within the boundary of the Conservation Area). No operational development is proposed within the Conservation Area (CA) boundary however the proposal must be considered against Policy BE13 of the UDP in terms of impact on the setting; and views into and out of the CA. This policy requires development

proposals to preserve or enhance the setting and not detract from views into or out of the CA. This test is further reinforced in draft policy 8.37.

In this case, the proposal is single storey, is set back some distance from the boundary with the CA and will be largely screened by the existing landscaped buffer along the eastern boundary of the site. Whilst the site may be visible from some rear gardens of Manor Way it is considered that this would not cause harm or detract from important views into and out of the CA.

As stated above the school driveway and Manor Way lie within the Manor Way CA boundary. Policy BE11 expects development to respect and complement the layout, form and materials of existing buildings, respect and incorporate existing landscape and other features that contribute to the character and appearance of the CA and ensure that the level of traffic, parking and servicing or noise generated by the proposal will not detract from the character of the area.

Concerns have been raised by residents that the intensification of the use of the access driveway and the additional vehicle movements in Manor Way for pick up and drop off would result in congestion, noise and pollution and degrade the CA.

In this respect it is accepted that there could be additional traffic generated by drop off and pick up in Manor Way. However, in terms of the impact on the CA, it would be generally considered wholly exceptional that an increase in traffic would have such an impact as to cause significant harm to the character and appearance of the CA, such matters should normally be dealt with under more general planning policies and advice from the Council's Highways Officer. In this instance it is considered that the school is a well-established part of the area and any increase in traffic should be dealt with through a transport plan and any other mitigation measures. It is considered that the volume of increased traffic for this temporary accommodation would not detract from the character and appearance of the CA.

The proposal is considered to preserve the character and appearance of the CA.

#### Impact on highways and parking

The applicant has submitted a Transport Statement (TS) which sets out details of the highway, traffic and parking implications of the scheme.

In terms of trip generation, in order to establish the likely modes of travel the 60 pupils would use to travel to the school site during the school peak hours, use has been made of school mode share surveys undertaken at a number of primary schools in LBB. The surveys suggest that of the 60 pupils that would arrive and depart during the school peak hours, the majority (51%) of pupils would be expected to walk to the school site. After this approximately 43% of pupils would be expected to travel by car to school. Only three pupils combined would be expected to either cycle/scooter or use public transport to travel. The modal split of the 11 members of staff travelling to the temporary primary school site has been calculated using data from travel surveys undertaken at the Harris Academy. It is anticipated that of the 11 members of staff, 58% of them are likely to drive to the school site. This equates to a demand for six car parking spaces.



There are currently 50 demarcated spaces within the school grounds but surveys have shown that there is a demand for more than 50 spaces. Consequently a total of 82 spaces will be provided within the site as shown on the proposed site plan and 7 of these spaces will be designated specifically for the staff working within the temporary school buildings.

In terms of servicing arrangements it is anticipated that the temporary school buildings will share the existing Harris Academy facilities for refuse collection and all their servicing needs; therefore there would be no change to the existing servicing arrangements during the temporary period. This level of parking therefore not only meets the requirements of the temporary primary school but also provides for the current shortfall in parking of the secondary school. Other members of staff such as cleaners would work opposing hours to teaching staff and therefore their demands for parking are unlikely to significantly overlap.

The TS includes an assessment of traffic impact on Manor Way and nearby junctions. The TS has been duly considered by the Council's Highways Engineer who is of the opinion that the operation of the temporary primary school would not have an adverse impact on the operation of Manor Way or highway safety. The parking beat surveys have shown that there is capacity on the existing local network to accommodate the anticipated parking demands during the morning and afternoon peak hours associated with the temporary school site and increase in pupils at the Harris Academy.

On this basis it is considered that there will not be a significant adverse impact from the provision of the temporary primary school accommodation on the free flow of traffic along Manor Way or on the current level of parking spaces available for residents and other visitors to Manor Way.

#### Impact on neighbouring amenity

Policy BE1 of the UDP seeks to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance.

The proposed buildings and playground will be located at the rear of Nos. 88 and 90 Manor Way. The buildings will be located 28m from the shared boundary, the existing houses directly to the rear of the site have a separation to the boundary of approximately 38m. Therefore the total separation between the proposed buildings and the rear of these properties in Manor Way would be in excess of 65m. There are also several trees which help screen the boundary, although this is more so in the summer than the winter. Given the single storey nature of the buildings this level of separation is sufficient to prevent any adverse impact in terms of overshadowing, loss of light, overbearing impact, overlooking or loss of privacy. Furthermore there would be no significant impact in terms of light pollution.

In terms of noise and disturbance during operation, the proposed use forms part of an existing school where pupils already have access to this part of the site. It is considered that the impact of 60 additional pupils using the site will not cause undue harm.

It is recognised that during implementation of the planning permission there could be an increase in noise and disturbance from construction related activity including vehicular traffic. Operational traffic has been discussed above and the impact has been deemed to be acceptable. Construction related noise and activity cannot be avoided when implementing a development of this nature and scale. This is a relatively short term impact that can be managed as much as practically possible through measures such as a Construction Management Plan (CMP) and control of construction hours. Given the modular construction of the proposed buildings any disturbance would be short term and it is not considered appropriate or reasonable to raise an objection to the proposal on the grounds of harm to neighbouring amenity from construction related activity.

Taking all of the above into account it is considered that whilst there will be additional activity relating to the use this will not have a significantly harmful impact on the amenities of nearby residents and the proposal is considered to be acceptable in this respect.

### Summary

Taking account of the demonstrated need for primary pupil places in the borough for September 2015, the compliance with policy in relation to the designated Urban Open Space, the provision that has been made to accommodate existing and proposed staff parking, the assessment of the impact of additional cars related to the temporary use during the pupil drop off and pick up times, the limited impact of the use on the amenities of local residents and the character and appearance of the Manor Way Conservation Area, it is considered that the proposal is acceptable subject to recommended conditions.

Background papers referred to during the production of this report comprise all correspondence on file ref 14/01636, excluding exempt information.

### **RECOMMENDATION: APPROVAL**

subject to the following conditions:

- 1      ACA01      Commencement of development within 3 yrs  
          ACA01R    A01 Reason 3 years
- 2      ACA07      Boundary enclosure - no detail submitted  
          ACA07R    Reason A07
- 3      No development shall commence until an arboricultural method statement for the protection of trees shown retained both on and immediately adjoining the site and as described by British Standard BS 5837:2012 has been submitted to and approved in writing by the Local Planning Authority. The arboricultural method statement shall also include means of any special methods of construction for excavation, foundations and new hardsurfaces.

Once approved the works shall be implemented as specified in the method statement prior to the commencement of work on site, and shall be maintained to the Local Planning Authority's reasonable satisfaction until the completion of the development

- ACB02R Reason B02
- 4 ACC07 Materials as set out in application
- ACC07R Reason C07
- 5 ACD02 Surface water drainage - no det. submitt
- AED02R Reason D02
- 6 ACH03 Satisfactory parking - full application
- ACH03R Reason H03
- 7 ACH04 Size of parking bays/garages
- ACH04R Reason H04
- 8 ACH16 Hardstanding for wash-down facilities
- ACH16R Reason H16
- 9 ACH22 Bicycle Parking
- ACH22R Reason H22
- 10 ACH28 Car park management
- ACH28R Reason H28
- 11 ACH29 Construction Management Plan
- ACH29R Reason H29
- 12 The Travel Plan hereby approved shall be implemented in full accordance with the agreed timescales and details contained therein from September 2015.

ACH30R Reason H30

- 13 ACK01 Compliance with submitted plan

**Reason:** To ensure that the development is carried out in accordance with the approved documents, plans and drawings submitted with the application and is acceptable to the local planning authority in accordance with Policy BE1 of the UDP.

- 14 The temporary buildings hereby permitted shall be removed from the site and the permitted use shall cease on or before 1st August 2016 and the site shall be reinstated in accordance with details to be submitted to and approved by the Local Planning Authority within 3 months of the removal of the buildings.

**Reason:** The type of building is not such as the local planning authority is prepared to approve, other than for a limited period, in view of its appearance in the interest of the visual amenity of the area. Furthermore in granting this permission the local planning authority has had regard to the special circumstances of the case and wishes to have the opportunity of exercising control over any subsequent use in accordance with Policy BE1 of the UDP.

- 15 (i) No works to trees by way of felling or pruning shall take place until a survey has been carried out to ascertain the extent to which there is potential for roosting bats or nesting birds within the trees and hedgerows on site. If any potential is identified, details shall be submitted to and approved in writing by the local planning authority of the timing of the works and any necessary mitigation measures.

(ii) The works shall be carried out in full accordance with the approved timing and mitigation measures.

(iii) If any potential for roosting bats or nesting birds is identified works to trees and hedgerows shall only be undertaken between the months of November to February inclusive thus avoiding the potential to harm protected species.

**Reason:** In order to comply with Policy NE3 of the Unitary Development Plan and in order to safeguard the interests and well-being of birds and bats on the site which are specifically protected by the Wildlife and Countryside Act 1981 (as amended).

#### INFORMATIVE(S)

- 1 You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)).

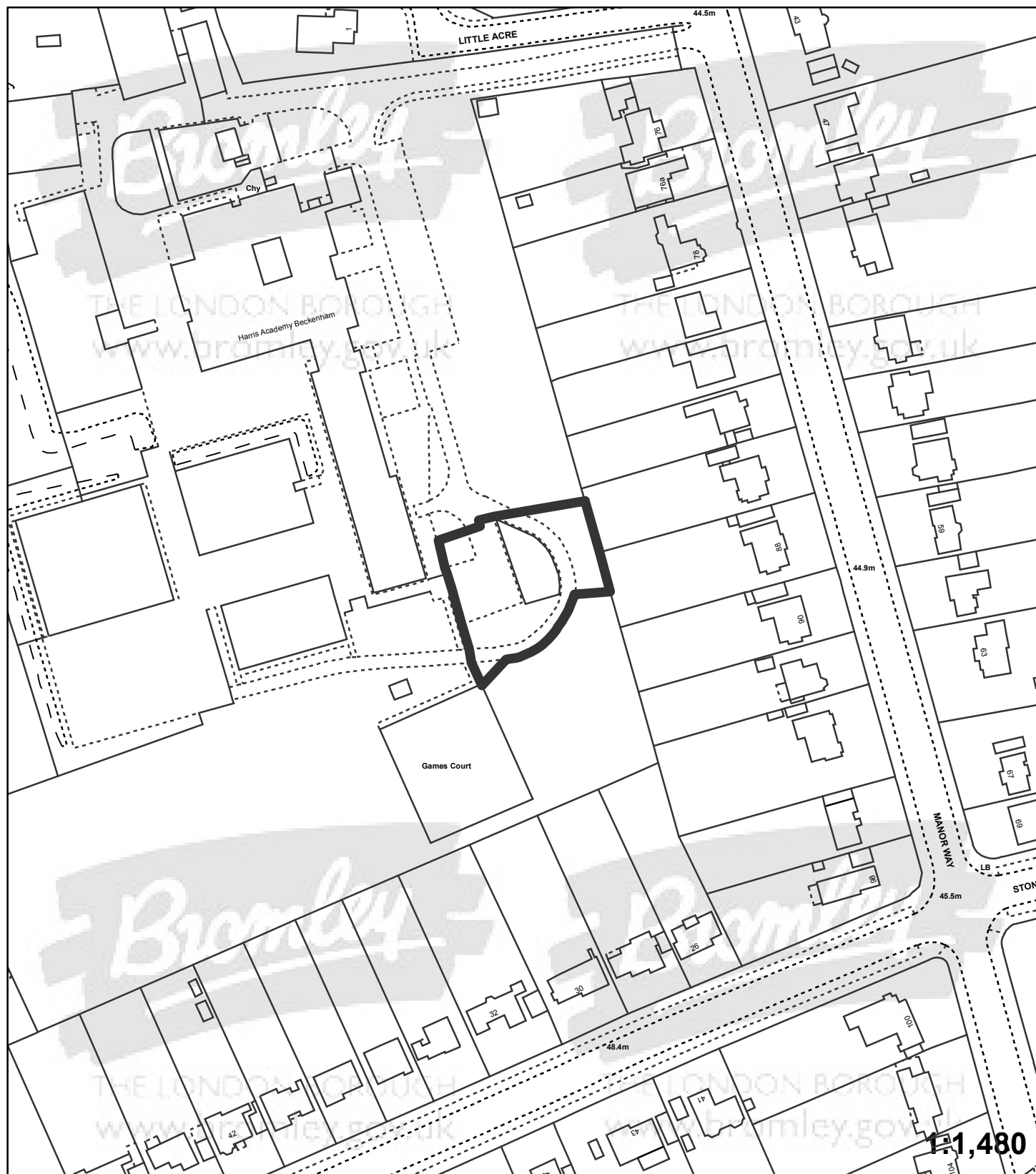
If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt.

Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website [www.bromley.gov.uk/CIL](http://www.bromley.gov.uk/CIL)

**Application:**14/04290/FULL1

**Address:** Harris Academy Beckenham Manor Way Beckenham BR3 3SJ

**Proposal:** Erection of 2 temporary buildings to provide primary school accommodation for 60 pupils plus staff until September 2016, together with associated hardstanding and landscaping works and 7 additional car parking spaces



"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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**Application No :** 14/02872/FULL1

**Ward:**  
**Bromley Common And  
Keston**

**Address :** 32 Mons Way Bromley BR2 8EX

**OS Grid Ref:** E: 542406 N: 167260

**Applicant :** Mr C Karabulut

**Objections :** YES

## **Description of Development:**

Two storey detached house

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding

## **Proposal**

The proposed dwelling will be situated to the eastern side of No 32 Mons Way within land that currently forms part of its residential curtilage. It will incorporate an angled design which will project 7.5m in depth, extend to an overall width of 12.8m (taking account of the angled frontage) and have a 9.0m-high ridge. It will maintain a 1.0m separation to the western boundary (adjoining the boundary with No 32) and overall 2.0m flank-to-flank separation with the existing dwelling at No 32. A 5.4m separation will be maintained to the SE boundary adjoining No 32 Manor Way.

Following receipt of revised plans (received 3.11.14) a total of four off-street parking spaces are proposed in respect of the existing dwelling at No 32 and the proposed house. Accordingly, the existing crossover will be utilised for the proposed dwelling and a new crossover will be provided for the existing house.

## **Location**

The site is situated adjacent to the SE corner of Mons Way and Manor Way and currently forms part of the garden area of No 32. The land has been poorly maintained and is partially overgrown. The surrounding area is predominantly residential in character.

## **Comments from Local Residents**

Nearby owners/occupiers were notified of the application and representations were received which can be summarised as follows:

- adverse and overbearing impact of character of the area

- materials will not match those of neighbouring houses
- overlooking and loss of privacy
- loss of trees that contribute to local character
- site is poorly maintained and poses a health hazard
- hedges growing on the site overhang the highway
- development will lead to overcrowding and result in excess traffic coagulation at the road junction
- proposal will lead to parking congestion and could worsen road safety conditions

### **Comments from Consultees**

No objection has been raised by Thames Water

No objection has been raised by the Council's Drainage Consultant, subject to a drainage-related condition.

Following receipt of revised plans (received 3.11.14) no technical Highways objections have been raised, subject to Highways-related conditions.

### **Planning Considerations**

The application falls to be determined in accordance with the following policies of the Unitary Development Plan:

BE1 Design of New Development  
 H7 Housing Density and Design  
 T3 Parking  
 T18 Road Safety  
 H9 Side Space

The National Planning Policy Framework and London Plan also constitute material policy considerations.

### **Planning History**

Under ref. 05/02900 a proposal for a three-bedroom end-of-terrace house adjoining No. 32 was refused permission on the following grounds:

"The proposal would be detrimental to the visual amenities of the street scene and appear unduly conspicuous on this exposed corner site, contrary to Policies H.2 and E.1 of the adopted Unitary Development Plan and Policies H6 and BE1 of the second deposit draft Unitary Development Plan (September 2002)."

"The proposal would be detrimental to the amenities that the occupiers of 12 Manor Way might expect to be able to continue to enjoy by reason of visual impact and loss of prospect, contrary to Policies H.2 and E.1 of the adopted Unitary Development Plan and Policies H6 and BE1 of the second deposit draft Unitary Development Plan (September 2002)."



The above application was subsequently dismissed at appeal, the Planning Inspector stating that the site "gives a feeling of openness and space to the junction [at Mons Way and Manor Way]" and it "contributes to the open characteristic feel of the wider area". He went on to consider that the proposed house would appear "unduly conspicuous within the streetscape... [and that] The proposal would also reduce significantly the gap between the two terraces... It would thus adversely affect the open and spacious feel of the junction and views through it". In regard to neighbouring amenity, the Inspector opined that the "the height and depth of the proposed house close to the boundary would make it unduly dominant and overbearing from the perspective of the garden of No 12".

Under ref. 07/02558 an application for a pair of three-storey semi-detached houses was refused permission on the following grounds:

"The proposals constitute a cramped overdevelopment of the site by reason of the number of units, excessive site coverage by buildings and hard surfaces, and lack of adequate amenity space, contrary to Policies H7 and BE1 of the Unitary Development Plan."

"The proposed dwellings, by reason of their size, height and close proximity to the side boundaries, would have a seriously detrimental impact on the amenities of adjoining properties by reason of loss of privacy and outlook, thereby contrary to Policies H7 and BE1 of the Unitary Development Plan."

"The proposed building, by reason of its size, bulk and close proximity to the side boundaries of this prominent corner site, would result in the loss of its open aspect, thereby detrimental to the spatial standards of the surrounding area, contrary to Policies H7 and BE1 of the Unitary Development Plan."

The above application was also subsequently dismissed at appeal, the Planning Inspector considering that the development "would appear as a cramped and incongruous addition destroying the openness of the junction area.... [It] would leave little scope for landscaping which in any case could not... screen or sufficiently reduce the harm which the new building would have on the character and appearance of the area". The Inspector also considered that the proposal would "have an overbearing presence, with the existing and the proposed gardens adversely affected and overlooked by windows on the two upper floors".

## **Conclusions**

The main issues relating to the application are the effect that it would have on the character of the area and the impact that it would have on the amenities of the occupants of surrounding residential properties.

In comparison to the two previous applications, the siting and design of the proposal has been revised so that, in relation to 05/02900, the single house will occupy a more central position within the site and, in comparison to 07/02558, one house rather than two houses are proposed.

Taking account of the siting, layout and design of the proposal, Members may consider that this scheme retains a sufficient separation to the SE boundary to maintain much of the openness currently associated within the site and allow open views to the rear. The angled footprint of the proposed house will also help to reduce overlooking, and an obscure glazing condition will further limit this impact.

On balance, it is considered that sufficient changes have been undertaken since the previous applications were refused by the Council so as to ensure that the proposal will respect local character and neighbouring amenity.

Background papers referred to during production of this report comprise all correspondence on the file refs set out in the Planning History section above, excluding exempt information.

as amended by documents received on 03.11.2014

### **RECOMMENDATION: PERMISSION**

Subject to the following conditions:

- 1      ACA01      Commencement of development within 3 yrs  
ACA01R      A01 Reason 3 years
- 2      Details of a surface water drainage system (including storage facilities where necessary) shall be submitted to and approved in writing by the Local Planning Authority before any part of the development hereby permitted is commenced and the approved system shall be completed before any part of the development hereby permitted is first occupied, and permanently retained thereafter. In order to check that the proposed storm water system meets the Council's requirements the following information shall be provided:
  - a clearly labelled drainage layout plan showing pipe networks and any attenuation soakaways
  - where infiltration forms part of the proposed storm water system such as soakaways, soakage
  - test results and test locations are to be submitted in accordance with BRE digest 365

Calculations should demonstrate how the system operates during the 1 in 30 year critical duration storm event and climate changes.

- AED02R      Reason D02
- 3      ACH03      Satisfactory parking - full application  
ACH03R      Reason H03
- 4      ACH11      Visibility splays (new buildings) (3 in)      access      3.3m x  
2.4m x 3.3m      1m  
ACH11R      Reason H11
- 5      ACH32      Highway Drainage  
ADH32R      Reason H32
- 6      ACA04      Landscaping Scheme - full app no details  
ACA04R      Reason A04
- 7      ACA07      Boundary enclosure - no detail submitted

- ACA07R Reason A07
- 8 ACC01 Satisfactory materials (ext'n'l surfaces)  
ACC01R Reason C01
- 9 Before the development hereby permitted is first occupied, the proposed window(s) serving the first floor rear bathroom and first floor flank elevations... shall be obscure glazed in accordance with details to be submitted to and approved in writing by the Local Planning Authority and shall subsequently be permanently retained as such.
- ACI12R I12 reason (1 insert) BE1
- 10 ACK01 Compliance with submitted plan  
ACC03R Reason C03

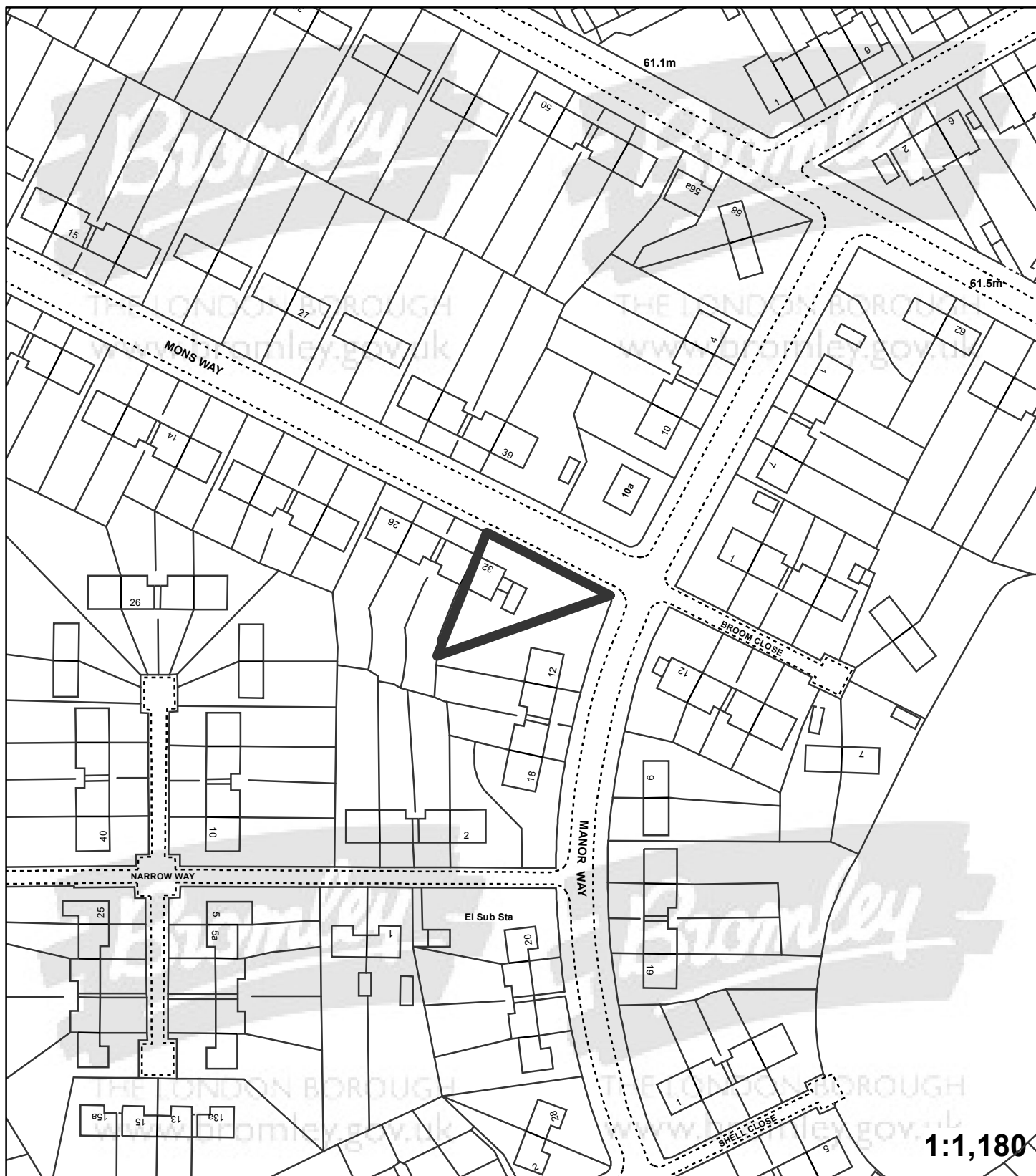
### INFORMATIVE(S)

- 1 You should contact extension 4621 (020 8313 4621 direct line) at the Environmental Services Department at the Civic Centre with regard to the laying out of the crossover(s) and/or reinstatement of the existing crossover(s) as footway. A fee is payable for the estimate for the work which is refundable when the crossover (or other work) is carried out. A form to apply for an estimate for the work can be obtained by telephoning the Highways Customer Services Desk on the above number.
- 2 Any repositioning, alteration and/or adjustment to street furniture or Statutory Undertakers' apparatus considered necessary and practical to help with the formation of the additional vehicular crossover proposed as part of this application, shall be undertaken at the applicant's expense.
- 3 Before works commence, the Applicant is advised to contact the Pollution Team of Environmental Health & Trading Standards regarding compliance with the Control of Pollution Act 1974 and/or the Environmental Protection Act 1990. The Applicant should also ensure compliance with the Control of Pollution and Noise from Demolition and Construction Sites Code of Practice 2008 which is available on the Bromley web site.
- 4 If during the works on site any suspected contamination is encountered, Environmental Health should be contacted immediately. The contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Authority for approval in writing.
- 5 You should consult the Land Charges and Street Naming/Numbering Section at the Civic Centre on 020 8313 4742 or e-mail: [address.management@bromley.gov.uk](mailto:address.management@bromley.gov.uk) regarding Street Naming and Numbering. Fees and application forms are available on the Council's website at [www.bromley.gov.uk](http://www.bromley.gov.uk)

**Application:**14/02872/FULL1

**Address:** 32 Mons Way Bromley BR2 8EX

**Proposal:** Two storey detached house



"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

**Application No :** 14/03102/FULL1      **Ward:** Plaistow And Sundridge

**Address :** Parish School  
79 London Lane Bromley BR1 4FH

**OS Grid Ref:** E: 540189 N: 170454

**Applicant :** Mr H Richardson      **Objections :** YES

## **Description of Development:**

**Demolition of 4 classroom buildings and erection of detached single storey building comprising 12 classrooms, toilet block, group room, entrance lobby and associated landscaping to provide accommodation to expand to a 3 form entry**

## **Key designations:**

**Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding  
London City Airport Safeguarding Birds  
Local Distributor Roads  
Open Space Deficiency**

## **Urban Open Space**

## **Proposal**

Planning permission is sought for the demolition of 4 classroom buildings and the erection of a detached single storey building comprising 12 classrooms, toilet block, group room, entrance lobby and associated landscaping. Four cycling shelters are also proposed and they would be located close to the northern boundary to the east of the main school building. This would increase the number of cycle parking spaces from 10 to 50.

The proposal will enable the expansion of the school from a 1 form entry (1FE) primary school to a 2 form entry (2FE) primary school to meet the demand for primary school places in the area. It is not intended to increase the catchment but to accommodate demand within the existing catchment. At present the school is officially a 2FE but in the process of expanding to a full 3FE, the proposal will accommodate the extra pupils that make up the 3FE which would operate from September 2016.

The number of pupils is proposed to increase from 526 to 630 which equates to an increase of 104 pupils. An increase of 6 members of staff is proposed.

The Design and Access Statement accompanying the application details the design ethos which led to the formulation of the current application. In summary it states that: "the design of the scheme has evolved to avoid having a negative impact on neighbouring residences by keeping the structure simple and confined to a single storey...light is brought into the building through the use of a series of rooflights. An external canopy to the north side of the building provides an integrated approach to seating and planting. The canopy also acts as a feature which ties the services block and classrooms together. The block does not directly interface with the existing listed school building.

The external finish of the classroom block will consist of mainly timber vertical claddings and large glazed apertures. The integral services block will comprise a mainly rendered finish with brick and timber cladding.

It is indicated that temporary classrooms would be provided on site to accommodate the pupils displaced from the 4 classroom blocks to be demolished during the construction of the proposed classroom block, although these do not form part of this application.

The proposed building would measure 48.25m (w) x 27.4m (d) at its maximum extents with a height of 3.85m to roof level and 4.4m to roof light level.

The building would be positioned closest to the south eastern corner of the site some distance away from the main expanse of green open space and some 18m from the statutorily listed main school building. The closest residential properties are in London Lane Nos. 81-107, the rear gardens of these properties back onto the school grounds and the main rear wall is approx. 30m away. Other properties fronting Burnt Ash Lane are at Nos. 3a – 5g but these would be some 60m plus away and separated from the new building by an existing classroom block that is to be retained.

The application form states that there are 27 existing on-site parking spaces, however these have now been consolidated down to 24 in order to achieve safer manoeuvring of parked cars within the site.

## **Location**

Parish Church of England Primary School is a primary school for children aged 4-11 set in 5 acres of parkland to the north of London Lane (main access) and to the south of Park Avenue. The site is in an area of open space deficiency with the adjoining playing fields designated as Urban Open Space within the Unitary Development Plan.

The former mansion housing much of the school dates back to 1770 and is statutorily listed. There are a number of external buildings, which are comprised of three single storey classrooms, one 2 storey classroom block, a single storey reception classroom and a single storey hall and kitchen block.

The school has no direct frontage onto the surrounding streets except for the main entrance on London Lane. It is enclosed by the residential properties in Park Avenue, Burnt Ash Lane, London Lane and Kinnaird Avenue to the north, east south and west respectively.

A secondary pedestrian only access is currently under construction from Park Avenue (between properties No. 34A to 38) and was approved in October 2013 under planning ref, 13/01690.

The 4 structures that would be demolished to make way for the proposal are of a modular nature. The wider area is residential in character.

## **Comments from Local Residents**

Nearby owners/occupiers were notified of the application and 2 letters of representation were received which are summarised as follows:

- No objection in principle to the enlargement of the school, however concerns are raised with regards to the amount of extra traffic that is likely to be generated as

a result. London Lane is already heavily parked and the parents of pupils at the school are displaced to park in Kinnaird Road.

- We understand that there is a plan to open up another entrance to the school in Park Avenue which is a much wider road, this would mitigate the increased traffic and unless this is to happen then we would object to the proposal.

### **Comments from Consultees**

Highways - London Lane is a two-way road, with footways along both sides. It is subject to a 30mph speed limit, as are the surrounding roads in the vicinity of the school. Vehicle activated 30mph signs are provided on London Lane on both the east and west approaches to the school entrance; with various waiting restrictions.

Gilbert Road and Fairfield Road to the south of London Lane are both within controlled parking zones whereby parking is restricted to permit holders only from Monday to Saturday noon to 2pm. Park Avenue to the north of the site is not subject to any parking restrictions.

On-Street Parking Survey- At the request of this office, an independent parking survey was commissioned to establish the existing demand for kerbside car parking ('parking stress') in the vicinity of the site, during the drop-off and pick-up periods of the school. Surveys were undertaken on Wednesday 21 May 2014 between the hours of 08:00 – 10:00 and again between 14:30 – 16:30. The times of the surveys were selected to cover the school drop-off and pick-up periods. The surveys covered an approximate distance of 200m from the site.

The surveyors calculated a total availability of 130 no. legal kerbside parking spaces and 179 no. illegal kerbside parking spaces (those on double yellow lines, dropped kerbs or accesses) within the study area. The surveyors also undertook a spot check at the beginning and end of the survey on Park Avenue.

During the school drop-off period, the maximum observed parking stress on legal kerbside spaces across the study area (which occurred at 0845) was 66%. This equates to 86 vehicles being parked in legal kerbside spaces within the study area, with the remaining 44 spaces being free for use. The observed parking stress that occurred during the school drop-off period that coincides with the start of the school day at 0800 was also low (maximum of 42%) and equates to 55 vehicles being parked in legal kerbside spaces within the study area, and 75 legal kerbside spaces being free.

Also the maximum observed parking stress on legal kerbside spaces across the study area (which occurred at 1530) was 58%. This equates to 76 vehicles being parked in legal kerbside spaces within the study area and the remaining 103 spaces being free for use.

To understand the impact that school drop-off and pick-up activities have on the legal on street parking stress, a comparison has been made of the observed parking stress at the start of the survey with the maximum observed within the period. On this basis, the school appears to increase the parking stress by 24 percentage – from 42% to 66% in the morning (31 additional parked cars) and by 22 percentage points – from 36% to 58% in the afternoon (and additional 29 parked cars).

During the school drop-off period, the maximum use of illegal kerbside space across the study area (which occurred at 0845) was 38 vehicles. The observed parking stress that occurred during the school drop-off period that coincides with the start of the school day (which occurred at 1430) was 14 vehicles. During the school pick-up period, the

maximum use of illegal kerbside space across the study area (which occurred at 15:25) was 29 vehicles.

It is therefore apparent that the school does generate some additional parking demand in the “illegal” spaces, with the surveys suggesting 25 cars in these spaces during the morning drop-off period and 15 cars during the afternoon pick up period. The surveys demonstrated that one car was observed to be parked on the School Keep Clear Zigzags for the whole survey period, and is therefore not assumed to be related to the school. No further cars parked on the Zigzag’s during drop off and pickup periods. Furthermore, the results demonstrate that Park Avenue is lightly parked at present, probably due to the distance from the Park Avenue to the existing school entrance on London Lane.

Drop-off / Pick-up Survey A survey of the existing extent of pupil drop-offs and pick-ups of pupils on London Lane, 100m either side of the school entrance, has also been undertaken to establish the extent of on-street drop-offs/pick-ups.

The survey of the London Lane was split into four areas, two either side of the school entrance and two within the vicinity of the junctions with Gilbert Road and Fairfield Road. The survey recorded drop-off and pick-up events taking place in each area. The drop-off and pick-up periods and corresponding peak hours

<b>Location</b>	<b>Drop off period 08:00- 10:00</b>	<b>AM Peak 08:00-09:00</b>	<b>Pick up 14:30-16:30</b>	<b>PM Peak 14:45-15:45</b>
London Lane vicinity of Fairfield Road	5	5	4	3
London Lane East of School Access	5	5	2	0
London Lane vicinity of Gilbert Road	19	19	1	1
London Lane West of School Access	5	5	8	5
<b>Total</b>	34	34	15	9

The survey also recorded the duration in minutes that each drop-off/pick-up activity took, the average time in the drop-off period was 4 minutes and the average time in the pick-up period was 11 minutes.

#### Development Impact

It is not intended to increase the catchment area of the school, but to accommodate demand within the existing catchment. As a result, it is likely that the future new pupils may follow a similar travel characteristic as the existing school population.

Should the mode share of the pupils remain as observed in May 2014, the school with an additional 90 pupils would generate the level of multi-modal trips as summarised in Table below:



Mode	Model Split	Existing (Travel) May 2014	Proposed Base Situation (additional Classroom in Sept 2014)	Proposed (Full 3FE)	Net Increase from existing	Net Increase from Future Base
	%	Count	Count	Count	Count	Count
Walk	62%	326	342	391	+65	+49
Car	21%	110	116	132	+22	+16
Car Share	1%	5	6	6	+1	0
Bus	2%	12	11	14	+2	+3
Rail	0%	1	2	2	+1	0
Bike	1%	5	6	6	+1	0
Scooter	2%	12	11	14	+2	+3
Park & Stride	1%	53	55	63	+10	+8
other	0%	1	2	2	+1	0
<b>Total</b>	<b>100%</b>	<b>525</b>	<b>551</b>	<b>630</b>	<b>+105</b>	<b>+79</b>

The results indicate that increasing the maximum number of pupils from its existing population to accommodate full expansion to 3FE would result in approximately 65 extra walking trips to the school compared to that anticipated as present based on the mode share recorded in May 2013. It would also involve an additional 32 cars being used to transport pupils to the school, of which 22 would be in parked in the vicinity of the school and 10 would be parked further away as a “park and stride” trip.

Although the increase in the number of pupils at the school will inevitably increase the number of trips to the school by a corresponding number, many of these will be walking trips.

The existing total number of parking spaces is stated in the application form as 27. However this was based upon an informal assessment of the parking layout. The actual number of car parking spaces which would allow for safe and convenient manoeuvrability within the site was 18. The latest plans (5411-9050-B) indicate an additional 6 car parking spaces bringing the total number of parking spaces to 24. On this basis and due to the sites constraints the proposed scheme is the best workable solution and on this basis no objections are raised.

The Councils Environmental Health Officer has no objections to planning permission being granted.

The Tree Officer - comments will be reported verbally.

Heritage and Urban Design - comments will be reported verbally

### Planning Considerations

The application falls to be determined in accordance with the following policies of the Unitary Development plan:

- BE1 Design of New Development
- NE7 Development and Trees
- G8 Urban Open Space
- C1 Community Facilities
- C7 Educational and Pre School Facilities

T1 Transport Demand  
T3 Parking  
T18 Road Safety

London Plan

Policy 3.18 Education facilities  
Policy 6.9 Cycling  
Policy 6.10 Walking  
Policy 6.11 Smoothing traffic flow and tackling congestion  
Policy 6.12 Road network capacity  
Policy 6.13 Parking.  
Policy 7.2 An Inclusive Environment.  
Policy 7.3 Designing out Crime  
Policy 7.4 Local Character  
Policy 7.6 Architecture  
Policy 8.3 Community infrastructure levy

The above policies are considered to be consistent with the principles and objectives of the National Planning Policy Framework which is a key consideration in the determination of this application.

The Councils adopted SPG design guidance is also a consideration.

### **Planning History**

The site has a lengthy planning history, the relevant parts of which are summarised below:

Under planning ref. 99/03218 permission was granted for a detached portable building for use as classroom

Under planning ref. 11/01731 permission was granted for a single storey detached building comprising 2 classrooms with decking, ramp and canopy

Under planning ref. 13/01690 planning permission was granted for the formation of pedestrian access to the school between 34a and 38 Park Avenue.

Under planning ref. 14/01300 planning permission was granted for a single storey extension to existing modular classroom and erection of decking with canopy.

### **Conclusions**

The main planning considerations relevant to this application are:

- The principle of the replacement of some of the existing school buildings with purpose built new buildings with increased capacity.
- The design and appearance of the proposed scheme and the impact of the new school buildings on the statutorily listed main school building, and the Urban Open space.
- The impact of the scheme on the residential amenity of neighbouring properties.
- Traffic and parking

It is important to note that the justification for the proposal is to allow the school to continue to operate in the face of significantly rising demand. This justification needs to be balanced against the main issues assessed in detail below.

### Principle of Development

Policy C7 is concerned with educational and pre-school facilities and states that applications for new or extensions to existing establishments will be permitted provided they are located so as to maximise access by means of transport other than the car.

The replacement and consolidation of 4 of the existing school building with a new classroom block to enhance the teaching facilities at the school some of which have become dated is therefore in line with policy. The use is also to be appropriately located in a place that both contributes to sustainability objectives and provides easy access for users.

With regard to the adjoining area of Urban Open Space, assessment is required against relevant policy G8 of the UDP, namely that the development is related to the existing use and the development is small scale. In addition, where built development is involved; the Council will weigh any benefits being offered to the community against a proposed loss of open space and in all cases, the scale, siting, and size of the proposal should not unduly impair the open nature of the site.

Given that the proposal is for a classroom of an appropriate scale sufficiently separated from the area of Urban Open Space to the west, Members may consider the proposal compliant with the above policy. For the same reasons as above, Members may also consider that the proposal will not harm the setting of the listed mansion house. Furthermore, the development is related to and essential for the function of the existing use of the site as a school and would be restricted to the existing built up part of the site. The proposal would, by reason of its scale, siting and size, not unduly impair the open nature of the site.

Paragraph 63 of the NPPF states that 'in determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area'. Paragraph 131 states that 'in determining applications, local planning authorities should take account of the desirability of new development making a positive contribution to local character and distinctiveness.

Policy BE1 requires that new development is of a high standard of design and layout which complements the surrounding area and respects the amenities of the occupants of nearby buildings.

In terms of design the proposed building is a simple yet contemporary form which does not "compete" with the listed building. It utilises a modern palette of materials with a high quality approach. The building has been kept to a single storey and is of a restricted height and scale.

It is considered that the classroom building is sufficiently separated from the nearest residential properties so as not to result in undue harm to the amenities enjoyed by the occupants of those residential properties.

With regard to parking and highways matters, Council's Highways Engineer states that subject to conditions no objections are raised on the basis of the latest plans. The number of safe and usable parking spaces on site has increased by 6, with a further

area for parking being set aside. It is likely that additional car parking could be accommodated within in the site but this would need to be managed.

Having had regard to the above Members may consider that the siting, size and design of the proposed detached classroom building is acceptable in that it would not result in a significant loss of amenity to local residents nor impact detrimentally on the openness of the site or setting of the listed building to such a degree as to warrant refusal of planning permission. The potential impact on the highway may also be considered, on balance, acceptable in light of the information provided as well as the requirements of the recommended conditions.

Background papers referred to during production of this report comprise all correspondence on the file ref. 14/03102, set out in the Planning History section above, excluding exempt information.

### **RECOMMENDATION: PERMISSION**

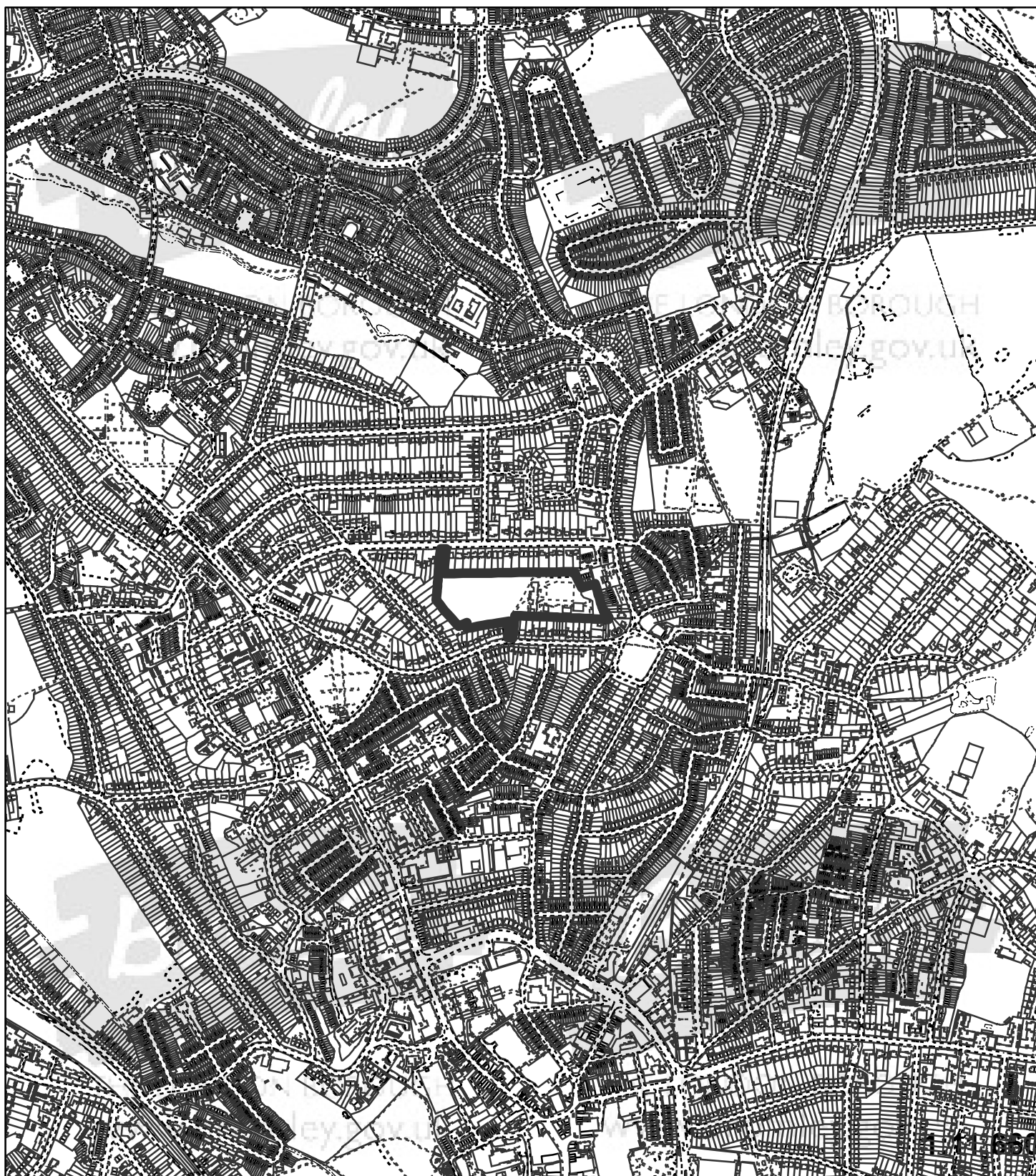
Subject to the following conditions:

- |    |        |  |
|----|--------|--|
| 1  | ACA01  | Commencement of development within 3 yrs |
|    | ACA01R | A01 Reason 3 years                       |
| 2  | ACA04  | Landscaping Scheme - full app no details |
|    | ACA04R | Reason A04                               |
| 3  | ACC01  | Satisfactory materials (ext'nl surfaces) |
|    | ACC01R | Reason C01                               |
| 4  | ACH03  | Satisfactory parking - full application  |
|    | ACH03R | Reason H03                               |
| 5  | ACH16  | Hardstanding for wash-down facilities    |
|    | ACH16R | Reason H16                               |
| 6  | ACH22  | Bicycle Parking                          |
|    | ACH22R | Reason H22                               |
| 7  | ACH28  | Car park management                      |
|    | ACH28R | Reason H28                               |
| 8  | ACH29  | Construction Management Plan             |
|    | ACH29R | Reason H29                               |
| 9  | ACH30  | Travel Plan                              |
|    | ACH30R | Reason H30                               |
| 10 | ACK01  | Compliance with submitted plan           |
|    | ACK05R | K05 reason                               |

**Application:**14/03102/FULL1

**Address:** Parish School 79 London Lane Bromley BR1 4FH

**Proposal:** Demolition of 4 classroom buildings and erection of detached single storey building comprising 12 classrooms, toilet block, group room, entrance lobby and associated landscaping to provide accommodation to expand to a 3 form entry



"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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