## SECTION '1' – Applications submitted by the London Borough of Bromley

## Application No : 14/04882/FULL1

Ward: Kelsey And Eden Park

Address : Unicorn Primary School Creswell Drive Beckenham BR3 3AL

OS Grid Ref: E: 537783 N: 167739

Applicant : Mrs Sue Robertson

**Objections : NO** 

## **Description of Development:**

Construction of single storey extension and first floor extension to south elevation of school building to provide a meeting hall and 2 additional classroom spaces. Landscaping of car park to include 22 extra spaces and canopy waiting area.

Key designations:

Biggin Hill Safeguarding Birds Biggin Hill Safeguarding Area Local Cycle Network Flood Zone 2 Flood Zone 3 London City Airport Safeguarding Local Distributor Roads Metropolitan Open Land River Centre Line Sites of Interest for Nat. Conservation

#### Proposal

Planning permission is sought for the construction of a single storey extension and first floor extension to the south elevation of the school building to provide a meeting hall and 2 additional classroom spaces. Further alterations include landscaping of the car park to include 22 extra spaces and a canopy waiting area.

The proposal will involve the permanent expansion of the school from a two form entry to a two form entry with a bulge class for 3 to 11 year olds. It is proposed to increase current staffing levels by 2 FTE staff over current staffing levels due to the additional class.

In summary this will involve the addition of two classrooms at first floor level and a small hall and minor facilities at ground floor in order to rationalise and improve the spaces available for classes. The ground floor extension will measure 9.9m depth by 20.3m width and adjoin the existing southern single storey projection on the

school. The first floor extension will build above the existing southern single storey projection to form a two storey structure.

Materials are indicated to follow the existing materials of the school.

## Location

The site is located to the south side of Creswell Drive leading off South Eden park Road and comprises a relatively new school building dating from 2001. The building is two storey with an orientation of north to south. Extensive car parking is located to the east of the school site. The main school building is located immediately adjacent to Metropolitan Open Land. The area of the school site where the works are proposed is in part within a Site of Importance for Nature Conservation. A wooded area and nature pond are located immediately to the south outside of the application site.

## **Comments from Local Residents**

Nearby owners/occupiers were notified of the application and no representations were received.

## **Comments from Consultees**

Environmental Health (summary):

No objections in principle. If floodlighting is proposed to the car parking area further details will be required. The contamination report is not clear with regards for the need for sampling. However, the Environmental Health Officer is satisfied that the risk is low but would recommend a condition regarding further details be submitted if contamination is encountered.

#### Highways Officer:

The development is in an area with a low PTAL rate of 2 (on a scale of 1 - 6, where 6 is the most accessible). The school is situated on the southern side of Creswell Drive and also has a site frontage to South Eden Park Road.

Access & Parking - The separate pedestrian and vehicle entrances to the school located off Creswell Drive will be retained as the existing arrangement. The existing car parking area from Creswell Drive has space for 54 cars. It is the intention to increase the parking provision by 20 spaces so a total of 74 spaces will be available. The site is also located within an area where on-street parking space is limited.

Servicing - Delivery vehicles currently use the service access from Creswell Drive at the eastern end of the site and will continue following construction of the new classrooms. Refuse collection takes place within the site. The bins are located adjacent the service vehicle turning head. Trip Generation - To establish the suitability of the potential impact that the proposed development; it is necessary to determine the level of traffic expected as a result of the proposed additional 60 pupils. The School currently has capacity for 360 pupils and the proposal will increase the total number of pupils to 420.

Existing Use - Table below details the existing mode of travel to and from the School by both staff and pupils with the bulge class in place.

Main mode of	Percentage of	Number of	Percentage of	Percentage of
Transport	Pupils	Pupils	Staff	Staff Number
Car	44%	164	81%	35
Car Share	1.5%	6	10%	4
Bus	2%	7	2.5%	1
Rail	0%	1	2.5%	1
Bicycle	7%	28	2.5%	1
Walk	37%	138	2.5%	1
Park & Stride	8.5%	33	0%	0
Total	100%	377	100%	43

The above indicates that less than half of the pupils (44%) currently travel to school by car, this equates to around 164 of the total 377 pupils. The majority (81%) of staff currently drive to school.

Bulge Class - The introduction of the bulge class in September 2014 has increased the total pupil numbers by 30 supported by 2 extra members of staff (1 Teacher and 1 Teaching Assistant). Accordingly 15 additional car movements will result as a consequence of the increase in pupils by 30 and staff by 2. As the existing car park is already congested the applicant would provide a further 20 car parking spaces within the car park bringing the total to 74, which is acceptable. It is clear that there is a high proportion of staff and pupils arriving at school by car. An extra 20 car parking spaces will be provided to accommodate additional demand generated from the bulge class since September 2014 and to alleviate some of the existing congestion.

Thames Water:

No objection subject to further detail regarding Drainage. The advice given has been reiterated by the Council's Drainage engineer and can be secured by condition as necessary.

Drainage Officer:

Surface water will have to be drained to soakaways. This site is within the area in which the environment agency - Thames Region require restrictions on the rate of discharge of surface water from new developments into the River Ravensbourne or its tributaries. Impose standard condition. This site appears to be suitable for an assessment to be made of its potential for a SUDS scheme to be developed for the disposal of surface water. Impose standard condition.

Environment Agency:

We have reviewed the proposal and would have no objection in principle but would raise concerns regarding the submitted Flood Risk Assessment (FRA).

The site is situated across flood zone 2 and under National Planning Policy Framework (NPPF) is classified as 'more vulnerable'. Reviewing our information, we have historic information indicating a flood event in November 1965 and September 1968 and therefore the site may still be at risk. Reviewing the proposed works to the car park we would have no objection to the planned alteration. Reviewing the submitted FRA by agb Environmental Ltd dated 18 November 2014, we have concerns relating to the proposed extension. While we acknowledge that the size of the extension is within the scope of our Flood Risk Standing Advice (FRSA), the submitted FRA has not appropriately detailed how the site will mitigate against potential flooding.

Section 3.2 states that no finished floor levels have been determined. Section 4.2 states that the proposed extension will offer either raising finished floor levels above the 1in100year flood level or alternatively keep finished floor levels the same as the rest of the building but incorporate flood resilience into the extension. At this point, we would expect to know what the applicant is doing to mitigate against flooding. There is no indication that the applicant has appropriately assessed the flood levels to determine an appropriate finished floor level for the extension. This information should be included within a submitted FRA. We would strongly recommend that flood resilience is incorporated into the design of the development. We would also recommend a suitable access and egress route is established in times of flooding.

Reviewing the submitted FRA we note that there is no indication of the primary school registering for flood warnings. It would be beneficial for them, if they have not already done so, to register with the Environment Agency's flood warning service.

We also note that there is no indication of a flood management plan in place. We are slightly concerned that there is no mention of an evacuation plan should a flood event occur.

# Planning Considerations

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

- BE1 Design of New Development
- BE18 Important Local Views
- NE2 Development and Nature Conservation Sites
- NE7 Development and Trees
- G2 Metropolitan Open land
- C1 Community Facilities
- C7 Educational and Pre School Facilities
- C8 Duel Community Use of Educational Facilities

- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T6 Pedestrians
- T7 Cyclists
- T18 Road Safety
- ER7 Contaminated Land

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
- 8.14 Green Belt

London Plan

- 3.18 Education facilities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable Design and Construction.
- 5.7 Renewable Energy
- 5.13 Sustainable Drainage
- 5.15 Water use and supplies
- 5.16 Waste self-sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road network capacity
- 6.13 Parking.
- 7.2 An Inclusive Environment.
- 7.3 Designing out Crime
- 7.4 Local Character
- 7.6 Architecture
- 7.19 Biodiversity and Access to Nature
- 7.21 Trees and woodlands
- 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**

99/03600/OUT: Erection of primary school, residential development at a density not exceeding 65 habitable rooms per acre, associated parking and highway improvements (Outline). Approved 01.06.2001

01/02279/DET: Part details of siting, design, external appearance, access, landscaping, access roads and sight lines and parking spaces of residential development pursuant to condition 2, 11 and 12 of outline permission 99/03600 granted for the erection of primary school, residential development at a density not exceeding 65 habitable rooms per acre, associated parking and highway improvements (outline) Approved 10.12.2001

01/03206/DET: Part details of Primary School pursuant to outline permission 99/03600 granted for - Erection of Primary School, residential development at a density not exceeding 65 habitable rooms per acre, parking and highway improvements (Outline) Approved 10.12.2001

02/01694/CONDIT: Landscaping, hard surface and boundary enclosure details pursuant to conditions 02, 04 and 17 (part details) of permission 99/03600 granted for residential development. Approved 25.09.2002

03/01805/DEEM3: Formation of pedestrian access and gate to South Eden Park Road. Approved 11.09.2003

04/04753/FULL1: Open sided canopy over part of play area. Approved 09.02.2005

06/00036/FULL1: Open sided canopy over part of play area. Approved 16.02.2006

08/01334/FULL1: Erection of awning to west elevation and new external door and window to the south elevation. Approved 03.06.2008

10/03581/FULL1: Installation of photovoltaic (pv) panels on northern, southern and western roof slopes of main school building. Approved 21.03.2011

## Conclusions

The main planning considerations relevant to this application are:

- The principle of the proposed additional classroom buildings and extensions.
- The design and appearance of the proposed scheme and the impact of these alterations on the character and appearance of the existing school buildings and the locality as an area on the edge of Metropolitan Open Land.
- The impact of the scheme on the residential amenity of neighbouring properties.
- Traffic, parking and servicing.
- Sustainability and Energy.
- Ecology and Landscaping.

Principle of Development

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 for 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.

Policy C1 is concerned with community facilities and states that a proposal for development that meets an identified education needs of particular communities or areas of the Borough will normally be permitted provided the site is in an accessible location.

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.

Policy C8 is concerned with dual use of community facilities and states that the Council will permit proposals which bring about the beneficial and efficient use of educational land and buildings for and by the community, provided that they are acceptable in residential amenity and highways terms. The subtext at paragraph 13.27 states that the Council wishes to encourage schools and other educational establishments to maximise the contribution their buildings and grounds can make to the local community.

The applicant has submitted a statement advising of the brief for the project which explains the justification of the need for the proposed works. The school was opened in 2001 as a 2FE Primary School starting with just 30 pupils and has been taking 30 additional pupils per year until it reaches its planned capacity of 420 pupils in September 2016. In September 2014 the school agreed to take an emergency bulge class during the summer holidays when a nearby school was unable to offer places already agreed. As a result the school will exceed its original planned capacity and reach 450 pupils by September 2016.

The addition of and use of the new extension building to enhance the existing teaching facilities at the school is in line with policy and supports the stated need at this school.

The extension building should also be located in an appropriate place that both contributes to sustainability objectives and provides easy access for users.

Policy G2 states the openness and visual amenity of the MOL shall not be injured by any proposals for development within or conspicuous from the MOL which might be visually detrimental by reasons of scale, siting, materials or design. In this case the school is relatively well screened to the area of MOL to the south. The additional bulk of the building will be substantially subservient to the original buildings and as such is not considered to be visually detrimental in this context and setting.

Policy BE18 states that development that adversely affects important local views, or views of landmarks or major skyline ridges will not be permitted. The site is within the view the Addington Hills. It is not considered that this view is affected by the proposals

#### <u>Design</u>

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 design is contemporary and uses a modern palette of materials with a high quality approach that matches the original design of the school using the same architectural language to provide a seamless extension to the existing building. This approach is supported within this context.

The canopy structures adjacent to the car park area are minimal in size and form and not considered to be harmful to the character and appearance of this locality of the site.

## Residential Amenity and Impact on Adjoining Properties

Policy BE1 also requires that development should respect the amenity of occupiers of neighbouring buildings and those of future occupants and ensure their environments are not harmed by noise and disturbance or by inadequate daylight, sunlight or privacy or by overshadowing.

In terms of neighbouring residential amenity it is considered that there would be no significant impact on the privacy and amenity of adjoining occupiers in terms of loss of light and outlook, siting and position of the extended building.

The new building structure within the scheme is contained within an already built up area of the site with minimal effect to amenity to external residential areas outside of the site at least a minimum distance of 35m to the east.

Therefore, it is considered that there will not be any loss of privacy or unacceptable overlooking as a result of the proposal in accordance with Policy BE1.

## Highways and Traffic Issues

An existing parking area is provided to the east of the site accessed from Cresswell Drive via South Eden Park Road. A Transport Assessment has been submitted to analyse the impact of the extra school places and two additional teaching posts. The rationalisation of the existing car park would provide a further 20 car parking spaces within the car park bringing the total to 74. The Highways officer has commented that this is acceptable given the high proportion of staff and pupils arriving at school by car. Therefore no objection is raised in principle on highway grounds. A revised Travel Plan is recommended which can secured by condition.

#### Sustainability and Energy

Policy 5.3 Sustainable Design and Construction of the London Plan states that the highest standards of sustainable design and construction should be achieved in London to improve the environmental performance of new developments and to adapt to the effects of climate change over their lifetime.

No specific detail has been supplied in this regard. However, given the relatively small scale of the extension to the school and the design approach to match the standards and design build of the existing recently built school (2001) this is considered acceptable in this case.

#### Ecology and Landscaping

An Arboricultural Implications Report has been submitted that concludes that the proposals would not have any adverse effects upon trees on the site subject to suitable protection during the construction period. Such measures can be secured by condition.

An Extended Phase 1 Habitat Report has been submitted that details that if avoidance and precautionary clearance methods are implemented, to protect the

adjacent SINC, commuting bats, foxes and hedgehogs that may be using the site, development of the site can proceed with minimal impact on any protected, SPIE or locally important species. No further surveys are recommended, unless impact to The Beck or the wooded area is necessary. If some, or all, of the additional recommendations are implemented, the school site could be enhanced for local wildlife post development. The recommendations of the report can be secured by condition to protect the adjacent SINC from harm.

## Land Contamination and Site Investigation

A Site Investigation report by agb Environmental has been submitted to the Council as part of the application. The Environmental Health Officer has reviewed the information and has raised no objection. However, in view of the very sensitive nature of the receptor group utilising this site i.e. young children and the stated limitations of the report; it is suggested that further investigation and delineation is undertaken. In respect of the Standard site contamination condition the submission in terms of a desk top study is acceptable while further information is required if contamination is encountered. A condition is suggested in this regard.

## Air Quality

An Air Quality Report has been submitted that advises that the air quality impact of the proposed development is not considered to be significant and the air quality for users of the proposed development is considered to be acceptable. The Environmental Health Officer has not commented to the contrary and as such this is considered to be acceptable.

## Flood Zone

A Flood Risk Assessment has been submitted by agb Environmental. The Environment Agency have not raised any objections to the principle of the development. However, it is recommended that a revised FRA be submitted to incorporate assessed flood levels to determine an appropriate finished floor level for the extension. This information should be included within a revised FRA. It is also recommended that flood resilience is incorporated into the design of the development and a suitable access and egress route is established in times of flooding with a flood management plan to be put in place. These measures can be secured by condition.

#### <u>Summary</u>

The application site was visited by the case officer and the aims and objectives of the above policies, national and regional planning guidance, all other material planning considerations including any objections, other representations and relevant planning history on the site were taken into account in the assessment of the proposal.

This application has been considered in the light of policies set out in the development plan and other material considerations

On balance, Officers consider that the proposal represents a sustainable form of development in accordance with the aims and objectives of adopted development plan policies. The proposed extension building is considered to be of appropriate scale, mass and design and relate well to the context in the locality and on the fringe of MOL. The proposal would provide a good standard of accommodation for the reconfiguration of the school in a suitable location within the existing complex of buildings. It is not considered that the proposal would have an unacceptable impact on visual amenity in the locality or the amenity of neighbouring occupiers and the scheme is therefore considered acceptable.

Background papers referred to during production of this report comprise all correspondence on the file ref(s) 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 ACK01 Compliance with submitted plan
- ACK05R K05 reason
- 3 ACA05 Landscaping scheme implementation
- ACA05R Reason A05
- 4 ACB01 Trees to be retained during building op.
- ACB01R Reason B01
- 5 ACB02 Trees protective fencing
- ACB02R Reason B02
- 6 ACB03 Trees no bonfires
- ACB03R Reason B03
- 7 ACB04 Trees no trenches, pipelines or drains
- ACB04R Reason B04
- 8 No access to the adjacent woodland to the site and The Beck (refs TN7 and TN12 Extended Phase1 Habitat Survey) shall be allowed at any time during construction and in perpetuity from the school site.
- **Reason**: In order to avoid impact on sensitive adjacent habitat and to comply with Policy 7.19 Biodiversity and Access to Nature of the London Plan (2011).
- 9 The development hereby approved shall be constructed and implemented in line with the key recommendations within Section 5.1 of the Extended Phase 1 Habitat Survey by agb Environmental Ltd.
- **Reason**: In order to avoid impact on sensitive adjacent habitat and to comply with Policy 7.19 Biodiversity and Access to Nature of the London Plan (2011).
- 10 If during the works on site any suspected contamination is encountered, the Council's Environmental Health Officer shall be contacted immediately. The contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Authority for approval in writing. The scheme shall be implemented in full as approved and a validation report submitted and approved by the Local Planning Authority to demonstrate the site is suitable for use.

- **Reason**: In order to comply with Policy ER7 of the Unitary Development Plan and to prevent harm to human health and pollution of the environment.
- 11 ACC01 Satisfactory materials (ext'nl surfaces)
- ACC01R Reason C01
- 12 ACC03 Details of windows
  - ACC03R Reason C03
- 13 (i) No development shall commence on site until a scheme for surface water management, including specifications of the surface treatments and sustainable urban drainage solutions, has been submitted to and approved in writing by the local planning authority

(ii) The development shall be carried out in accordance with the approved scheme and thereafter the approved scheme is to be retained in accordance with the details approved therein.

- **Reason**: To prevent the increased risk of flooding and to improve water quality in accordance with Policies 5.12 Flood risk management and 5.13 Sustainable drainage in the London Plan (2011).
- 14 No development shall commence on site until the following information has been submitted to and approved in writing by the local planning authority:

(i) A full site survey showing: the datum used to calibrate the site levels along all site boundaries, levels across the site at regular intervals, floor levels of adjoining buildings, full details of the proposed finished floor levels of all buildings and hard surfaces.

(ii) The development shall be carried out only in accordance with the approved details.

- **Reason**: To ensure that the local planning authority may be satisfied as to the detailed external appearance of the development in relation to its surroundings and to comply with Policy BE1 of the Unitary Development Plan.
- 15 Notwithstanding the Flood Risk Assessment hereby approved no development shall commence until further details have been submitted to and approved in writing by the local planning authority regarding

(i) assessed flood levels to determine an appropriate finished floor level for the extension.

(ii) flood resilience measures incorporated into the design of the development

(iii) suitable access and egress routes are established in times of flooding with a flood management plan to be put in place.

- **Reason**: To prevent the increased risk of flooding in accordance with Policies 5.12 Flood risk management and 5.13 Sustainable drainage in the London Plan (2011).
- 16 ACH03 Satisfactory parking full application
- ACH03R Reason H03
- 17 ACH22 Bicycle Parking ACH22R Reason H22
- 18 No development shall commence on site until such time as a Construction Management Plan has been submitted to and approved in writing by the local planning authority. The plan shall cover:
- (a) Dust mitigation measures.

- (b) The location and operation of plant and wheel washing facilities
- (c) Details of best practical measures to be employed to mitigate noise and vibration arising out of the construction process
- (d) Details of construction traffic movements including cumulative impacts which shall demonstrate the following:
  - (i) Rationalise travel and traffic routes to and from the site
  - (ii) Provide full details of the number and time of construction vehicle trips to the site with the intention and aim of reducing the impact of construction relates activity
  - (iii) Measures to deal with safe pedestrian movement
- (e) Security Management (to minimise risks to unauthorised personnel).
- (f) Details of the training of site operatives to follow the Construction Management Plan requirements
- **Reason**: In order that the local planning authority may be satisfied that the demolition and construction process is carried out in a manner which will minimise possible noise, disturbance and pollution to neighbouring properties and to comply with Policies BE1, T6, T7, T15, T18 of the Unitary Development Plan (July 2004).
- 19 ACH30 Travel Plan ACH30R Reason H30

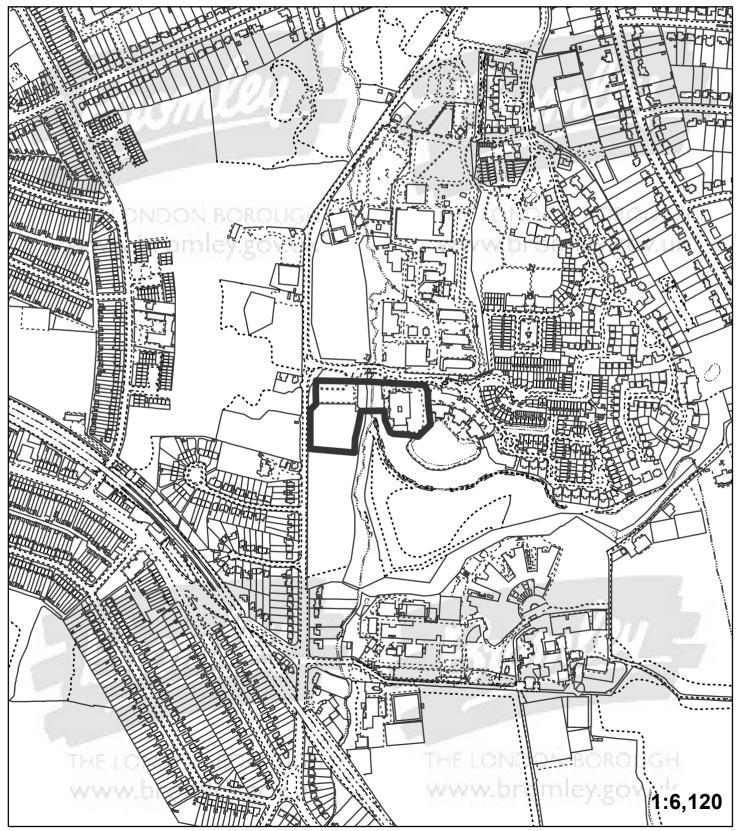
## INFORMATIVE(S)

- 1 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.
- 2 The applicant is advised that it would be beneficial for them, if they have not already done so, to register with the Environment Agency's flood warning service, 'FloodLine', so that they may prepare themselves in case of a flood event. This can be done by calling 0845 988 1188 to register.
- 3 The applicant is advised that The Beck, is a designated 'main river' and under the jurisdiction of the Environment Agency for its land drainage functions as stated within Water Resources Act 1991 and associated byelaws. Any works in, over, under or within 8 metres of the top of bank will require consent from the Environment Agency. The applicant is encouraged to ensure that the works are outside the 8 metre byelaw and if they do encroach that they contact the Partnerships and Strategic Overview team at PSO.SELondon&NKent@environment-agency.gov.uk to apply for consent.

# Application:14/04882/FULL1

Address: Unicorn Primary School Creswell Drive Beckenham BR3 3AL

**Proposal:** Construction of single storey extension and first floor extension to south elevation of school building to provide a meeting hall and 2 additional classroom spaces. Landscaping of car park to include 22 extra spaces and canopy waiting area.



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