

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

Location	Drop off period 08:00- 10:00	AM Peak 08:00-09:00	Pick up 14:30-16:30	PM Peak 14:45-15:45
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
Total	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
Total	100%	525	551	630	+105	+79

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

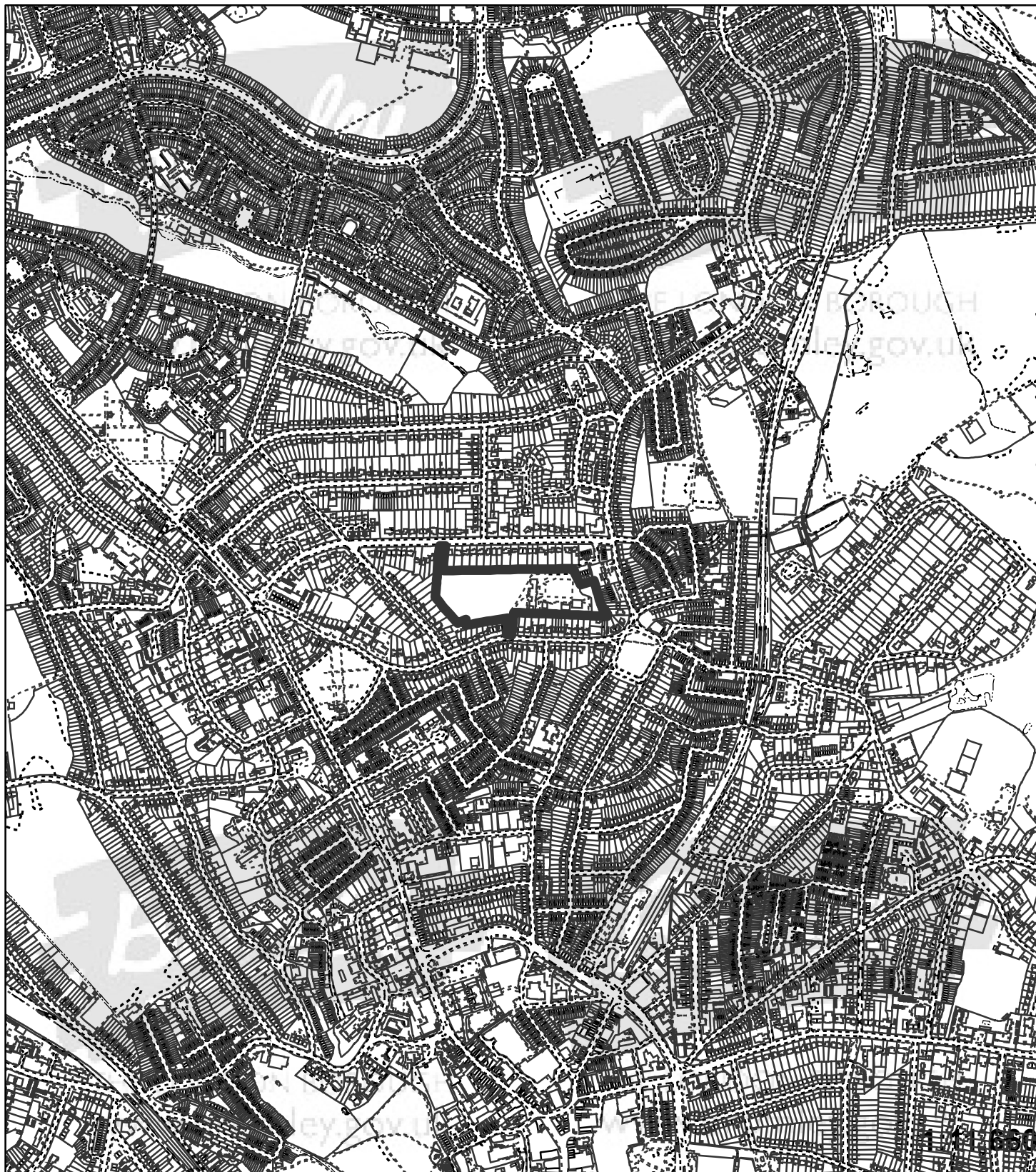
Subject to the following conditions:

- | | | |
|----|--------|--|
| 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 |

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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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