

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

**Application No :** 15/03456/FULL1

**Ward:**  
**Farnborough And Crofton**

**Address :** Farnborough Primary School  
Farnborough Hill Orpington BR6 7EQ

**OS Grid Ref:** E: 544497 N: 164204

**Applicant :** Mr Michael Miles

**Objections :** YES

### **Description of Development:**

Demolition of existing classroom extension, erection of two storey classroom extension, refurbishment of existing school buildings, provision of two temporary classroom buildings, bike store, refuse store and two sheds, with additional car parking and associated landscaping to enable expansion of school from 1 form of entry to 2 forms of entry

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
Green Belt  
London City Airport Safeguarding  
London Loop  
Smoke Control SCA 14

### **Proposal**

It is proposed to expand this primary school from its current single form of entry to two forms of entry, which would effectively double the size of the school over the course of 7 years. This would require the removal of an existing single storey classroom extension situated to the south of the main school building, and its replacement with a two storey extension which would contain 12 classrooms to accommodate Years 1-6.

Two temporary classroom blocks are also proposed for use during the construction process, one within the northern part of the playground adjacent to Nos.5-8 Farnborough Court (Block B), and the other on a slightly raised area adjacent to the western boundary which is currently used for climbing apparatus (Block C). This area would be lowered to the level of the existing playground (apart from a 4m wide bank retained to the western boundary), and would also contain two sheds. The additional tarmac areas required for the temporary buildings would be used as additional play space once the temporary classrooms are removed.

The existing bin store adjacent to the disused kiln would be removed and replaced with a small store, and a new bin store would be provided closer to the access

road, whilst the existing bike store would be relocated to a grassed area adjacent to the main hall.

Staff car parking is currently provided along the access road, and the removal of planters would allow for the provision of an additional parking space. Four further car parking spaces are proposed to be located on an area adjacent to Nos.6-13 Westfield, and a tree would be removed to accommodate this. A total of 5 additional car parking spaces would therefore be provided as part of the proposals.

A new canopy is also proposed to the rear of one of the new reception classrooms which would match the existing canopy at the adjacent reception classroom.

There are currently 219 pupils on the school roll, and there are 14 full-time and 25 part-time members of staff including teachers, classroom assistants, catering and administrative staff and a caretaker. The proposed expansion of the school would increase the capacity of the school to 420 pupils with an additional 7 full-time teachers and 14 part-time support staff.

The application is accompanied by a Transport Statement, a Tree Survey, an Ecological Appraisal, a Noise Report, an Historic Environment Assessment, an Energy Statement, a Foul Drainage and Surface Water Report, and an Air Quality Assessment.

## **Location**

Farnborough Primary School is located on the southern side of Farnborough Hill, and was originally built in the early 1990s on the site of an orchard. It is bounded to the north, east and west by residential properties, whilst its southern boundary adjoins Church Road. The site lies within the Green Belt, and adjoins Farnborough Village Conservation Area to the west, with a small part of the playing fields lying within the Conservation Area.

## **Consultations**

A large number of letters of objection have been received from nearby residents which raise the following main concerns:

- \* increased traffic and congestion in the surrounding area
- \* other nearby housing developments have already increased traffic in the area
- \* inadequate parking provided on site
- \* surrounding area is already heavily parked, and additional parking would add to the pressure
- \* hazardous to pedestrian and vehicular safety
- \* additional parking could restrict access for emergency vehicles, buses and tankers that empty the cesspits of some nearby residential properties
- \* alternatives to building on Green Belt land should be considered as insufficient justification is provided
- \* increase in traffic would change the character of the village, and would have a detrimental impact on the conservation area

- \* inaccuracies in the Transport Statement
- \* proposals would change the "village" feel of the school
- \* local bus service may be re-routed to the A21 at school times, to the detriment of residents
- \* local shops would suffer if people cannot park in the close vicinity
- \* increased air pollution from traffic and during construction works
- \* loss of trees
- \* overlooking and overshadowing of neighbouring properties
- \* two storey extension would be detrimental to the visual amenities of the area
- \* loss of part of play areas
- \* greater noise from increased number of pupils
- \* new tree planting adjacent to Arcadian would block out light
- \* construction works would be disruptive to children's education
- \* traffic has already increased with the bulge class that started in September
- \* a new school should be built elsewhere
- \* village does not have the infrastructure to cope with a larger school.

One letter has been received in support of the proposals.

### Comments from Consultees

The Council's Highway Engineer has made the following assessment of the proposals:

Farnborough Primary School is located in Farnborough Hill with a single vehicular/pedestrian access located almost opposite Tubbenden Lane South. The school currently has 219 pupils on the school roll with 14 full-time and 25 part time staff. The proposal is to have 420 pupils and an additional 7 full-time and 14 part-time members of staff. There are 19 parking spaces on the site and this will increase to 24 as a result of the proposals.

A Transport Statement was included as part of the planning application. A staff survey was carried out in April 2015 which showed the following modes of travel with a pro rata estimate for the additional staff:

Mode	Current staff	Mode,%	Add'l staff
Walk (all the way)	3	11.5	2
Car (straight from home)	20	76.9	16
Car (stopping to pick up)	2	7.7	2
Park & Stride	1	3.8	1
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Totals	26	100	21

Surveys of the staff car park for a week in April 2015 showed peak usage of between 13 and 16 spaces and, in addition, there appear to be staff who currently park on-street. Using a similar pattern, the additional staff would generate an extra demand for 12 spaces, giving a shortfall of 4 further spaces.

The modes of travel for pupils, with an estimate for the increased numbers are as follows (based on the assumptions that the existing proportions of modes of travel will be the same for the new pupils, and the catchment area for the school will not significantly change):

Mode	Current pupils	Mode %	Add'l pupils
Walk (all the way)	84	38.4	77
Car (straight from home)	62	28.3	57
Car (stopping to pick up)	4	1.8	4
Park & Stride	35	16.0	32
Bus	14	6.4	13
Cycle	1	0.5	1
Scooter/skateboard	19	8.7	17
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Totals	219	100	201

Further on-street traffic surveys were carried out in July 2015. Based on the surveys, the TS estimates that the 62 pupils (picking up 4 car-sharers on the way) generate 46 car trips adjacent to the school in each of the AM drop-off and PM pick-up periods, with a peak parking demand in the PM in the order of around 40 cars (allowing for early arrivals and late departures), spread over the adjacent roads. A further 35 pupils generate 26 car trips for "Park & Stride", driving from home but stopping some distance from the school and walking the rest of the way.

Applying the same modal share, the increase in pupil numbers would generate an additional 43 car trips adjacent to the School for pupil drop-off and pick-up times, with an additional peak parking demand in the order of 37 cars (allowing for early arrivals and late departures), and a further 21 car trips as "Park & Stride", using locations some distance from the School and walking the rest of the way.

However if the weather is bad or parents are running late, it may be that those parents using Park & Stride will park nearer the school.

Currently parents are parking mainly in Farnborough Hill, Tubbenden Lane South, Chartwell Drive and Palmerston Road. Parking presently seems to take place only on one side of Farnborough Hill and extends some distance away from the school. The Transport Statement indicated there was some evidence of the occasional blocking of driveways and parking that reduced visibility for people exiting their drives. The parking reduces the road width and there are sometimes difficulties for large vehicles to pass other vehicles. This is a similar situation that occurs further along the High Street outside the shops.

Tubbenden Lane South is reduced to one-way working and parents and children have to walk in the road due to the lack of footways.

Expanding the school and increasing the number of parents driving to the school is likely to push the associated parking further along Farnborough Hill, Palmerston

Road, Tubbenden Lane South and Chartwell Drive and may well extend into other nearby roads such as Cobden Road, Gladstone Road and Topcliffe Drive. There appears to be capacity in these roads to accommodate more short-term parking, but issues could arise if parents look to park closer to the school and start parking in more inappropriate locations. The most serious effect, from a highways point of view, is likely to be if drivers started to park on the north side of Farnborough Hill. This would reduce the road to one-way working and may cause difficulties for large vehicles, including buses, to pass. Parents do not park there at present, probably for those reasons, but if the alternative is a longer walk as parking demand increases, then there is the possibility that may happen.

The Transport Statement included a number of proposed mitigation measures which are listed below.

(1) Parking should be controlled on the north side of Farnborough Hill by the introduction of a daytime single yellow line control, extending from the bus stop into the downhill wooded section (past the houses on septic tank drainage).

(2) Parking on the south side of Farnborough Hill should be restricted to ensure that residents have adequate visibility at all times to exit their driveways by the introduction of a daytime single yellow line control.

(3) Also, this single yellow line should be extended a short distance past the access lane to the allotments, to provide adequate road width to maintain traffic flows for the times when the septic tank lorry is servicing the houses on the north side of Farnborough Hill.

(4) The School should pay for signs to be placed at the entrance to Chartwell Drive in the School's name asking School parents not to park in Chartwell Drive.

(5) Short-term yellow line parking restrictions should be introduced to Chartwell Drive from, say, 0830-0900 and 1500-1530, to deter parking during the School drop-off and pick-up periods. However any measures and restrictions must be agreed with and supported by the residents in Chartwell Drive.

(6) An improved and permanent pedestrian crossing should be provided across Farnborough Hill.

(7) A footway should be provided for the southern section of Tubbenden Lane, either on the currently overgrown edge of roadway, or at the least using the part of the existing width of carriageway occupied during the day by parked vehicles (and therefore not resulting in any loss of existing trafficked width).

Although the reasoning behind these suggestions seems sensible, school associated parking has particular characteristics which makes it difficult to control. Experience has shown that yellow lines around schools are difficult to enforce as unless an enforcement officer is present, they are often ignored and their introduction is unlikely to have the desired effect on controlling parking.

If the school wishes to install non-standard signs in Chartwell Drive they will need to contact the Council's Traffic section if they are intended to be in the highway.

There was no justification provided for the introduction of a zebra crossing. The Council has looked at introducing a crossing here previously and the necessary numbers of pedestrians and vehicles were not met. The demand needs to be over a number of hours, so increasing the number of pupils is unlikely to justify a crossing. I understand that the attendance of the School Crossing Patrol has been sporadic recently and a more consistent presence would be more beneficial.

A footway in Tubbenden Lane may have some benefit but there are no proposals for such a scheme at present. No costings have been produced. It is unlikely that the provision of a footway would have any impact on the number of vehicular trips associated with the school.

### Conclusions on Highways Issues

There are short term parking and congestion issues around most schools in the Borough during drop off and pick up times, and the current situation here does not appear to be particularly worse than at other schools.

The increase in pupils is likely to increase the area over which parking takes place, and hence the number of roads affected. The surveys shown in the Transport Statement indicate that there is spare capacity in surrounding roads for additional short term parking. These are obviously further from the school than where parents are parking at present. It is not possible to second guess what people will do in the future should the school expand, but if parents do choose to park in inappropriate locations closer to the school, then issues may arise.

Notwithstanding the previous comments about yellow lines, locations may emerge where it would be beneficial to introduce sections of waiting restrictions, and it would therefore be helpful if the applicant would lodge a sum of money, (eg. £3,000) with the Council and, if it is not used within 5 years, it would be returned.

A more permanent arrangement should be sought for the School Crossing Patrol, and the School Travel Plan should be updated.

Historic England - The site lies within an area of archaeological interest, and the applicant has submitted a desk-based archaeological assessment in support of the application. No objections are raised to the proposals subject to the submission (by way of a condition) of a two-stage process of archaeological investigation.

Crime Prevention - The Secured by Design statement contained within the Design and Access Statement clearly shows a commitment to achieving Secured by Design standards. This can be achieved by way of a condition.

Drainage - No objections are raised, subject to standard drainage conditions.

Thames Water - No objections are raised.

Any comments received from the Council's Tree Officer will be reported verbally at the meeting.

### **Planning Considerations**

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

BE1 Design of New Development  
NE7 Development and Trees  
G1 The Green Belt  
C1 Community Facilities  
C7 Educational and Pre-School Facilities  
T1 Transport Demand  
T2 Assessment of Transport Effects  
T3 Parking  
T18 Road Safety

The NPPF is also of relevance to these proposals.

### **Planning History**

A front extension to the main entrance to provide additional administration space was permitted in 2004 (ref.04/02424), whilst a single storey rear extension to provide 2 additional classes was permitted in 2005 (ref.05/01128).

More recently, permission was granted in 2010 (ref.10/01118) for two single storey extensions to provide an enlarged classroom and an additional classroom, and amendments were later approved under ref.11/02679.

### **Conclusions**

The main issues in this case are; whether the proposals comprise inappropriate development in the Green Belt, and if so, whether very special circumstances exist that clearly outweigh the harm by reason of inappropriateness or any other harm; the impact of the proposals on the open nature and visual amenities of the Green Belt; the impact on pressure for parking and road safety in surrounding roads; the impact on the amenities of nearby residents; and the impact on the character and appearance of the adjacent Conservation Area.

The proposed extension and temporary classroom buildings would be considered inappropriate development within the Green Belt as educational uses (Class D1) would not fall within the appropriate uses defined by Policy G1 of the UDP or the NPPF. However, they are required as part of the Council's agreed school expansion programme in areas of high demand for school places, and have been designed so as to minimise the impact on the open nature of the site (eg. the extension would be located immediately adjacent to the main built-up part of the site, and part of it would cover the existing single storey extensions that are to be removed). The provision of a two storey rather than single storey extension also helps to minimise the increase in the overall footprint of built development on the

site which would increase by 364sq.m. (this does not include the temporary classrooms as they would eventually be removed).

In support of the educational need for the application, the Council's Education Department states as follows:

"Farnborough lies within the Council's (education) pupil place planning area 5. The GLA alternative projections indicate that demand for places in Planning Area 5 will increase from 584 places in 2014/15 to 644 places in 2030/31. When the Council adds 5% for contingency and choice in line with its policy, the demand grows to 652 places by 2020/21 and 676 places by 2030/31.

The current permanent school capacity in Pupil Place Planning Area is 570. Princes Plain has taken bulge classes in 2013 and 2014 that have increased capacity to 600. The bulge class and expansion at Farnborough Primary School will increase capacity to 630 places from September 2015. It is proposed that at a later date Princes Plain School expands to 4 Forms of Entry that would provide sufficient capacity through to 2022. Including the 5% for uplift for contingency and choice, without expanding Farnborough Primary School there would be a deficit of 29 places in Planning Area 5 in 2015/16 rising to 52 by 2021.

Before adding the bulge class, the proximity distance at which the school was able to offer places for September 2015 was 0.327 miles. This meant that many Farnborough residents would not have been successful at obtaining a place at the school."

Members may, therefore, consider that these special circumstances outweigh the harm by reason of inappropriateness caused by the proposals.

With regard to the impact of the proposals on the open nature and visual amenities of the Green Belt, there would be two storey development on the site where there is currently only single storey buildings, however, the two storey extension would not be very visible within the street scene as it would be tucked behind the main school buildings, and it would be some distance from Church Road (60m). It would not encroach onto the main open playing field to the south of the buildings, and the flat roof design would keep the height of the extension to a minimum. The proposals are not, therefore, considered to have a detrimental impact on the open character or visual amenities of the Green Belt. The proposed classroom blocks within the northern and western parts of the site are for temporary purposes only, and would be removed in due course.

The Council's Highway Engineer considers that the proposals for the expansion of the school from one form entry to two form entry are likely to increase the area over which school parking takes place, and hence the number of roads affected, but that there are short term parking and congestion issues around most schools in the Borough during drop off and pick up times, and concludes that the current situation at Farnborough Primary School does not appear to be particularly worse than at other schools. It is suggested that if Members are minded to grant permission for the proposals, the applicant should lodge a sum of money, (eg.



£3,000) with the Council in order to pay for any waiting restrictions considered necessary in areas that may become problematic.

With regard to the impact on neighbouring residential properties, the dwelling known as Arcadian is located to the north-east of the extension, and would be 47m away, with its rear garden at least 26m away. First floor windows are proposed in the facing elevation, but additional planting is proposed along the boundary with Arcadian, and given the separation distances involved, the proposals are not considered to have a detrimental impact on the privacy and amenities of the adjoining residents.

The Manse is located approximately 33m away to the south-east of the extension, and there is significant screening along this boundary. The proposals are not, therefore, considered to adversely affect the amenities of the occupiers of this property.

The proposed temporary classroom buildings would be set at a lower level than the adjoining land at the level of the existing playground, and would be separated from neighbouring dwellings by grass banking. The buildings are temporary in nature and would not cause significant harm to residential amenity.

The four new parking spaces proposed would be located to the rear of Nos.6-13 Westfield, but planting is proposed to the rear of the spaces, and their use is not considered to be unduly harmful to the amenities of adjoining residents.

In terms of the impact on the adjacent Conservation Area, the extension would be situated some distance away, and although the western temporary classroom building would fall partly within the Conservation Area boundary, the building would be kept at a low level with a low roofline, and would not impact on the character and appearance of the Conservation Area.

The proposals are considered to merit very special circumstances which would outweigh any harm to the Green Belt. Taking into account the clear educational need, any additional impact on the highway network and local residents is, on balance, considered acceptable. Overall, the considered design and need for the accommodation outweigh any harm identified, and permission is recommended.

**RECOMMENDATION: PERMISSION SUBJECT TO THE PRIOR COMPLETION OF A LEGAL AGREEMENT**

**and the following conditions:**

- 1 The development to which this permission relates must be begun not later than the expiration of 3 years, beginning with the date of this decision notice.**

**Reason: Section 91, Town and Country Planning Act 1990.**

- 2** Details of a scheme of landscaping, which shall include the materials of paved areas and other hard surfaces, shall be submitted to and approved in writing by the Local Planning Authority before the commencement of the development hereby permitted. The approved scheme shall be implemented in the first planting season following the first occupation of the buildings or the substantial completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the substantial completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species to those originally planted.

**Reason:** In order to comply with Policy BE1 of the Unitary Development Plan and to secure a visually satisfactory setting for the development.

- 3** Details of the materials to be used for the external surfaces of the building shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The works shall be carried out in accordance with the approved details.

**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** 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

- 5** 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.

- 6** Prior to the commencement of the development hereby permitted a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include measures of how construction traffic can access the site safely and how potential traffic conflicts can be minimised; the route construction traffic shall follow for arriving at and leaving the site and the hours of operation, but shall not be limited to these. The Construction Management Plan shall be implemented in accordance with the agreed timescale and details.

**Reason:** In order to comply with Policy T5, T6, T7, T15, T16 & T18 of the Unitary Development Plan and in the interest of the amenities of the adjacent properties.

- 7** The development hereby permitted shall incorporate measures to minimise the risk of crime. No development shall take place until details of such measures, according to the principles and physical security requirements of Secured by Design, have been submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented before the development is occupied and thereafter retained.

**Reason:**In the interest of security and crime prevention and to accord with Policies H7 and BE1 of the Unitary Development Plan.

- 8** 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:**In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the visual and residential amenities of the area.

- 9** The development hereby permitted shall be carried out strictly in accordance with the slab levels shown on the approved drawing(s).

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

- 10** No development shall take place until details of drainage works have been submitted to and approved in writing by the Local Planning Authority, and drainage works shall be carried out in accordance with the approved details prior to the first use of the extension. Prior to the submission of those details, an assessment shall be carried out into the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles of sustainable drainage systems set out in Annex F of PPS25, and the

results of the assessment provided to the Local Planning Authority. Where a sustainable drainage system scheme (SuDS) is to be implemented, the submitted details shall:

i) provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and / or surface waters;

ii) specify the responsibilities of each party for the implementation of the SuDS scheme, together with a timetable for that implementation; and

iii) provide a management and maintenance plan for the lifetime of the development, which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The scheme shall be implemented, maintained and managed in accordance with the approved details.

**Reason:** To ensure satisfactory means of surface water drainage.

11 The temporary classroom buildings hereby permitted shall be removed within 3 months of the first occupation of the extension hereby permitted.

**Reason:** In order that the situation can be reconsidered in the light of the circumstances at that time in the interest of the amenities of the area.

12 Within 6 months of the commencement of the use of the extension hereby permitted, a revised School Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan should include measures to promote and encourage the use of alternative modes of transport to the car. It shall also include a timetable for the implementation of the proposed measures and details of the mechanisms for implementation and for annual monitoring and updating. The Travel Plan shall be implemented in accordance with the agreed timescale and details.

**Reason:**In order to ensure appropriate management of transport implications of the development and to accord with Policy T2 of the Unitary Development Plan.

13 No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved in writing by the Local Planning Authority. For land that is included within the WSI, no demolition or development shall take place other

than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works.

If heritage assets of archaeological interest are identified by stage 1, then for those parts of the site which have archaeological interest, a stage 2 WSI shall be submitted to and approved in writing by the Local Planning Authority. For land that is included within the stage 2 WSI, no demolition or development shall take place other than in accordance with the agreed stage 2 WSI which shall include:

(a) The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

(b) The programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

**Reason:** The site is of archaeological interest and detailed investigations should be undertaken to enable consideration to be given to preservation in situ and/or recording of items of interest in compliance with Policy BE16 of the Unitary Development Plan.