

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

Application No : 15/01691/FULL1

Ward:
Clock House

Address : Stewart Fleming School Witham Road
Penge London SE20 7YB

OS Grid Ref: E: 535124 N: 168969

Applicant : Mr Lee Mason-Ellis

Objections : YES

Description of Development:

Temporary two storey, four classroom modular block with entrance lobby, toilets, stoves and associated external works including ramp and steps

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding
Smoke Control SCA 30

Proposal

Temporary planning permission is sought for the erection of a two storey classroom building to be used whilst refurbishment work is undertaken on the existing school site and to facilitate future expansion plans. The building will be located within the existing playground to the south-east of the site at the junction of Witham Road and Felmingham Road. The classrooms are sought for a period of two years ending in August 2017.

The building is two storeys in height and will feature four 59sq.m classrooms and toilets, lobby and storerooms on each level. Access is provided primarily by a ramped access to the north-west elevation which faces into the school site, with two ground floor exits/entrances to the ground floor classrooms.

This proposal does not encompass any increase of pupil or staff numbers and the proposed classrooms are sought for decant purposes only.

The applicant has stated, in support of the application, that the temporary decant accommodation proposed to facilitate the potential for future expansion works will be integral to local policy and statutory responsibilities and will be required to meet the demand in 2015/16 for primary places.

Location

The site is located to the northern edge of Witham Road and forms the junction with Felmingham Road to the north-eastern boundary. To the south-west of the site are the rear of the properties facing onto Sheringham Road whilst to the north-west of the site (the rear) are the properties of Suffield Road which adjoins perpendicular the site. Footpaths are present to the rear of the properties at Sheringham Road and Suffield Road and run for the entirety of the boundary with No.27 Suffield Road and No.32 Felmingham Road.

The area is characterised by two storey terraced dwellings forming a tight urban grain typical of the wider locality. As such the school, with its recreation area set to the front and occupying the land forming the junction with Witham Road and Felmingham Road, represents a break in this urban form and positively contributes to the spatial standards of the area with Beckenham Crematorium and South Norwood Country Park to the south being severed by the east to west railway line behind the properties of the southern edge of Witham Road.

The school itself comprises a linear one and two storey block set close to the north-western boundary. The site is set below street level with steps down to the playground from the access with Witham Road. Servicing is typically from the access to Suffield Road.

Consultations

Comments from Local Residents

A total of 107 nearby owners/occupiers were notified of the application and 25 representations were received, of which 23 are in objection, and which can be summarised as follows:

- Double parking with high levels of congestion are longstanding safety concerns
- Damage to cars from parents' cars
- Shortage of parking in the area
- Against expansion
- Health risks from building work
- The application should be considered as part of the wider expansion proposal
- We oppose these plans until such time as full plans for the school can be considered
- No objections to the temporary block, but to the ultimate expansion
- The building is like a grey elephant
- You cannot guarantee that it will be temporary

[Officer's comment - a large proportion of comments received relate to the future expansion of the school and associated development following public consultation events by the applicant. The current application does not propose any expansion of the school roll or any works to the main school.]

The Felmingham Road Residents Association (FRRA) have commented that the current application should only be considered as part of the larger project being planned. Concern is also raised that a number of residents within Felmingham Road have not received notification letters and that the 21 day period should be extended until these have been sent.

[Officer's comment - the Council's records show that the residents stated as not being notified - Nos. 17, 24a, 31, 31 and 41 - were sent notification letters regarding the proposal although it is not possible to confirm receipt. However, it is also noted that the occupants of these properties are signatories to the FRRA's letter and as such their comments have been taken into account as summarised above.]

Comments from Consultees

Highways:

No objections are raised as the proposal does not seek an increase in pupil or staff numbers, conditions relating to maintenance of the car parking as shown and the provision of cycle storage are suggested.

Crime:

No conditions are sought for this application, advice as to the security of temporary buildings has been given and this has been relayed to the applicant.

Drainage:

Thames Water raise no objections.

The Council's drainage advisor raise no objection subject to a condition relating to surface water drainage.

Environmental Health:

No objections are raised.

Planning Considerations

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

- BE1 Design of New Development
- BE4 The Public Realm
- C1 Community Facilities
- C7 Educational and Pre-School Facilities
- H9 Side Space
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking

- T5 Access for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T16 Traffic Management and Sensitive Environments
- T17 Servicing of Premises
- T18 Road Safety

Supplementary Planning Guidance 1: General Design Principles

The application falls to be determined in accordance with the following policies of the London Plan 2015:

- 3.16 Protection and Enhancement of Social Infrastructure
- 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
- 5.10 Urban Greening
- 5.11 Green Roofs and Development Site Environs
- 5.13 Sustainable Drainage
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.8 Coaches
- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking
- 7.1 Lifetime Neighbourhoods
- 7.2 An Inclusive Environment
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture

In addition to:

Accessible London: achieving an inclusive environment
 The Mayor's Transport Strategy
 Mayor's Climate Change Mitigation and Energy Strategy
 Sustainable Design and Construction Supplementary Planning Guidance

The National Planning Policy Framework is also a material consideration, with which the above policies are considered to be in accordance. Sections 4 'Promoting sustainable transport'; 7 'Requiring good design'; 8

The National Planning Policy Guidance (NPPG)

Planning History

- 99/00138 Planning permission granted 15th April 1999 for a single storey extension to provide 4 classrooms and office and toilet accommodation and formation of pedestrian access.
- 02/01830 Planning permission granted 15th August 2002 for single storey extensions to form store room and cloak room.
- 10/01722 Planning permission granted 13th December 2010 for a bicycle store, 2 timber storage sheds, 2 play area enclosures with artificial grass surface, new pedestrian ramp with handrail and balustrade and gate access and free standing canopy to pre-school classroom.
- 12/01057 Demolition of existing kitchen annexe building and cloakroom and erection of new single storey infill building to accommodate new kitchen annexe and toilets.

Conclusions

Design and the impact upon the character of the area

Policy BE1 requires that new development is of a high standard of design and layout. It should be imaginative and attractive to look at, should complement the scale, form, layout and materials of adjacent buildings and areas and should respect the amenity of the occupiers of neighbouring buildings.

The NPPF emphasises good design as both a key aspect of sustainable development and being indivisible from good planning and your attention is drawn to paragraph 58 in this regard. Furthermore, paragraph 64 is clear that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

The classrooms are required until August 2017 and as such the classrooms will not result in a long-term impact upon the character of the area. The two storey nature of the development will have a degree of impact upon the streetscene, however the utilisation of a two storey solution mitigates the impact upon the playground and therefore the playspace available to the children attending the school. Due to the short term nature of the building it is considered that the short-term harm to the streetscene is outweighed by the benefit of the design approach to the playground provision and that any harm that does result will be for a relatively short period.

Education and Community Facilities

Policies C1, C2, C7 and C8 relate to the provision and extension of educational facilities and the requirements that these additional facilities bring about the beneficial and efficient use by the community. Policy 3.18 of the London Plan supports the provision and expansion of education facilities.

Whilst the proposed development is cited as facilitating future expansion plans for the school as a whole, no expansion is proposed as part of this planning application and as such the proposal falls to be considered against the suitability of

the structures for their intended purpose and their impact upon the existing provision on the site. The four classrooms are of a good size and would afford a suitable temporary teaching space, with toilet facilities and storage also provided. It is not considered that the proposal would adversely impact the existing education provision.

Highways

Policies T1, T2, T3, T6, T17 and T18 relate to the Council's requirements in terms of parking, transport assessments, highway safety in addition to London Plan Policies under section 6 including Policies 6.8 (Coaches), 6.9 (Cycling), 6.10 (Walking) 6.13 (Parking).

The majority of the site to the north and east is within PTAL level 3 with the west of the site to the west within PTAL level 2 which places the site at the lower end of transport accessibility with a limited number of bus stops in the vicinity.

The scheme does not involve any increase in pupil or staff numbers. The access and egress arrangements for cars and people will remain the same and there will be no change in car or cycle parking provision. The proposed temporary classrooms will be accommodated on site and as such it is not considered there will be any unacceptable impacts in this regard.

Concerns have been raised with regard to parking provision at the site and in the area generally and it is considered reasonable to ensure that the existing parking arrangements are maintained for the duration of the temporary period of the development. However, given that there will be no increase in pupils or staff as a result of this proposal it is not considered necessary or reasonable to require the provision of cycle storage facilities over and beyond that currently provided.

Conclusion

Given the temporary nature of the building, the impacts of the development are limited in both their scale and period. As a result the erection and occupation of this building for the intended uses is considered acceptable for the time periods requested.

With regard to the temporary nature of the application, a condition is suggested requiring the removal of the building by the end of August 2017 and the restoration of the occupied area to its former condition. Should such removal and reinstatement not take place on or before this date the Council has recourse to enforcement action to secure this. Additionally, such a condition is considered necessary and reasonable given the acceptability of the impact of the development upon the character of the area and the streetscene on the basis of its short-term and limited duration.

Background papers referred to during production of this report comprise all correspondence on the file ref(s) 15/01691 set out in the Planning History section above, excluding exempt information.

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- 1 The temporary classroom building hereby permitted shall be removed from the site and the permitted use shall cease on or before 31st August 2017 and the site shall be reinstated to its previous condition and use within 3 months of the removal of the buildings.**

Reason: Section 91, Town and Country Planning Act 1990 and in the interests of the character of the area and the visual amenities of local residents as well as the adequate provision of playspace for current and future pupils of the school in accordance with Policies BE1 and C7 of the Unitary Development Plan and Policy 3.18 of the London Plan.

- 2 The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans approved under this planning permission unless previously agreed in writing by the Local Planning Authority.**

Reason: Details of the proposed slab levels of the building(s) and the existing site levels shall be submitted to and approved in writing by the Local Planning Authority before work commences and the development shall be completed strictly in accordance with the approved levels.

- 3 The materials to be used for the external surfaces of the building shall be as set out in the planning application forms and / or drawings unless otherwise agreed in writing by the Local Planning Authority.**

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area.

- 4 Before commencement of the use of the land or building hereby permitted parking spaces and/or garages and turning space shall be completed in accordance with the approved details and thereafter shall be kept available for such use and no permitted development whether permitted by the Town and Country Planning (General Permitted Development) Order (England) 2015 (or any Order amending, revoking and re-enacting this Order) or not shall be carried out on the land or garages indicated or in such a position as to preclude vehicular access to the said land or garages.**

Reason: In order to comply with Policy T3 of the Unitary Development Plan and to avoid development without adequate parking or garage provision, which is likely to lead to parking

inconvenient to other road users and would be detrimental to amenities and prejudicial to road safety.

- 5 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.**

Reason: To ensure satisfactory means of surface water drainage and to accord with Policy 5.12 of the London Plan