

## **SECTION '2' – Applications meriting special consideration**

**Application No :** 15/05521/FULL1

**Ward:**  
**Bromley Town**

**Address :** The Ravensbourne School Hayes Lane  
Hayes Bromley BR2 9EH

**OS Grid Ref:** E: 540682 N: 168046

**Applicant :** The Beckenham Academy

**Objections : YES**

### **Description of Development:**

Temporary siting of a two-storey structure for educational use (Class D1) for 2 academic years (until 31 July 2019) and associated external works including access ramp and stairs.

Key designations:

Biggin Hill Safeguarding Area  
Bromley Town Centre Area  
Bromley Town Centre Area Buffer 200m  
Highways Proposal sites  
London City Airport Safeguarding  
Local Distributor Roads  
Open Space Deficiency  
River Centre Line  
Smoke Control SCA 5  
Smoke Control SCA 51  
Urban Open Space

### **Update to Report**

This application was previously reported to Plan Sub-Committee No. 3 at the meeting held on 28th July 2016. The application was deferred without prejudice for the following:

- To await outcome of the application for a permanent site, and
- To seek further information in respect of the demand for pupil places in the local area

Subsequently, the applicant has exercised their right of appeal against the Council's non-determination of the application. It will therefore be necessary for the Committee to consider whether it wishes to contest the appeal or not, based on the current proposal and information.

The outline planning application for the permanent school site at Balmoral Avenue, Beckenham has now been validated and is pending consideration under ref. 16/03145/OUT. In addition, a duplicate application for the proposed temporary

accommodation at the Ravensbourne School has been submitted and is pending consideration under ref. 16/04712/FULL1.

The original report is repeated below, updated where necessary.

## **Proposal**

Planning permission is sought for the temporary siting of a two-storey structure for educational use (Class D1) for 2 academic years (until 31 July 2019) and associated external works including access ramp and stairs.

The proposed temporary building is proposed to provide accommodation for Eden Park High School (formerly known as The Beckenham Academy), a planned 8 form entry Secondary School proposed in the Beckenham/Eden Park area.

The proposed development would provide accommodation for up to 6 forms of entry for two academic years, after which it is anticipated that the school would be relocated to its permanent home. The school would have an intake of 180 pupils in the first academic year (2017-18) and take a further 180 in the second (2018-19) meaning that 360 additional pupils would be accommodated on the Ravensbourne School site by the 2019-19 academic year. The proposed temporary school would utilise existing facilities at the Ravensbourne School site. The proposed school would operate an extended school day from 08:20 to 17:30 which varies from that in operation at the Ravensbourne School.

The proposed development comprises a two storey temporary building, which will accommodate 6 classrooms per floor accessed via a central corridor, together with toilet facilities. A generator is proposed alongside the north-eastern side of the building, within a timber enclosure. The building is proposed to be located to the north-west of the existing MUGA, on land currently used as playing fields. The building occupies an elevated position in relation to the adjacent playground, and works are proposed to provide improved access in the form of new steps and a ramp.

The application proposes to utilise part of the Ravensbourne School's playground to provide a dedicated off-street drop off/collection arrangement for parents to drop off and collect pupils via private car.

The applicant has submitted the following reports and technical documents in support of the application:

- Planning Statement (JLL, March 2016)
- Transport Statement (Robert West, December 2015 - updated March 2016)
- Transport Response (Robert West, July 2016)
- Travel Plan (March 2016)
- Travel Survey Results (December 2015)
- Mechanical and Electrical Scheme Proposal and Energy and Sustainability Strategy (Pinnacle ESP, December 2016)
- Desk Study (Momentum, December 2016)

- Design and Access Statement (Innes Associates, December 2015)
- Acoustic Feasibility Report (Cole Jarman, April 2016)

## **Location**

The application site is located on the western side of Hayes Lane, Hayes, and comprises a Grade II Listed school which originally opened in 1911. The immediate surrounding area is mainly residential in character. The school site is designated as Urban Open Space (UOS).

## **Consultations**

### **Comments from Local Residents**

Nearby owners/occupiers were notified of the application by letter, a site notice was displayed and an advertisement published in the local press. Comments received can be summarised as follows:

### Objections

- Unclear why it is necessary to build on the school field
- School will serve pupils from Beckenham and Croydon with no benefit to local community
- Would be better to locate school to new permanent site
- Impact on community in terms of traffic, littering, and nuisance
- Transport plan contains inaccuracies and is not reliable
- Disruption from building works (Cromwell Close should not be used for access) and further detail required on proposed arrangements
- Impact on existing school facilities
- Concern that development will not be temporary
- Siting of proposed building will restrict safe use of cricket square
- Any permission should be conditioned to restrict use of building to the new school and not the Ravensbourne School
- Bromley residents should not have their Urban Open Space impacted upon when the benefit will be for another Borough
- No point providing temporary accommodation if there is no permanent site yet
- Application should make more convincing case that there are overriding community benefits
- Teaching staff will work on both schools which potentially reduces time and effort spent on existing pupils
- No compelling reason why new school will be chosen by Bromley residents and is likely to be populated by Croydon borough pupils which invalidates any reason for building on Urban Open Space
- Concerning that no specified location for the Elmers End coaches to pick up/drop off
- School car park already overcrowded
- Concern as to quality of education provision in the temporary building given importance of surroundings to effective study

- Vincent Close already heavily congested and should not be used for proposed coach drop off and turning
- Concerns regarding noise and fumes from proposed generator and impact on pupils and residents
- Use of generator should be conditioned
- Concern regarding accuracy of transport data including in relation to availability of on-street parking in surrounding roads to the north of the site

#### Support comments

- Design does not impact on current school grounds
- Should be very limited impact on local transport arrangements

#### **Comments from Consultees**

##### Historic England (historic buildings) (summary)

Advised that it was not necessary for the application to be referred to them for comment.

##### Sport England (summary)

Raised no objection to the application, subject to the imposition of two conditions, to require the submission and approval of a scheme to ensure the continuity of the existing sports use of the playing fields, and to require the removal of the temporary structure and the land reinstated to its former condition following the expiry of the planning permission.

##### Thames Water (summary)

Raised no objection with regard to sewerage and water infrastructure capacity.

##### Drainage

No comment.

##### Highways

I refer to the additional report received (July 2016) in support of the above school site.

This report has been prepared as supplementary information in regard of vehicular drop-off and collection associated with temporary accommodation for a new School known as Beckenham Academy. Whilst the permanent site is being designed and constructed, it will be necessary for the School to be housed in a temporary accommodation for a period of two years.

Whilst in temporary accommodation the school will be 6FE rather than 8FE, and will not have any Sixth Form. Up to 360 pupil places will be provided during the second year by the time the School decants to its permanent site. 180 pupil places will be offered in the first year of establishment and a further 180 in the second.

It is proposed to provide accommodation for pupils of The Beckenham Academy within temporary buildings, to be located on the playing fields adjacent the existing MUGA.

It is proposed to provide on-site pick-up or drop-off facilities within the Ravensbourne School site. The School will only provide the facility for pupil drop-off and collection for the temporary pupil places proposed.

### Existing Trip Generation

Mode shares from a student hands up survey, completed in March 2016, have been used to understand how pupils currently travel to and from Ravensbourne School. Table below shows mode share and calculated person trip generation for pupils at Ravensbourne School for both arrivals in the morning and departures in the afternoon.

Mode of Travel	Journey to School		Journey from School	
	Mode Share (%)	Trip Generation	Mode Share (%)	Trip Generation
Car	9.2%	121	7.1%	93
Car Share	4.5%	60	4.5%	59
Park and Stride	2.1%	28	1.5%	20
DLR	0.1%	1	0.1%	1
Rail	2.1%	28	2.2%	29
Tram	0.2%	2	0.2%	2
Tube	0.1%	1	0.1%	1
Public Bus	58.2%	767	60.0%	790
School Bus	0.2%	2	0.2%	2
River	0.0%	0	0.0%	0
Cycle	0.6%	7	0.6%	7
Scooter	0.0%	0	0.0%	0
Walking	22.9%	301	23.7%	313
<b>Total</b>	<b>100%</b>	<b>1318</b>	<b>100%</b>	<b>1318</b>

The above table demonstrates that pupils are using sustainable modes of travel for trips to and from school. Few car journeys are made and those that are made are split between car (as passenger, parking close to the School gate), car sharing (with friends) and car (as passenger, parking in the wider area and walking to the School gate).

It should be noted that there is variation between modes used to travel to School and those used to travel from School. More pupils are dropped at School by car in the mornings. This is reasonable on the basis that parents that have done this on the way to work would not necessarily be available to collect in the afternoon and other modes would be used to get home.

### Parking Beat Surveys

A street inventory and parking beat survey was undertaken at 15 minute intervals, within a 500m radius of the site and on a single neutral weekday (Wednesday 16th

March 2016). The surveys were taken during School term in the morning peak period (07:30 - 09:45) and afternoon peak period (16:30 - 18:45).

It should be noted that the surveys were undertaken during times which coincide with the start and finish time of the temporary school i.e. 08:20 - 17:30 and as such should provide an overview of parking conditions during the time in which pupils would arrive and depart.

There was found to be theoretical capacity to accommodate 229 parked cars in the study area (based on all unrestricted parking space, parking bays, permit holders, pay and display and shared use).

The results demonstrate that there is residual capacity for on-street parking in the study area surrounding the site. There is evidence of parking associated with Ravensbourne occurring in the study area with a gradual increase in parking demand in the morning period, yet there was found to be residual capacity for parking in all time intervals.

The parking occupancy data indicates that within the study area, Hayes Road and Hayes Lane had the highest level of demand, with a clear peak in demand during School pick-up, which was related to parking bays and unrestricted parking.

While Hayes Road had a high level of demand both in parking bays there was minimal fluctuation in demand which suggest this is associated with residential parking, and not School drop-off. It is expected that Hayes Lane is used. The results show there is no capacity available for additional parking in the morning and some capacity in the afternoon. On the basis of constraints in the morning and understanding that Hayes Lane is heavily trafficked, it would not be desirable for new demand to occur in this location and other locations were therefore investigated.

Cromwell Road and Sandford Road are locations where residual capacity for on-street parking exists. It is noted that these are also located within the CPZ and provide a mix of shared use bays, permit holder bays. Only shared use bays could be used by non-residents.

There is some capacity for additional parking in shared use bays on these streets. They are located to the north of Ravensbourne School where there is an opportunity to gain access to the site that will be used for the temporary accommodation for Beckenham Academy.

## PROPOSED DROP-OFF & COLLECTION

The parking beat data has identified that whilst residual capacity to accommodate parking demand exists in the wider area surrounding the school, Hayes Lane would be sensitive to any additional demand.

To wholly mitigate the potential for any parking impact, the School proposes to manage parking demand from pupil drop-off and collection by providing an area on-site for this purpose.

This area of the site is currently used for outdoor play space and congregation. The use of the area for curriculum based activities does not occur until after 10:00 on any day, and all finish prior to the Ravensbourne's School day at 15:25. Due to the temporary pupils extended school day, drop-off and collection demand will not conflict with any curriculum based activities.

Access to the proposed drop-off and collection area will be taken via the existing gated access from Hayes Lane at the western extents of the site. Vehicles will continue on the existing route through the staff car parking area to access the drop-off and collection location. Egress is proposed to occur via the existing gated exit point onto Hayes Lane from the centre of the site.

The provision of separate access / egress is proposed to both maximise the capacity for vehicles within the site, and minimise disruption to Hayes Lane.

The access gate is currently used by staff for access to dedicated car parking towards the north of the site, and is locked at 08:10 as staff are expected to be on-site for 08:00 in the morning. It is recognised this will change as a result of the proposal, and the gate will remain open to allow access for pupil drop-off associated with the temporary pupil places.

Existing Ravensbourne School staff members are required to be on-site prior to 08:00, and will therefore not place significant conflicting demand on the access or internal route to the drop-off at the same time as parents of temporary pupils. The School do receive visitors who also arrive via the proposed egress. It is understood that visitors do not arrive on site until after 09:00 in the morning, and therefore do not occur at the same time as the proposed drop-off.

As staff will have left the site by 17:00, further parking on-site outside of collection area will be available should it be required in the afternoon. The site as a whole has provision for 150 vehicles in marked bays.

During the morning drop-off the area is not proposed to be used as a formal parking area. It will operate as a drop-off point only which will be managed to facilitate the circulation of vehicles to minimise dwell time.

The School will deploy trained staff to act on the marshals. The Marshalls primary role will be to ensure the safe and effective movement of vehicles and pedestrians. It is initially proposed that five Marshalls will be deployed at various points within the site to ensure that parents know where they should go, although it is anticipated this could be reduce in the future once new parents become acquainted to the site / operation.

A Marshall will be deployed at the site access and will be responsible for ensuring vehicles entering the site are authorised to do so. In order to regulate entries of vehicles onto the site and ensure they are restricted to parents / pupils of Beckenham Academy.

Drop-off movements will happen on the eastern side of the play area to allow pupils to depart and head east towards the temporary classroom location. This will remove any requirement for pupils to cross the path of vehicles.

In year 1, the School is expected to generate demand for drop-off from 26 vehicles in the morning and 22 vehicles in the afternoon. In year 2 this would increase to 52 in the morning and 44 in the afternoon.

Despite the lower public transport accessibility level and the non-distance based criteria for the non-selective Schools, the mode share statistics are comparable.

## PARKING BEHAVIOUR

It is anticipated that not all parking impact will occur at any one time and that the way in which vehicles arrive and depart vary across the morning and afternoon period.

In the morning, the operation of the proposed drop-off will limit the amount of dwell time that vehicles can experience and are not expected to be stationary for greater than 10-20 seconds. As such, vehicles will not be on site for greater than a 2-3 minute period of time and will be spread over the 30 minute period prior to the start of classes.

The variance in the afternoon is due to increased dwell time as parking space requirements for pick-up can be much longer than for drop-off as waiting is unavoidable prior to pupils being released from class. Parents typically park for 15 - 30 minutes. This has influenced the projected arrival and departure profile, and calculation of cumulative parking demand.

## CONCLUSION

Based on the assessment of comparable sites the temporary School is expected to generate demand for up to 26 vehicles in the morning and 22 vehicles in the afternoon peak period during Year 1 and up to 52 in the morning and 44 in the afternoon peak period in Year 2.

During the morning the dwell time of vehicles is expected to be much lower (10-20 seconds) compared to the afternoon (15-30 minutes). This is predominantly due to parents having to wait prior to pupils being released from class.

The anticipated demand for parking and the average dwell time the maximum demand for parking during the morning is expected to be 15 vehicles and during the afternoon is expected to be 42 vehicles. This demand for parking can be accommodated within the 55 marked parking spaces located within the internal access route and drop-off area. Therefore the impact of demand for travel by vehicle associated with pupil drop-off and collection can be dealt with through use of off-street parking within the site of Ravensbourne School.

If minded to approve please include the following:

H03 (Car Parking)



H22 (Cycle)  
H29 (Construction Management Plan)  
H30 (Travel Plan)

Nonstandard condition- off street facility for drop-off and pickup should be provided within the school five Marshals must be deployed at various points within the site to ensure that parents know where they should go. This may be reduced after six months to four marshals, once new parents become acquainted to the site / operation.

#### Highways updated comments

Further clarification regarding the expected Year 1 drop-off/collection demand was provided by the applicant on 21st July 2016 as follows to correct a typo in the submission:

"In Year 1, the School is expected to generate demand for drop-off from 26 vehicles in the morning and 21 vehicles in the afternoon. In Year 2 this would increase to 52 in the morning and 42 in the afternoon."

Highways Officers have confirmed their view that this level of demand can be accommodated and continue to raise no objections to the development.

#### **Planning Considerations**

The proposal falls to be considered primarily with regard to the following policies.

Relevant UDP policies include:

T1 Transport Demand  
T2 Assessment of Transport Effects  
T3 Parking  
T6 Pedestrians  
T7 Cyclists  
T9 and T10 Public Transport  
T15 Traffic Management  
T18 Road Safety  
C1 Community Facilities  
C7 Educational and Pre-School Facilities  
BE1 Design of New Development  
BE8 Statutory Listed Buildings  
G8 Urban Open Space  
L6 Playing Fields

The following Supplementary Planning Documents (SPD) produced by the Council are relevant:

- SPG1 Good Design Principles

Bromley's Draft Local Plan: Policies and Designations Document has been subject to public consultation and is a material consideration (albeit it of limited weight at this stage). Policies relevant to this application include:

6.5 Education

6.6 Educational Facilities

7.1 Parking

7.2 Relieving Congestion

8.1 General Design of Development

8.20 Urban Open Space

8.23 Outdoor Sport, Recreation and Play

10.6 Noise Pollution

10.7 Air Quality

10.10 Sustainable Design and Construction

10.11 Carbon reduction, decentralise energy networks and renewable energy

A consultation on the Draft Allocations, further policies and designations document was carried out in September 2015. The proposed Draft Local Plan for Consultation was reported to Development Control Committee on 11th July 2016.

Relevant London Plan Policies include:

Policy 1.1 Delivering the strategic vision and objectives for London

Policy 2.6 Outer London: vision and strategy

Policy 2.7 Outer London: economy

Policy 2.8 Outer London: transport

Policy 3.18 Education Facilities

Policy 3.19 Sports Facilities

Policy 5.1 Climate change mitigation

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.8 Innovative energy technologies

Policy 5.9 Overheating and cooling

Policy 5.13 Sustainable drainage

Policy 6.3 Assessing effects of development on transport capacity

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

Policy 6.13 Parking

Policy 7.2 An inclusive environment

Policy 7.4 Local character

Policy 7.5 Public realm

Policy 7.6 Architecture

Policy 7.14 Improving air quality

Policy 7.15 Reducing noise and enhancing soundscapes

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

Accessible London: Achieving an Inclusive Environment (2014)

Sustainable Design and Construction (2014)

## National Planning Policy Framework 2012 (NPPF)

The NPPF contains a wide range of guidance relevant to the application specifically sections covering sustainable development, delivering a wide choice of quality homes, requiring good design, conserving and enhancing the natural environment, decision-taking and implementation. The NPPF makes it clear that weight should be given to emerging policies that are consistent with the NPPF.

Paragraph 7 states: 'There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

An economic role - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure

A social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being

An environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.'

Paragraph 14 makes it clear that at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as the golden thread running through both plan-making and decision taking. In terms of decision taking it states that, 'where a development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted (specific policies in the NPPF cover issues such as land designated a Green Belt).

Paragraph 56 that 'Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.'

Paragraph 60 states that 'Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.'

Paragraph 61 states that 'Although, visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and

decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment. '

Paragraph 64 states that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

Paragraph 65 states that 'Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).

Paragraph 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 choice in education'.

Paragraph 96 states that 'In determining planning applications, local planning authorities should expect new development to: 'take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.'

## **Planning History**

There is extensive planning history at the site. The following recent applications are of relevance (a full list can be viewed on the planning application file):

15/02777/FULL1 - Single storey extension to the gym  
Planning permission granted 18.8.15

15/02780/LBC - Single storey extension to the gym - Listed Building Consent  
Listed Building Consent granted 18.8.15

15/01254/FULL1 - Single storey extension to the gym  
Planning permission granted 21.5.15

15/01255/LBC - Single storey extension to the gym - Listed Building Consent  
Listed Building Consent granted 21.5.15

13/01251/ELUD - Retention of 2 screens adjacent to hard surfaced sports pitch  
Lawful development certificate granted 12.2.14

12/01840/FULL1 - First floor extension to sports hall (over existing changing rooms) to provide 2 classrooms  
Planning permission granted 18.9.12

## Conclusions

The main issues for consideration in this case are as follows:

- The acceptability of the proposed development in principle including the impact on the Urban Open Space and the availability of sports pitches
- The impact of the development on local character
- The impact on the setting of the Grade II listed school buildings
- The impact on the amenities of neighbouring dwellings
- Traffic and parking issues
- Other technical matters

### The acceptability of the proposed development in principle

There is significant need for new school places within the Borough and strong policy support for new education related development at a national, regional and local level. The government attaches great weight to ensuring that a sufficient choice of school places is available to meet demand and says that local planning authorities should give great weight to the need to create, expand or alter schools (Para.72, NPPF). The London Plan, at policy 3.18, is consistent with this stating that development proposals which address the current and projected shortage of secondary school places will be particularly encouraged. At a local level, UDP Policy C7 states that new or existing educational establishments or pre-school facilities will be permitted provided that they are located to as to maximise access by means of transport other than the car. The site benefits from a PTAL rating of 3 (moderate) and is already occupied by a school site which is close to a number of public transport links including bus routes in Hayes Lane and Masons Hill.

The proposed development would provide temporary accommodation for a new secondary Free School pending the development of a permanent site. The permanent location is anticipated to be at Balmoral Avenue in Beckenham and is subject to a pending planning application. The Draft Local Plan identifies a need for up to 34 additional secondary school forms of entry over the plan period. The proposed Eden Park High School has the potential to meet some of this need, but is not subject to a draft site allocation in the Draft Local Plan.

The applicant states that the Ravensbourne School has been chosen for the temporary accommodation for the following reasons:

- Access to shared facilities with Ravensbourne School
- Connection to existing services (including electricity and drainage); and
- A central location that is easy to reach from Beckenham because it has existing and well-established routes serving the Ravensbourne School

It has been suggested in the local representations that the temporary school should be located on the proposed permanent site, however the proposed arrangement would provide temporary educational facilities at an existing school site, which would allow the existing school facilities to be utilised to ensure an acceptable quality of education provision for the two year period for which planning permission is sought.

With regard to the Urban Open Space designation, the proposed development would be related to the existing use and is therefore supported in principle in accordance with UDP Policy G8. Policy G8 also requires that any development proposal does not unduly impair the open nature of the site, and that where built development is involved, the Council will weigh any benefits being offered to the community, such as new recreational or employment opportunities, against a proposed loss of open space. In this case, the proposal would result in a loss of open space, although this would be for a temporary period only. There are nonetheless benefits to the community in the form of the temporary educational facilities to assist in meeting the significant demand for school places in the Borough, which would outweigh the loss of open space in this instance.

With regard to the impact of the development on the open nature of the site, there would be some harm given the scale of the building and its siting, which would be prominent in views from Hayes Lane and across the playing fields from the north, however this would be for a temporary period only, and following the cessation of the use, the building would be removed and the land restored to its former condition. This can be secured through the use of a planning condition.

In respect of the impact on playing fields, the proposed building would be positioned on existing playing field land to the north of the school's MUGA. UDP Policy L6 states that the loss of sports grounds or playing fields will not be permitted, except where the Council's assessment of open space provision has revealed a surplus of playing fields. In this case, the proposal would result in a partial loss of playing fields and sports facilities, for a temporary period. There would however continue to be extensive playing field land on the site whilst the temporary building is in place and it is not anticipated that the development would unduly harm the sporting use of the school site.

The application has been referred to Sport England for comment, who have advised that whilst the application does not strictly accord with their playing fields policy, a flexible approach has been adopted with the siting of temporary structures where there is no undue impact on the sporting use of the playing field, and once temporary structures are removed, that the land is restored to playing field quality. This can be secured by condition.

Comments have been received locally regarding the effect of the siting of the building on the usability of the existing cricket square. It is considered that the conditions recommended by Sport England, which require details of how the sporting use of the playing field will be maintained, will address this concern.

On balance, it is considered that the proposed development is acceptable in principle, subject to more detailed consideration of the character, amenity and highways impacts.

#### The impact of the development on local character

Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, is 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, public and private spaces and wider area development schemes.

London Plan and UDP policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design. UDP Policy BE1 sets out a list of criteria which proposals will be expected to meet, the criteria is clearly aligned with the principles of the NPPF as set out above.

The proposed building is utilitarian in character and appearance which is acceptable on the basis that planning permission is sought for a temporary period only. The permanent works proposed in the form of the new steps and ramps will result in a minimal impact on the wider character of the area, but will ensure inclusive access to the proposed development and, beyond its lifetime, the playing fields and MUGA.

The impact on the setting of the Grade II listed school building

In policy terms the application falls to be considered against policies BE8 of the UDP and Policy 7.8 of the London Plan. These policies seek to identify heritage assets so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account. UDP Policy BE8 states that applications for development involving a listed building or its setting will be permitted provided that the character, appearance and special interest of the listed building are preserved and there is no harm to its setting.

In addition the NPPF para 132 states that 'great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Paragraph 134 states that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'.

In this case, the proposal includes built development close to the main school building which is Grade II listed. The proposed temporary building would be likely to have an impact on the setting of the listed building for the 2 year period for which planning permission is sought, given its scale and siting. This would be considered 'less than substantial harm' to the setting of the heritage asset, particularly given the temporary period for which planning permission is sought. In this instance there are significant public benefits through the provision of additional school places that would outweigh the limited and temporary harm, and on balance this aspect of the scheme is considered to be acceptable. The proposed permanent works to provide steps and a ramp would replace existing steps in a similar location, and would result in minimal impact on the setting of the listed building.

## The impact on the amenities of neighbouring dwellings

Policy BE1 of the UDP seeks to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance. London Plan Policy 7.15 states that development proposals should seek to manage noise by (inter alia) avoiding significant adverse noise impacts on health and quality of life as a result of new development.

The proposed building is well separated from neighbouring dwellings and it is not expected that the proposed development would give rise to a significant impact on the amenities currently enjoyed by surrounding residents. Whilst there is likely to be a degree of additional noise and disturbance arising from the increase in pupil numbers, and associated movements to and from the site including increased pedestrian activities in surrounding residential roads, this is likely to be dispersed across the surrounding area and is not expected to give rise to a significant loss of amenity.

With particular regard to noise impacts arising from the proposed generator, Environmental Health a plant noise emission criteria is recommended for the diesel generator and a barrier is necessary to meet this. This can be secured by condition to safeguard the amenities of neighbouring residents and ensure a satisfactory learning environment for the future pupils at the school.

## Traffic and parking issues

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 Transport Statement or Transport Assessment. 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, 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.

London Plan and UDP Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the UDP and London Plan should be used as a basis for assessment.

The introduction of an additional 360 pupils on site over the 2 year temporary period could have the potential to result in a significant impact on the local highway network, particularly as a result of drop off and collection by parents by car, noting the location of the school as remote from the proposed permanent location of the Academy in Beckenham. The applicant has undertaken a mode share study to establish the travel modes for existing Ravensbourne School pupils, which states



that car journeys (including car share) represent 13.7% (am) and 11.6% (pm) of the mode share. The majority of journeys (58.2% (am) and 60% (pm)) are made by public bus. Based on this, it is anticipated that in Year 1 of the temporary accommodation on the journey to School there would be demand for drop-off from 24 vehicles (including 8 persons car sharing in four vehicles). In Year 2 this will increase to 49 with car sharing occurring in the same proportion. In the afternoons, demand for collection would be 20 (including 8 persons sharing in four vehicles). In Year 2 this would increase to 39.

However, noting the remote nature of the site from the proposed permanent location, an alternative mode share scenario based on longer travel distances has been developed. This utilises travel census data from two non-selective schools (where admissions are not based on distance and journey times are longer) in the Borough (Newstead Wood School for Girls and St Olave's), both of which are located in areas with poor accessibility to public transport, in comparison to the Ravensbourne School which has a moderate PTAL rating. In year 1, the School is expected to generate demand for drop-off from 26 vehicles in the morning and 21 vehicles in the afternoon. In year 2 this would increase to 52 in the morning and 42 in the afternoon. Despite the lower public transport accessibility level and the non-distance based criteria for the non-selective Schools, the mode share statistics are comparable.

Parking beat surveys undertaken by the applicant have identified limited spare on-street parking capacity in the vicinity of the site in residential roads to the north (Sandford Road and Cromwell Avenue), however it has been confirmed that by Year 2 the demand for parking would exceed availability resulting in parking stress. It is also acknowledged by the applicant that Hayes Lane has no residual capacity to absorb additional parking demand.

Accordingly the applicant has explored alternative options to facilitate off-street set down and pick up facilities, including the provision of a coach service setting off from the vicinity of the catchment area for the permanent site (exact location to be confirmed). The deliverability of such a service has not been confirmed however, and accordingly the applicant has sought to provide an on-site drop off and collection area to mitigate the impact of the development. The proposed arrangement is for parents to enter the site via the main Hayes Lane access and drop off and wait to collect pupils in an existing area of hardstanding in a central courtyard area within the main school building complex. Vehicles would then exit back onto Hayes Lane via a separate access to the north-west. In the mornings (7:50am - 8:20am), the area would only be used for drop off with minimal dwell time. In the afternoons (5pm - 5.30pm) parents/guardians would be able to park and wait to collect pupils. An additional area for parking would be available in the existing school car park should demand exceed capacity at this time.

This part of the site is currently used for outdoor play and congregation, although its use for curriculum based activity does not occur until after 10am on any day and finishes prior to the Ravensbourne's School day at 3.25pm. Children currently use the area to congregate before the start of the school day (8.30am registration) and it will therefore need to be demonstrated that the proposed use of the area would not conflict with this and give rise to safety concerns. It is proposed that the

operation would be marshalled to ensure safe and efficient movement of vehicles through the site.

With regard to staff travel and parking demand, the applicant submits that around 10 additional staff members will be required for the temporary school (with 80% of the staffing requirements for temporary classrooms undertaken by existing Ravensbourne School staff). The applicant submits that any additional staff parking can be accommodated within the existing Ravensbourne School car park.

Having regard to the above, it is considered that the development would not result in a significant impact on the operation of the local highway network, provided that the proposed on-site drop off and collection arrangements are implemented prior to the first use of the temporary school and retained in operation for the duration of the temporary planning permission. This, together with the final details of the operation of the drop off and collection arrangements, can be secured by condition. It is further recommended that a Travel Plan, to encourage the use of sustainable travel modes throughout the temporary period, is secured by condition.

In addition and noting the comments received from local residents, it is recommended that a Construction Logistics/Management Plan be secured by condition to ensure that the construction works do not unduly impact on the local highway network or amenities of local residents.

### Other technical matters

#### Sustainability

The NPPF requires Local Planning Authorities to adopt proactive strategies to mitigate and adapt to climate change. London Plan and Draft Local Plan Policies advocate the need for sustainable development. All new development should address climate change and reduce carbon emissions. For major development proposals there are a number of London Plan requirements in respect of energy assessments, reduction of carbon emissions, sustainable design and construction, decentralised and renewable energy. Major developments are expected to prepare an energy strategy based upon the Mayors energy hierarchy adopting lean, clean, green principles.

The application includes an energy strategy which indicates that a 1% reduction in carbon emissions (over the Building Regulations Target Emission Rate (TER)) could be achieved through passive measures including enhanced thermal efficiency in the proposed building. This would not comply with the requirements of the London Plan which seeks a 35% reduction of the TER, although it is acknowledged that the ability of the development to achieve this target is limited by virtue of its temporary nature. Nevertheless it is recommended that a revised strategy is secured by way of a planning condition to seek to achieve the highest level of carbon emissions reduction as possible.

## Air quality

London Plan Policy 7.14 requires development to minimise increased exposure to existing poor air quality and make provision to address local problems of air quality, particularly within Air Quality Management Areas (AQMAs) and where development is likely to be used by large numbers of those particularly vulnerable to poor air quality (such as children or older people) such as by design solutions, buffer zones or steps to promote greater use of sustainable transport modes.

The application site lies within the AQMA and the combustion of diesel as proposed through the use of a generator will give rise to air pollutants, particularly oxides of nitrogen (NO<sub>x</sub>), which convert to nitrogen dioxide (NO<sub>2</sub>) in the air. To protect the amenities of nearby residents conditions are recommended to secure the implementation and testing of NO<sub>x</sub> abatement equipment to ensure its effectiveness, in compliance with London Plan Policy 7.14.

## Drainage

Policy 5.13 of the London Plan requires development to utilise 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.

In this case as the proposed development is for a temporary building, it would not be considered practical or proportionate to provide a SUDS system. No technical objections have been raised to the proposal from the Council's Drainage Advisor nor from Thames Water.

## Summary and conclusion

The proposed development would result in a degree of impact to the designated Urban Open Space, playing fields and sports provision, and the setting of the Grade II listed school building, however in this instance it is considered that there are significant public benefits in the form of the additional school places, which would outweigh any temporary harm. It is recommended that any grant of planning permission is conditional to specify that the school should not operate before the start of the academic year in 2017 and that the building should be removed from the site and the land reinstated to its former condition following the end of the 2019 academic year.

It is not anticipated that the development would give rise to a significant loss of amenity to local residents, to the extent that planning permission should be withheld.

Subject to conditions to secure the implementation of the on-site drop off and collection arrangements for the school, it is not anticipated that the development would result in a significant residual impact on the operation of the local highway network.

Having regard to the above, it is considered that the proposed development is acceptable on balance and accordingly it is recommended that Members resolve not to contest the pending appeal against the Council's non-determination of the application. Whilst it is not possible to impose conditions, it is suggested that the conditions listed below are put forward to the Inspector to consider in determining the appeal.

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

### **RECOMMENDATION: RESOLVE NOT TO CONTEST APPEAL**

**It is further recommended that the following conditions are put to the Inspector to consider in determining the appeal.**

- 1 The building hereby permitted shall be removed from the site on or before the 30th November 2019. In the first planting season following removal, the playing field land shall be reinstated to a playing field of a quality at least equivalent to the quality of the playing field immediately before the development was erected in accordance with 'Natural Turf for Sport', (Sport England, 2011).**

**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, and to ensure that the site is restored to a condition fit for purpose, to comply with Policies BE1, BE8, G8 and L6 of the Unitary Development Plan.

- 2 Before the development hereby permitted is commenced, details of the proposed on-site drop off/collection arrangements as set out in the submitted Transport Response (Robert West, July 2016 ref. 2915/042/R03 REV A) shall be submitted to the Local Planning Authority for approval. The submission shall include (but not be limited to) details of any permit scheme proposed and details of the number and location of marshalls to be deployed.**

**The on-site pupil drop-off/collection arrangements shall be implemented before the first occupation of the development hereby permitted and retained and operated in accordance with the approved details for the duration of this planning permission.**

**REASON:** To ensure the delivery and safe operation of the proposed measures to mitigate the impact of the development on the local highway network with particular regard to on-street parking congestion, in accordance with Policy T18 of the Unitary Development Plan.

- 3 The building hereby permitted shall not be occupied by pupils before the start of the 2017/2018 academic year in September 2017.**

**REASON: To comply with the terms of the application in seeking planning permission for the use of the building for two academic years.**

- 4 No development shall commence until a scheme to ensure the continuity of the existing sports use of the playing fields and sport facilities shown on Drawing No. 00 00, during construction works and the temporary siting of the school including its removal and land restoration, is submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. The scheme shall ensure that the sports facilities remain at least as accessible and at least equivalent in terms of size, usefulness, attractiveness and quality to the existing sports facilities and shall include a timetable for implementation. The approved scheme shall be implemented and complied with in full throughout the carrying out of the development.**

**REASON: To protect playing fields and sports facilities from damage, loss or availability of use and to accord with Policy L6 of the Unitary Development Plan.**

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

**Site Plan - 100 00 00**

**Proposed site plan with generator compound - P1512052-Y-DR-010-XX-00-0001 Rev 1**

**Proposed elevations and sections - P1512052-Y-DR-020-XX-00-0002 Rev 3**

**Proposed Ground Floor Plan with Module Layout - P1512052-Y-DR-010-XX-00-0000 Rev 4**

**Proposed First Floor Plan with Module Layout - P1512052-Y-DR-010-XX-01-0001 Rev 3**

**Existing and Proposed Stairs and Ramp Details - 100 04 00**

**Proposed Ramp Details - 100 04 01 Rev A**

**Topographic Surveys - L7154/T/1-3**

**Topographic Surveys - L7154/T/2-3**

**Topographic Surveys - L7154/T/3-3**

**External Finish of the Temporary Building (Image)**

**Planning Statement (JLL, March 2016)**

**Transport Statement (Robert West, December 2015 - updated March 2016)**

**Transport Response (Roberst West, July 2016)**  
**Travel Survey Results (December 2015)**  
**Desk Study (Momentum, December 2016)**  
**Design and Access Statement (Innes Associates, December 2015)**  
**Acoustic Feasibility Report (Cole Jarman, April 2016)**

**REASON: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with Policy BE1 of the Bromley Unitary Development Plan**

- 6 The development shall be carried out in compliance with the plant noise emission criteria detailed in Table T4 of Cole Jarman acoustic report 15/0647/R1 Revision 2.**

**REASON: To provide a satisfactory learning environment for pupils and protect the amenities of neighbouring residents, to comply with Policies BE1 and C7 of the Unitary Development Plan and Policy 7.15 of the London Plan.**

- 7 Prior to the commencement of development, details of the windows and roof construction to insulate the development against external noise and rainfall noise (including details of acoustically treated background ventilation) shall be submitted to and approved in writing by the Local Planning Authority. The measures shall be implemented in accordance with the approved details prior to first occupation and retained for the lifetime of the development.**

**REASON: To provide a satisfactory learning environment for pupils and to comply with Policy C7 of the Unitary Development Plan and Policy 7.15 of the London Plan.**

- 8 Prior to the commencement of development, details of an acoustic barrier to the proposed plant equipment shall be submitted to and approved in writing by the Local Planning Authority. The barrier shall be installed in accordance with the approved details before the plant first becomes operational and shall be retained for the lifetime of the development.**

**REASON: To safeguard the amenities of neighbouring residential properties in accordance with Policy BE1 of the Unitary Development Plan and Policy 7.15 of the London Plan.**

- 9 The diesel generator shall not be operated without the fitting of suitable NOx abatement equipment. Before the installation of the diesel generator details of NOx abatement equipment including technical data and manufacturers certification shall be submitted to and approved in writing by the Local Planning Authority. The NOx abatement equipment shall be installed in accordance with the approved details and retained for the lifetime of the development.**

Once the diesel generator becomes operational an emissions test shall be carried out to ensure the emissions of NOx have been reduced. The results shall be submitted to the Local Planning Authority for approval within one month of the first use of the generator.

**REASON:** In the interest of improving air quality and to comply with Policy 7.14 of the London Plan.

- 10 Before any part of the development hereby permitted is first occupied, bicycle parking (including covered storage facilities where appropriate) shall be provided at the site in accordance with details to be submitted to and approved in writing by the Local Planning Authority, and the bicycle parking/storage facilities shall be permanently retained thereafter.

**REASON:** In order to comply with Policy T7 and Appendix II.7 of the Unitary Development Plan and in order to provide adequate bicycle parking facilities at the site in the interest of reducing reliance on private car transport.

- 11 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

- 12 Prior to the commencement of the use hereby permitted, a 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 Before any works on site are commenced, a site-wide energy strategy assessment shall be submitted to and approved by the

**Local Planning Authority. The results of this strategy shall be incorporated into the final design of the buildings prior to first occupation.**

**REASON: In order to seek to achieve compliance with the Mayor of London's Energy Strategy and to comply with Policy 5.2 of The London Plan.**

**You are further informed that :**

- 1 It is recommended that a restoration scheme for playing field land is undertaken by a specialist turf consultant. The applicant should be aiming to ensure that any new or replacement playing field is fit for its intended purpose and should have regard to Sport England's technical Design Guidance Note entitled "Natural Turf for Sport" (2011) and relevant design guidance of the National Governing Bodies for Sport e.g. performance quality standards produced by the relevant pitch team sports, for example the Football Association.**
- 2 Before works commence, the Applicant is advised to contact the Pollution Team of Environmental Health & Trading Standards regarding compliance with the Control of Pollution Act 1974 and/or the Environmental Protection Act 1990. The Applicant should also ensure compliance with the Control of Pollution and Noise from Demolition and Construction Sites Code of Practice 2008 which is available on the Bromley web site.**
- 3 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.**
- 4 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.**
- 5 With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from**



**Thames Water Developer Services will be required. They can be contacted on 0800 009 3921. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.**