

Section '3' - Applications recommended for PERMISSION, APPROVAL or CONSENT

Application No : 16/01817/FULL1

Ward:
Orpington

Address : Burwood Avalon Road Orpington BR6
9BD

OS Grid Ref: E: 547509 N: 165568

Applicant : Mr Neil Miller

Objections : YES

Description of Development:

Proposed partial demolition and erection of part one / two storey extensions to existing school building to provide for KS2 and KS3 pupils with elevational alterations, landscaping including the relocation of playground/games court, provision of bin and cycle stores, new boundary treatment and extensions and alterations to the existing car parking with new vehicle/pedestrian access points.

Key designations:

Smoke Control SCA 31

Proposal

Full planning permission is sought for the partial demolition and erection of part one / two storey extensions to existing school building to provide for KS2 and KS3 pupils with elevational alterations, landscaping including the relocation of playground/games court, provision of bin and cycle stores, new boundary treatment and extensions and alterations to the existing car parking with new vehicle/pedestrian access points.

The school, now known as Burwood School, is a school for children who have statements of special education needs and specialises in taking pupils with social, emotional and mental health requirements. The school currently caters for boys in KS3 and KS4 however will cater for KS2 and KS3 pupils, including girls, come September 2016. The School will also be re-branded to be called Bromley Beacon Academy.

At the time of the planning application submission the number of pupils at the school was 44 which is proposed to be increased to 48 with 5 additional staff members.

Details of the proposal are as follows:

- Increase in Gross Internal Area of 914sqm

- Proposed demolition of the existing single storey elements to the rear of the site and the rebuilding of this area at single storey height, 3m in depth, wrapping around the eastern elevation of the school site.
- Proposed double height, single pitch sports hall to the east of the site, creating a centralised courtyard area within the school, removing the existing horse-shoe arrangement. The hall is proposed at 8.2m in height, stepping down to approximately 5m to the canopy over the new entranceway. The extension is proposed between 15.4m and 18.8m in depth.
- New entranceways and canopy into the school and reception areas.
- Extensive internal refurbishment and external façade cladding (three tone timber effect and three tone coloured cladding) with window replacement (Dark grey PPC Aluminium)
- Complete roof replacement in single ply membrane
- Relocation of the hard games court to the rear of the school with new sloped access, planting and regrading of the land
- Re-orientated car park and visitor entrances with additional car parking spaces
- Tree planting between the extension and football pitch to reinforce the existing tree line
- Extension to the existing playground to the front of the school building with additional planting and new fencing
- Canopy to outside area adjacent to dining room and landscaping works

The application is supported by the following documents and reports with their findings summarised as follows:

Transport Assessment (March 2016): The report concludes that whilst the pupil number is increasing, and that pupils will be dropped to the site by taxis/cars, the impact will be minimal. The school has an existing travel plan which will be updated regularly to encourage users to use more sustainable methods of travel although given the nature of the school this may be difficult.

Arboricultural Impact Assessment (February 2016): The report outlines that only one tree will be removed to facilitate the development, a Cherry Tree located adjacent to the new access point from Avalon Road. The loss of the tree will have a significant impact however it is stated that given the width of the frontage there is space for planting of several new trees. The removal of existing hardstanding to be replaced by grass will impact upon a maple tree and a walnut. Subject to correct implantation of the methodology provided, the work should not adversely impact on either tree. Minor changes to the southern playground and changes to the parking provision have the potential to affect roots of trees however with the installation of protective fencing, no impact is expected to result from the work.

Ground Investigation (March 2016): The risk to identified receptors is negligible and remediation of the land is not considered necessary.

Soakaway Test (February 2016): The report outlines that the ground is predominantly chalk in composition and that soakaways in chalk should be positioned at least 10m from the foundations of the building. Groundwater levels may vary throughout the site and consideration may be given to additional investigation to confirm that varying groundwater depths will not affect soakaway performance.

Air Quality Assessment (February 2016): The report concluded that based on the assessment results, exposure of future site users to exceedences of the Air Quality Objectives (AQOs) is considered unlikely as a result of the development. During the operational phase of the development there is the potential for air quality impacts as a result of traffic exhaust emissions associated with vehicles travelling to and from site. Due to the low level of trips anticipated to be produced by the proposal, negligible impacts were predicted.

Plant Noise Assessment (February 2016): The report assesses the impacts of the plant noise source which may have the potential to impact upon existing residential development and the proposed development. The assessment concludes that the noise impacts would be 'low impact' following guidance from current British Standards. Further information was requested to assess the impacts of the noise as a result of the extensions and the re-location of the playground.

Extended Phase 1 Ecological Habitat Survey Report (February 2016): The report concluded that the scattered mature trees have the potential to support nesting birds and provide habitats for stag beetle. The grassland is tightly mown which limits its value for wildlife. The northern boundary of the playing fields support foraging and playing foxes. The extension will result in a loss of a small isolated area of amenity grassland of insignificant value to wildlife. Potential impacts of the proposed extension on protected species and habitats is considered to be negligible.

Flood Risk Assessment (FRA) (February 2016): The report outlines that the extensions to the school total 825sqm and that the site lies within Flood Zone 1. The redevelopment of the site will not be expected to displace any flood waters and the site is at a low risk of surface water flooding. It is proposed that soakaways will be used for the proposed extensions. No mitigation measures are considered necessary to mitigate the risk from infrastructure failure.

The application is also accompanied by a Planning Statement and a Design and Access Statement in which the applicant submits the following points in support of the application (summary):

- The topography slopes downwards gently from west to east across the site
- The National Planning Policy Framework (2012) gives support for new school and the expansion of existing school sites
- Use of materials such as rockclad panels helps to ensure that the development sits comfortably within its context.
- Whilst the site is designated as Urban Open Space, the proposed extensions are located within the existing school site and do not significantly change the existing footprint of the built form or introduce any new uses.
- The development consolidates the built form on the site

- Parking provision is to increase by 13 spaces, the site is also located within an area where on-street parking is unrestricted so it is important to provide on-site parking given that public transport accessibility is low.
- The existing visitors car park will reduce in numbers by 9 spaces due to it being underused at present
- The number of pedestrian movements along Avalon Road are not expected to increase
- The layout has been designed to be compact so that it has a minimal impact on the open character of the site
- Much of the development follows the simple low flat roof form of the existing building except the hall.
- The proposed openings are larger to present a contemporary appearance and to provide views of surrounding site from inside the building
- New tree planting and landscaping will take place throughout the site
- The proposal incorporates passive design methods including the introduction of small roof vents, and the replacement of the windows for double glazing. The proposed flat roofs will provide an opportunity for photovoltaic panels to be installed. The proposals have been designed to BREEAM 'very good' standard.

Location

Burwood School is located on the northern side of Avalon Road, the school and its grounds are designated as Urban Open Space. The existing school currently comprises an arrangement of predominantly single storey buildings with a double height hall and water tower. The school has double vehicle access to the east and west of the school site with surface car parking provision for both staff and public use. The topography of the site slopes gently downwards from west to east.

The school site is bounded to the west, south and east by residential properties in Craven Road, Avalon Road, Manor Fields and Gload Crescent. To the north west of the site there is Blenheim Primary School and Nursery and to the south lies Goddington Park, a SINC (Site of Importance for Nature Conservation). The site is surrounded to the north by open playing fields however when viewed from Avalon Road the area is predominantly residential in nature.

The site has a Public Transport Accessibility Level (PTAL) rating of 1b (on a scale of 0 - 6 where 6 is the highest).

Consultations

Nearby owners/occupiers were notified of the application by letter and a site notice was also displayed. The Council, given the lack of comments received, also visited properties surrounding the site to ensure that planning notification letters were received. One comment was received which can be summarised as follows:

- Goddington Meadow is a protected wild flower meadow and needs to be cut once a year in late summer/early autumn.

- Access to Goddington Meadow is through the school entrance, it is important for the access to be wide enough to allow tractor and mowing equipment through.

Comments from local amenity groups:

Orpington Field Club:

- Trees along the northern and north-west boundary are ancient elms. Assurance is sought that bat and bird boxes are not attached to these trees.
- Very important that any relocation of the playground/games court ensures that the distance between the wooded boundary to the north and north-west is adequate to protect the ancient woodbank and ancient trees.
- Area to the north of the site is a protected meadow which London Borough of Bromley own and maintain annual hay cuts under a Higher Level Stewardship Scheme, now contracted out to TLG. The only access to the meadow is via the eastern entrance to Burwood School which is the only point sufficiently wide enough to enable tractor access. It is important that the accesses to the school site are maintained at a width wide enough to allow this to continue. Without the annual haycut and removal of airings the biodiversity of the chalk meadow will be lost.
- A list of conditions has been requested pertaining to access, installation of bat boxes and lighting schemes.

The Applicant has responded to these comments stating:

- Access to the adjacent Meadow is not affected by the proposal
- The relocated playground is still at some distance from the boundary and we would not consider this to have any effect on the ancient woodbank and coppiced wych elms
- We would propose that the bat and bird boxes are fixed to trees but avoiding the wych elms as it appears the only concern here is to protect the elms from Dutch Elm Disease. We do not wish to fix these to the building or build them in.
- There is no lighting scheme to the rear of the school and therefore lighting will not affect the roosting potential of the ancient trees.
- Comments were sought from the Landscape Group who maintains Goddington Meadow on behalf of LBB:
- The tractor, having entered the school grounds currently goes around via the field to the double gate entrance to the meadow at the western boundary of Burwood School.
- The site is proposed as a Grade I Site of Importance for Nature Conservation (SINC) in the emerging Local Plan

- The point raised by Orpington Field Club need to be considered with regard to access so TLG can continue maintaining the site
- The site is in a Higher Level Stewardship agreement

Comments from Consultees:

Thames Water: no objection with regard to sewage infrastructure capacity or water infrastructure capacity. With regard to surface water it is the responsibility of the Developer to make proper provision for drainage to ground, water courses or a suitable sewer.

The Council's Environmental Health Officer:

The acoustic assessment only deals with potential plant noise impacts. The proposal involves moving the KS2 playground to the front of the building to within a few meters of housing opposite. The impact of this has not been assessed, neither has compliance with BB93 for internal amenity standards. The submitted Air Quality Report also has 'not for Issue' across every page which needs to be amended. Informatives are required in respect of contamination.

Further acoustic assessments/specification of mitigations to cover these issues were requested on behalf of the Environmental Health Officer.

An amended contaminated land desk study was submitted to the Council on July 4th 2016 with an addendum to the acoustic report. The Environmental Health Officer notes that the playground is permitted and existing although it has 'fallen into disrepair and is not used as much as it once was'. As the playground is existing, the only increase in noise the Applicant considers is by a slight increase in number of pupils which would not be significant acoustically speaking.

The impact from future proposed use vs no use presently may be significant and in practice that is what would be experienced by residents. However if it is correct that it would already be permitted to use the area as an existing playground then it is agreed that the impact is unlikely to be significant from this not-existing (but currently permitted) situation.

The Council's Drainage Engineer: The submitted FRA is acceptable in principle. The strategy should be developed to detail design as part of a planning condition.

The Council's Highways Development Engineer:

Preliminary comments were received from the Council's Highways Officer which state the following:

'This is small school catering for pupils with social, emotional or mental health difficulties. There are currently 44 pupils with 25 Full Time Equivelent staff. This will increase to 48 pupils and 30 FTE staff. The site has 2 car parks, a staff car park with 6 spaces plus 2 for minibuses, and a visitor car park with around 17 spaces. Due to the nature of the school the majority of pupils arrive by car or taxi

(34) with 8 arriving by bus and 2 walking. Drop off surveys indicated all occurred within the car park and none on Avalon Road.

The majority of staff drive and the current car park is too small. The proposal includes increasing the size of the staff car park to 19 spaces plus 2 disabled and 2 minibus spaces. The other car park is being marked out to provide 8 visitor and 3 dropping off spaces.

The site currently has 2 access points, one to each car park, and it is proposed to relocate the access to the visitor car park.

The Transport Assessment (TA) included with the application is marked up as a draft and the appendices are not included. The information regarding the staff travel modes is referred to in para 2.4 but not included in table 2.1.

The design of the new access is relatively wide (14m) and although it reflects the existing one I am not clear whether this width is required. Are large vehicles likely to use this car park? The sightline appears sub-standard as the access is on a bend and the boundary treatment may need to be adjusted.

A copy of the full TA, covering the points above, with an assessment of the proposed access to assess the layout was requested, and further information inclusive of an amended transport assessment and site plan were submitted in this regard on the 22nd June 2016.

Finalised comments were received from the Highways Officers raising no further objections subject to conditions and informatives.

Sport England:

It is understood that the site forms part of, or constitutes a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation is therefore statutory and Sport England has considered the application in the light of the National Planning Policy Framework (in particular Par 74) and its policy to protect playing fields, 'A Sporting Future for the Playing Fields of England (see link below).

Essentially Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all/part of a playing field, unless one of 5 exceptions applies.

The proposal involves the erection of an extension to the school building including a sports hall and associated development including a games court on the school playing field.

- School extension, landscaping, bin and cycle stores, KS2 playground extension, car park alterations and access points

These aspects of the proposal would appear to be sited on areas incapable of accommodating a playing pitch or part thereof. Sport England is therefore satisfied that this aspect of the proposed development would meet exception E3 of the above policy:

E3 - The Development only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch

- KS3 Playground/Games Court

The proposed KS3 Playground/Games Court would appear to be sited on areas of existing playing field but this area of the playing field does not appear to have formed part of a playing pitch or an area of land affecting the use of a playing pitch. Furthermore, the existing pitch would be unaffected and a formal outdoor sports facility is proposed therefore this aspect of the proposed development is considered to meet exception E5 of the above policy.

E5 The proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of playing field

This being the case, Sport England does not wish to raise an objection subject to the following condition being attached to the decision notice should the Local Planning Authority be minded to approve the application:

No development shall commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the sports hall and games court and include details of pricing policy, hours of use, access by non-educational establishment users, management responsibilities and a mechanism for review, and anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community use of the facilities. The development shall not be used at any time other than in strict compliance with the approved agreement."

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport. The comments from Sports England were relayed to the Applicant, who stated that by virtue of the nature of the school which has a significant set of safeguarding procedures in place and access control systems for both the building and land, the imposition of the condition is not considered reasonable. The Applicant acknowledges that the Design and Access Statement references the 'potential for community use' however whilst the school may look to the possibility of seeking potential income from community uses in the future, at this stage it is not being considered as part of these works and the ability to manage and control access out of hours to a sensitive site with vulnerable children is not either funded or included within this proposal.

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Sport England have been contacted directly for further comments following these comments from the Agent. Whilst no comments have been forthcoming to date, these will be report verbally to committee when received. Should an objection be made from Sport England, as a statutory consultee a referral will be made of the application to the Secretary of State.

Planning Considerations

The Most Relevant Unitary Development Plan (2006) policies include the following:

- BE1 Design of New Development
- BE7 Railings, Boundary Walls and Other Means of Enclosure
- C7 Educational and Pre-School Facilities
- ER10 Light Pollution
- G8 Urban Open Space
- L1 Outdoor Recreation and Leisure
- L6 Playing Fields
- NE3 Nature Conservation and Development
- NE5 Protected Species
- NE7 Development and Trees
- NE12 Landscape Quality and character
- T2 Assessment of transport effects
- T3 Parking
- T5 Access for people with restricted mobility
- T6 Pedestrians
- T7 Cyclists
- T8 Other Road users
- T15 Traffic Management
- T16 Traffic Management and Sensitive Environments
- T18 Road Safety

Supplementary Planning Guidance 1: General Design Principles

Supplementary Planning Guidance 1: General Design Principles. A consultation on Draft Local Plan policies was undertaken early in 2014 in a document entitled Draft Policies and Designations Policies. In addition a consultation was undertaken in October 2015 in a document entitled Draft Allocation, further policies and designation document. These documents are a material consideration. The weight attached to the draft policies increases as the Local Plan process advances. Full details of the Council's Local Development Scheme are available on the website.

The Draft Local Plan is a material consideration (albeit of limited weight at this stage). Of relevance to this application are policies:

- 6.5 Education
- 6.6 Educational Facilities
- 7.1 Parking
- 7.2 Relieving congestion
- 8.1 General design of development
- 8.3 Development and Nature Conservation
- 8.4 Wildlife Features
- 8.6 Protected Species
- 8.7 Development and trees
- 8.11 Landscape Quality and Character
- 8:20 Urban Open Space
- 8.22 Outdoor Recreation and Leisure
- 8.23 Outdoor Sport, Recreation and Leisure
- 10.4 Sustainable Urban Drainage Systems
- 10.6 Noise Pollution
- 10.7 Air Quality
- 10.9 Light Pollution
- 10.10 Sustainable design and construction
- 10.11 Carbon reduction, decentralised energy networks and renewable energy
- 11.1 Delivery and implementation of the Local Plan

In strategic terms the London Plan 2015 which now also includes the Minor Alterations to Housing and Parking Standards approved in March 2016. The relevant policies are:

- 2.6 Outer London: vision and strategy
- 2.18 Green Infrastructure
- 3.18 Education Facilities
- 3.19 Sports Facilities
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.6 Decentralised energy in development proposals
- 5.7 Renewable energy
- 5.8 Innovative energy technologies
- 5.9 Overheating and cooling
- 5.10 Urban Greening
- 5.11 Green roofs and development site environs
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 5.18 Water Use and Supplies
- 5.21 Contaminated Land
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.8 Coaches
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road Network Capacity
- 6.13 Parking

7.2 An Inclusive Environment
7.3 Designing our Crime
7.4 Local Character
7.6 Architecture
7.14 Improving Air Quality
7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
7.18 Protecting open space and Addressing Deficiency
7.19 Biodiversity and Access to Nature
7.21 Trees and Woodland
8.1 Implementation

Major's SPG's:

Social Infrastructure SPG (2015)
Accessible London: Achieving an Inclusive Environment (2014)

The following London Plan SPG's are relevant to this application:

Accessible London: Achieving an Inclusive Environment" (2014)
Sustainable Design and Construction (2014)

On 25 January 2016, the Deputy Mayor for Planning, wrote to the London Assembly to formally 'lay before' the London Assembly the Mayor's 'intend to publish' Housing Standards and Parking Standards Minor Alterations to the London Plan (MALPs). The Mayor has now adopted the MALP and the most relevant changes to policies include:

5.3 Sustainable Design and Construction
6.13 Parking

Relevant policies and guidance in the form of the National Planning Policy Framework (NPPF) (2012) and National Planning Practice Guidance (NPPG) must also be taken into account. The most relevant paragraphs of the NPPF include:

14: achieving sustainable development
17: principles of planning
56 to 66: design of development
69 - 70, 73 - 74: promoting healthy communities
96 - 103: climate change and flooding
109 -111, 118, 120 - 121, 121: nature conservation and biodiversity

The NPPF makes it clear that weight should be given to emerging policies that are consistent with the NPPF.

Planning History

99/00909/DEEM3 - Single storey side extension and creation of infant's play area to front of school - Permitted

03/02020/DEEM3 - Long jump track and pit, and discus circle with 5m high steel mesh throwing cage with access gates - Permitted

09/01429/FULL1 - Single storey open sided extension with tented canopy roof to provide external skills learning area - Permitted

Conclusions

The main issues to be considered are:

- Principle of Development - including development within the urban open space
- Loss of playing fields;
- Scale, layout and design
- Impact on nearby residential dwellings
- Parking and cycling provision and Highways impacts
- Trees, Ecology and landscaping
- Flooding and Drainage
- Sustainability and Energy
- Pollution and Contamination

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.

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

Policy G8 of the UDP permits built development on Urban Open Space only in the following instances:

- (i) where it is related to the existing use or
- (ii) is small scale and supports the outdoor recreational uses or children's play facilities on site or
- (iii) any replacement buildings do not exceed the site coverage of existing development on the site.

This approach is further emphasised in Draft Policy 8.20 which, in relation to schools, further states "where there is a demonstrable need for additional educational buildings sensitive siting will be sought to ensure that the impact on the open nature of the site is limited as far as possible without compromising the educational requirements".

It is not considered that the proposed extension to the existing school would significantly increase pupil provision or staff numbers with an overall increase of 4 pupils and 5 staff members. The proposal cannot be considered to be small scale given the size and scale of the extensions but as an intensification of an existing school site, it could be considered an appropriate form of development in principle.

Scale, siting, materials, design

Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, indivisible from good planning and should contribute positively to making places better for people. The NPPF states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings and public and private spaces. Developments are required to respond to local character and history, reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation. New development must create safe and accessible environments, achieving the highest standards of inclusive design to ensure that it can be used safely, easily and with dignity by all (Para.3.114, London Plan).

London Plan and UDP policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design. Policy BE1 requires that new development is of a high standard of design and layout. It should be imaginative and attractive to look at, complement the scale, form, layout and materials of adjacent buildings and should respect the amenity of the occupiers of neighbouring buildings. Furthermore, the application of a high quality palette of materials is required as well as a high quality landscaping scheme demonstrating that the vast majority of trees on and around the site are to be retained.

The extensions to the school are close to the existing school building and are sited in a manner which consolidates the built form on the site. The proposed development will project between 15.4-18.8m to the east onto land currently used as outdoor play space, wrapping around to the north of the site at single storey, projecting 3m in depth. The extension along the eastern elevation is proposed at between 5.4m and 8.2m in height. The form of the proposal is characterised by a series of varying heights that step up to respond to the level difference between the two wings of the existing school building, predominantly with a flat roof profile, matching to the existing built form on the site. A mono-pitched canopy and roof profile is proposed over the reception/entrance area to the school.

The extensions to the school are not considered dis-proportionate to the size and scale of the existing buildings, nor the wider school site with good separation to the boundaries being retained allowing for a sense of openness. The scaling of the proposed buildings allows for a legible scheme, with the entrance to the school site visible on approach from both directions on Avalon Road. Whilst the hall will be the dominant feature of the proposed extensions at 8m in height, this is not unusual for a school building, and is proposed to be clad with a natural wood material, softening the impact of the size of the proposal. The development would not only consolidate the built form of the site but result in a scheme of works to improve the visual amenity of the site when viewed from surrounding public vantage points, inclusive of new boundary treatments, consolidation of play equipment and a new landscaping scheme.

The application also proposes an extension to an existing outdoor play area to the front elevation as well as the re-siting of an existing hard surfaced games court to the rear of the building on to land currently used as playing fields. An extension and re-organisation of the surface car parking is also proposed.

The new hard surfaced games area to the rear of the school site includes the erection of new perimeter fencing. The impact of this element and the overall provision of this sports facility therefore necessitates an assessment of the impact on the urban open space. No details of the proposed fencing have been submitted as part of the application, however details of this can be conditioned and are set out in the conditions section. The proposed fencing is clearly necessary to enable the appropriate use of the hard-surfaced play area, similar to that as existing to the eastern elevation of the school site. The form of the fence and the type of fencing should enable views through it and be lightweight in appearance to retain the openness of the site, details of which can be conditioned and are set out in the conditions below.

An extension to the playground to the front of the school building is proposed with increased planting along the front elevation to screen this area from Avalon Road. The principle of an outdoor play space within this location is established.

Elevational alterations are also proposed inclusive of new windows, cladding and new roof membrane. Details of materials have been provided to the Council, including horizontal three tone timber panelling which is to be utilised with a coloured cladding as the primary external material. Details regarding the longevity

of these materials have been provided, with a guarantee that the change in colouring over a 40 year period is slight. Brickwork is proposed primarily at ground floor level to protect against general wear and tear with the cladding panels being given a higher level of protection to the finish given the nature of the school and this allows for abrasive cleaners to be used to remove graffiti without affecting the finish of the product. Detailing of the coloured panels of cladding have not been forthcoming, and should permission be granted, a condition requesting the submission of these is set out in the conditions section.

On balance, the overall design, siting and size of the proposed extensions are considered acceptable subject to an assessment of all other matters including impact upon residential amenity, loss of playing fields and highways matters.

The proposal should also incorporate Secured by Design principles (as required by Policy BE1 (vii)) to take account of crime prevention and community safety. A condition securing measures to minimise the risk of crime is attached.

Loss of Playing Fields

The NPPF (para. 74) and the London Plan (Policy 3.19) preclude the loss of open space, sports and recreational land, including playing fields. Temporary facilities may provide the means of mitigating any loss as part of proposals for permanent re-provision. Wherever possible, multi-use public facilities for sport and recreational activity should be encouraged. Policy L6 of the UDP seeks to protect the loss of playing fields.

It is understood that the site forms part of a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.

Sport England has considered the application in the light of the National Planning Policy Framework (particularly Para 74) and Sport England's policy on planning applications affecting playing fields 'A Sporting Future for the Playing Fields of England'.

Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all or any part of a playing field, unless one or more of the five exceptions stated in its policy apply.

Sport England have considered the proposed scheme in two parts:

School extension, landscaping, bin and cycle stores, KS2 playground extension, car park alterations and access points:

These aspects of the proposal would appear to be sited on areas incapable of accommodating a playing pitch or part thereof. Sport England is therefore satisfied that this aspect of the proposed development would meet exception E3 of the above policy:

E3 The Development only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch

KS3 Playground/Games Court:

The proposed KS3 Playground/Games Court would appear to be sited on areas of existing playing field but this area of the playing field does not appear to have formed part of a playing pitch or an area of land affecting the use of a playing pitch. Furthermore, the existing pitch would be unaffected and a formal outdoor sports facility is proposed therefore this aspect of the proposed development is considered to meet exception E5 of the above policy.

E5 The proposed development is for an indoor/outdoor sports facility of sufficient benefit to sport to outweigh the detriment caused by the loss of playing field

This being the case, Sport England does not wish to raise an objection subject to a community use condition being attached if permission was to be forthcoming to ensure the development of sport within the site.

Correspondence between the Applicant and Sport England has occurred in which the Applicant has formally requested Sport England to remove the requirement of the condition in light of the special nature of the secure school site and the requirement for the site to be secure. In this case it is considered that the inclusion of this condition is not reasonable given the nature of the school site and that other material planning considerations outweigh Sport England's requirement for public use of the site. These aspects have been formally highlighted to Sport England by the Applicant and Officers and at the time of writing Sport England have not clarified their position. Therefore at this stage the Recommendation is subject to the clarification of Sport England's position and, if necessary, referral to the National Planning Casework Unit.

The area of the playing field to be lost equates to 629sqm, and is to be turned over to a hard surfaced playground/games court with boundary fencing. Whilst the construction of a hard-surfaced play area does not outweigh the loss of the playing field, it does provide an outdoor recreation area, which can be used at all times of the year, unlike a playing field. The loss of the playing field was found to fall under exception E5 of the sport England policy in that the playing field does not appear to have formed part of a playing pitch or an area of land affecting the use of a playing pitch. Furthermore, the existing pitch would be unaffected and a formal outdoor sports facility is proposed in its place. The site also retains large areas of open playing fields in compliance with policy L6. On balance, it is considered that that the reduction in playing fields on this site is considered acceptable and that the imposition of the condition by Sport England is not considered reasonable given the nature of the school.

Access Road, Highways and Parking

The NPPF recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. All developments that generate significant amounts of movement should be supported by a TA. Plans and decisions should take account of whether the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site and safe and suitable access to the site can be achieved for all people. It should be demonstrated that improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. The NPPF clearly states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe (Para.32).

London Plan and UDP Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Proposals relating to primary schools will also be required to produce and adopt a School Travel Plan (Policy C7) identifying measures which will assist in reductions in car usage, reduced traffic speeds and improved safety particularly for pedestrians and cyclists. Policies T1, T2, T3, T6 and T18 of the UDP relate to the Council's requirements in terms of parking, transport assessments and highway safety in addition to London Plan Policies under Section 6 including Policies 6.8 - 6.10 & 6.13. The requirements for car parking are laid out within Table 6.2 of the London Plan and details of secure cycle parking spaces (for staff, pupils and visitors) should be provided in accordance with the standards set out in table 6.3.

Developments should provide adequate levels of parking provision suitable for the required use and taking into account the different modes of transport available near to the site to reduce car usage as identified in the Transport Assessment. The submitted assessment shows the likely trip generation in comparison and in addition to the existing use, with accompanying plans showing the servicing strategy, swept paths analysis and predicted car and cycle parking requirements.

The site has 2 car parks, a staff car park with 6 spaces plus 2 for minibuses to the west elevation of the school site, and a visitor car park with around 17 spaces along the frontage with Avalon Road. Due to the nature of the school the majority of pupils arrive by car or taxi (34) with 8 arriving by bus and 2 walking. Drop off surveys submitted with the application indicate that all drop-offs occurred within the car park and none on Avalon Road.

The proposal includes increasing the size of the staff car park to 19 spaces plus 2 disabled and 2 minibus spaces. The other car park is being marked out to provide 8 visitor spaces and 3 dropping off spaces. The site currently has 2 access points, one to each car park, and it is proposed to relocate the access to the visitor car park approximately 10m to the east from the existing entrance and extend the width of this to 14m. Both extensions to the existing car parking areas are to be landscaped with disabled bays clearly demarcated.

The Highways Officer raises questions over the need for the access to be the width it is proposed at (14m), which is deemed quite large for the number of vehicles, however further details of this can be conditioned to be submitted should permission be forthcoming.

No objections to the scheme are raised from highways subject to conditions. Officers consider that the extensions to the car parking areas are acceptable, and that the increase in hardstanding can be sufficiently mitigated through a scheme of landscaping which can be conditioned to be submitted.

Neighbouring Amenities

Given the siting of the proposed extensions relative to the existing school buildings it is unlikely that any particular harm would result in terms of residential amenity, due to the distances and the relationships between the existing school buildings and existing dwellings. The dwellings along Avalon Road are located approximately 30m from the front elevation of the school building, with those along Manor Fields being over 70m from the proposal. The siting of the proposed extensions should not, therefore, result in any potential for overlooking, loss of privacy, or a loss of light or overshadowing. The new vehicular access is to be located opposite 118-116 Avalon Road, however this is not considered to adversely impact upon residential amenity given the existing nature of the site, the minimal increase in vehicular numbers and the distance of the access from the neighbouring property.

Whilst the materials proposed are of a modern design, which contrasts with the more traditional palette of materials found within the wider residential area, it is not considered that this would cause detrimental visual impact given the muted tones of the proposed coloured panelling which is in keeping with the use of the site for educational purposes.

The property at number 103 Avalon Road is located adjacent to the staff car park to the west of the site. The car park is located between 8-10m from the residential property, slightly closer than the existing arrangement. Whilst the car park within this location is to be extended, this is not considered to be of a greater degree to cause undue harm in terms of noise to the neighbouring property. A scheme of landscaping would also partially mitigate any undue impacts in this case.

The Environmental Health Officer raised concern with regard to the noise transference between the playground to the front elevation of the school site and the surrounding residential properties. The playground to the front of the building is an existing area of open play space, however in recent times has fallen into disrepair and is no longer used as much as it once was. Despite this, the provision of outdoor play space within this location is existing and the principle is established therefore the only increase in noise considered is by an increase in the number of pupils, which is minimal. The EH Officer considers that whilst the impact from future proposed use compared with the current non-use of the site may be significant and in practice that is what would be experienced by residents, given that it would already be permitted to be used as an existing playground then the impact is unlikely to be significant.

The boundary treatment of the site is to be replaced, however apart from indicative 3D imaging; no finalised details as to this have been forthcoming. It is known however that the piecemeal design of the current fence is to be removed, with a

boundary of matching size and design throughout the site which is considered a betterment aesthetically when viewed from the property's on Avalon Road.

Technical issues

Refuse and Recycling

The refuse and recycling on the site is proposed to be located adjacent to the cycle store, away from residential property's to the rear of the car parking area which is considered acceptable. Details of these containers shall be submitted for approval should permission be granted.

Drainage/Flooding/Contamination

Policy 5.13 of the London Plan requires development to utilise sustainable urban drainage systems (SUDS), unless there are practical reasons for not doing so though supporting text to the policy also recognises the contribution 'green' roofs can make to SUDS. The hierarchy within that policy is for a preference for developments to store water for later use.

The site is not located within a Flood Risk Area, however a FRA has been submitted as part of the application as well as a contamination assessment. No objections have been raised to any of the findings within these reports subject to conditions.

Trees and Ecology

An Arboricultural Impact Assessment (February 2016) has been submitted which finds that: only one tree will be removed to facilitate the development, a Cherry Tree located adjacent to the new access point from Avalon Road. The loss of the tree will have a significant impact however it is stated that given the width of the frontage there is space for planting of several new trees. The removal of existing hardstanding to be replaced by grass will impact upon a maple and a walnut tree. Subject to correct implantation of the methodology provided, the work should not adversely impact on either tree. Minor changes to the southern playground and changes to the parking provision have the potential to affect roots of trees however with the installation of protective fencing, no impact is expected to result from the work. A detailed scheme of landscaping has not been submitted however it is considered that this could be conditioned, given the indicative details that have been assessed being acceptable. Comments have not yet been received from the Council's tree officer however these will be reported verbally to committee once received.

An Extended Phase 1 Ecological Habitat Survey Report (February 2016) was also submitted which finds: that the scattered mature trees have the potential to support nesting birds and provide habitats for stag beetle. The grassland is tightly mown which limits its value for wildlife. The northern boundary of the playing fields support foraging and playing foxes. The extension will result in a loss of a small isolated area of amenity grassland of insignificant value to wildlife. Potential

impacts of the proposed extension on protects species and habitats is considered to be negligible.

Comments have also been submitted from Orpington Field Group and also The Landscape Group who maintain parkland on behalf of LBB. Comments received pertain to Goddington Meadow to the north of the site which is a protected meadow that LBB own and maintain annual hay cuts under a Higher Level Stewardship Scheme. The only access to the meadow is via the eastern entrance to Burwood School which is the only point sufficiently wide enough to enable tractor access. It is important that the accesses to the school site are maintained at a width wide enough to allow this to continue. Without the annual haycut and removal of airings the biodiversity of the chalk meadow will be lost.

TLG support the comments from Orpington Field Group that the eastern access to the site should be at least 12ft in width (3.36m) to allow for tractor access to the school. Comments from the Applicant assure that the access to the tractor will be maintained, however as details regarding the width of the accesses are required to be conditioned on behalf of the Highways team anyway, it is reasonable that a minimum width is also conditioned to allow access across the site in perpetuity.

Other comments received from Orpington Field Group relate to the siting of bat and bird boxes to ancient trees along the boundary of the site which should be resisted. A condition relating to this is deemed reasonable given the impact of the spread of disease that could occur should this happen.

Conclusion

This report has considered those matters in the light of adopted and emerging development plan policies and other material considerations including third party representations. As discussed in this report the redevelopment of this site in the nature proposed is considered to make a positive contribution to this part of the borough in terms of providing a much needed educational facility, of a good standard of design.

RECOMMENDATION: PERMISSION

Subject to 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 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.

- 3** Notwithstanding the approved plans, further details of the proposed cladding materials, inclusive of colour, shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced above ground. The development shall be carried out in accordance with the approved details.

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

- 4** Details of the windows (including rooflights and dormers where appropriate) including their materials, method of opening and drawings showing sections through mullions, transoms and glazing bars and sills, arches, lintels and reveals (including dimension of any recess) shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The windows shall be installed 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.

- 5** Details of a scheme of hard and soft 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 development is commenced. 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.

- 6** Prior to first occupation of the development hereby approved a scheme for any external lighting that is to be installed at the site, including measures to prevent light spillage shall be submitted to and approved in writing by the local planning authority.

Reason: In order that the local planning authority may be satisfied that the lighting is installed and maintained in a manner which will minimise possible light pollution to the night sky and neighbouring properties and to comply with Policy BE1 of the UDP.

- 7** Use of the outside amenity areas only shall be restricted to use by Bromley Beacon Academy only and shall not be used by the general public without express written permission from the Local Planning Authority.

REASON: In the interests of the protection of residential amenities in accordance with Policy BE1 of the Unitary Development Plan.

8 Before any part of the development hereby permitted is first occupied boundary enclosures, inclusive of the boundary enclosure to the outdoor KS3 play area, of a height and type to be approved in writing by the Local Planning Authority shall be erected in such positions along the boundaries of the site(s) as shall be approved and shall be permanently retained thereafter.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of visual amenity and the amenities of adjacent properties.

9 Ecological enhancement measures shall be fully implemented throughout the site, prior to completion of the development, including different types of bird boxes and feeding points, bat boxes and a Loggery for Stag Beetles. No bird or bat boxes are to be located on the ancient wych elms located within the site. These measures shall be retained thereafter.

REASON: In accordance with policy NE3 of the Unitary Development Plan and policy 7.19 of the London Plan.

10 Details of the access road junction with Avalon Road and the dimensions of visibility splays shall be submitted to and approved in writing by the Local Planning Authority and these access arrangements shall be substantially completed before any part of the development hereby permitted is first occupied. The eastern most vehicular access point is required to be of a sufficient width to provide tractor and trailer access to the school site.

Reason: In order to comply with Policy T18 of the Unitary Development Plan and in the interest of pedestrian and vehicular safety.

11 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.

12 Before any part of the development hereby permitted is first occupied that part of a sight line of 43m x 2.4m x 43m; which can be accommodated within the site shall be provided in both directions at the new access junction with Avalon Road; and with the exception of trees selected by or the Local Planning Authority no obstruction to visibility shall exceed 1m; in height in advance of this sight line, which shall be permanently retained as such.

Reason: In order to comply with Policy T18 of the Unitary Development Plan and to ensure that the proposal does not prejudice the free flow of traffic and conditions of general safety along the adjoining highway.

13 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.

14 Surface water from private land shall not discharge on to the highway. Details of the drainage system for surface water drainage to prevent the discharge of surface water from private land on to the highway shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works. Before any part of the development hereby permitted is first occupied, the drainage system shall be completed in accordance with the approved details and shall be retained permanently thereafter.

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.

15 **Condition:** The development permitted by this planning permission shall not commence until a surface water drainage scheme for the site based on sustainable drainage principles, and an assessment of the hydrological and hydro geological context of the development has been submitted to, and approved by, the Local Planning Authority. The surface water drainage strategy should seek to implement a SUDS hierarchy that achieves reductions in surface water run-off rates to Greenfield rates in line with the Preferred Standard of the Mayor's London Plan.

Reason: To reduce the impact of flooding both to and from the proposed development and third parties

16 1. The development shall be implemented in accordance with the Arboricultural Impact Assessment (AIA) and Tree Protection Plan (TPP) approved as part of the planning application, under the supervision of a retained arboricultural specialist in order to ensure that the correct materials and techniques are employed.

REASON: To ensure that works are carried out according to good arboricultural practice and in the interests of the health and amenity of the trees to be retained around the perimeter of the site and to comply with Policy NE7 of the Unitary Development Plan.

You are further informed that :

- 1** You should contact extension 4621 (020 8313 4621 direct line) at the Environmental Services Department at the Civic Centre with regard to the laying out of the crossover(s) and/or reinstatement of the existing crossover(s) as footway. A fee is payable for the estimate for the work which is refundable when the crossover (or other work) is carried out. A form to apply for an estimate for the work can be obtained by telephoning the Highways Customer Services Desk on the above number.

- 2** If during the works on site any suspected contamination is encountered, Environmental Health should be contacted immediately. The contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Authority for approval in writing.

- 3** Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.