

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

Application No : 17/02746/RECON

Ward:
Clock House

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

OS Grid Ref: E: 535124 N: 168969

Applicant : The Pioneer Academy

Objections : YES

Description of Development:

Retention of temporary two storey, four classroom modular block with entrance lobby, toilets, stoves and associated external works including ramp and steps for a further 2 year period

Key designations:

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

Proposal

A further period of temporary planning permission is sought relating to the continued use of the two storey classroom building being used whilst refurbishment work is undertaken on the existing school site and to facilitate the implementation of the current programme of works to the school. The temporary building is currently in situ and will remain located within the playground area to the south-east of the site at the junction of Witham Road and Felmingham Road. The classrooms are sought for a further two year period ending in August 2019.

The building is two storeys in height and has four 59m² classrooms and toilets, lobby and storerooms on each level. Access is provided primarily by a ramped access to the north-west elevation which faces into the school site, with two ground floor exits/entrances to the ground floor classrooms. This extension of the temporary period does not encompass any increase of pupil or staff numbers with the temporary classrooms sought for the continuing decant only.

The applicant has stated, in support of the application, that the extension of the temporary period is to allow for a phased approach to completing the redevelopment of the school required to meet the demand for primary school places. An application is currently under consideration (Ref 17/02634/FULL1) in this respect indicating that the proposed development will be constructed in 2 phases (P1A & P1B and P2A & P2B). The reasoning for this is to accommodate the ongoing safe operation of the primary school during the works. Phase 1 is on-site currently with Phase 2 is due to commence on-site in spring 2018.

Location

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

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

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

Consultations

Nearby owners/occupiers were notified of the application and representations were received which can be summarised as follows:

- Request for an extension of time goes against what the school and the Council originally said, where it was expressed that the building would not be needed beyond September 2017. This view has been expressed by a number of residents and is described as unacceptable.
- Structures are an eyesore affecting residents trying to sell homes.
- Causes a loss of light to properties opposite.

Internal Consultations

Education: The extension to the temporary permission is needed due to rephrasing of the permanent works at the school. The delay was caused because of necessity to re-tender the main construction works at the school and the scheme was subsequently split into two contracts, to ensure that the disruptive works fitted around the school calendar.

It is essential that the temporary accommodation remains on site until the completion of the main works in order to ensure that the school has sufficient accommodation. Phase 1 works are coming to an end and Phase 2 will be tendered shortly to be undertaken during 2018 and 2019.

Highways: No objections.

Environmental Health - Pollution: No objections.

Drainage: No objection to an extension to August 2019.

Planning Considerations

London Plan

3.18 Education Facilities

5.1 Climate Change Mitigation

5.2 Minimising Carbon Dioxide Emissions

5.3 Sustainable Design and Construction

5.5 Decentralised Energy Networks

5.6 Decentralised Energy in Development Proposals

5.7 Renewable Energy

5.11 Green Roofs and Development Site Environs

5.12 Flood Risk Management

5.13 Sustainable Drainage

6.3 Assessing effects of development on transport capacity

- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing Traffic Flow and Tackling Congestion
- 6.13 Parking
- 7.1 Lifetime Neighbourhoods
- 7.2 An Inclusive Environment
- 7.4 Local Character
- 7.6 Architecture
- 7.8 Heritage Assets and Archaeology
- 7.14 Air Quality
- 7.15 Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and promoting Appropriate Soundscapes
- 7.19 Biodiversity and Access to Nature
- 7.21 Trees and Woodland

Unitary Development Plan

- BE1 Design of New Development
- BE7 Railings, Boundary Walls and Other Means of Enclosure
- ER7 Contaminated Land
- ER10 Light Pollution
- C1 Community Facilities
- C7 Educational and Pre School Facilities
- NE3 Nature Conservation and Development
- NE5 Protected Species
- NE7 Development and Trees
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Access for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T11 New Accesses
- T15 Traffic Management
- T16 Traffic Management and Sensitive Environments
- T17 Servicing of premises
- T18 Road Safety
- IMP1 Planning Obligations

Emerging Bromley Local Plan:

The Council is preparing a Local Plan. The submission of the Draft Local Plan was made to Secretary of State on 11th August 2017. These documents are a material consideration. The weight attached to the draft policies increases as the Local Plan process advances.

- Draft policy 20 Community Facilities
- Draft policy 28 Educational Facilities
- Draft Policy 30 Parking
- Draft Policy 32 Road Safety
- Draft Policy 33 Access for All
- Draft Policy 34 Highway Infrastructure Provision
- Draft Policy 37 General design of development
- Draft Policy 73 Development and Trees
- Draft Policy 77 Landscape Quality and Character
- Draft policy 79 Biodiversity and Access to Nature

Draft Policy 112 Planning for Sustainable Waste management
Draft Policy 113 Waste Management in New Development
Draft Policy 115 Reducing flood risk
Draft Policy 116 Sustainable Urban Drainage Systems (SUDS)
Draft Policy 117 Water and Wastewater Infrastructure Capacity
Draft Policy 118 Contaminated Land
Draft Policy 119 Noise Pollution
Draft Policy 120 Air Quality
Draft Policy 122 Light Pollution
Draft Policy 123 Sustainable Design and Construction
Draft Policy 124 Carbon dioxide reduction, Decentralise Energy networks and Renewable Energy
Draft policy 125 Delivery and Implementation of the Local Plan

Planning History

The school first opened in 1939 and has been subject to numerous planning applications. The following are the most relevant:

99/00138/DEEM3: Single storey extension to provide 4 classrooms and office and toilet accommodation and formation of pedestrian access. Approved 15.04.1999

02/01830/DEEM3: Single storey extensions to form store room and cloak room. Approved 15.08.2002

10/01722/FULL1: Bicycle store, 2 timber storage sheds, 2 play area enclosures with artificial grass surface, new pedestrian ramp with handrail and balustrade and gate access and free standing canopy to pre-school classroom. Approved 13.12.2010

12/01057/FULL1: Demolition of existing kitchen annexe building and cloakroom and erection of new single storey infill building to accommodate new kitchen annexe and toilets. Approved 01.06.2012

15/01691/FULL1 Temporary two storey, four classroom modular block with entrance lobby, toilets, stoves and associated external works including ramp and steps. Approved 19.08.2015

15/02597/FULL1: Part demolition to rear and demolition of single storey front element and erection of two storey building to northern elevation with roof level amenity area, two storey front extension with enclosed roof level games area, landscaping and expansion from 2FE to 3FE. Approved 19.08.2015

15/02597/CONDIT: Details of conditions submitted in relation to planning permission Ref: 15/02597/FULL1

Condition 4 (a-c) - Contaminated Land Assessment

Condition 6 - Surface Water Drainage Scheme

Condition 7 - Landscaping Strategy

Approved 31.10.2016

15/02597/CONDT1: Details of conditions submitted in relation to planning permission Ref: 15/02597/FULL1

Condition 3 - Demolition and Construction Noise and Dust Management Plan

Condition 8 - Construction Logistics and Management Plan

Approved 16.11.2016

15/02597/CONDT2: Details of conditions submitted in relation to planning permission ref: 15/02597/FULL1
Condition 5 - Bird and Bat Survey
Approved 14.12.2016

17/02634/RECON Minor material amendment under Section 73 of the Town and County Planning Act 1990 to allow a variation of the planning permission 15/02597/FULL1 for part demolition to rear and demolition of single storey front element and erection of two storey building to northern elevation with roof level amenity area, two storey front extension with enclosed roof level games area, landscaping and expansion from 2FE to 3FE to allow for minor alterations to the proposed external elevations and to allow for a phased approach to completing the development.

Pending consideration at time of writing and is to be considered at Planning Committee on 31/8/17.

Conclusions

The main issues relating to the application are the effect that the continued siting of the temporary building would have on the visual amenity of the streetscene and the impact that it would have on the amenities of the occupants of surrounding residential properties.

The Officers report from the 2015 planning permission detailed that the Local Authority had a statutory responsibility to provide sufficient school places in the borough and that the failure to provide sufficient places will have a significant impact on the Local Authority and damage the Council's ability to deliver its programme of school expansion.

Members were advised that there was a very strong policy case to argue that the impacts of this development did not significantly outweigh the need to facilitate for the provision of school places.

The two storey nature of the development was considered to have a degree of impact upon the streetscene, however the utilisation of a two storey solution was considered to mitigate the impact upon the playground and therefore the playspace available to the children attending the school.

Members were advised to note the temporary nature of the proposal and due to the short term nature of the building it was considered that the short-term harm to the streetscene is outweighed by the benefit of the design approach to the playground provision and that any harm that does result will be for a relatively short period.

It was considered on balance, and having had regard to the above that the siting, size and design of the proposed temporary classroom space was acceptable in that it would not result in a significant loss of amenity to local residents nor impact detrimentally on the locality to such a degree as to warrant refusal of planning permission.

The building is now currently in situ and hence the circumstances of the siting of the building will remain the same as previously considered acceptable.

It was originally intended that the temporary building be in place for a maximum period of 2 years as an interim solution for decant to facilitate the wider works to the school after which it would be removed once the permanent solution was put in place.

The current application to extend the use for a further two years has come about due to a change in phasing of the wider works for the school to minimise educational disruption as detailed above and hence the temporary building remains required for a further period of time.

The classrooms are now required until August 2019 which is regrettable. Local concerns regarding this extra period of time are noted and given a good level of weight in the planning balance. However, it must also be noted that the classrooms are temporary and will not result in a permanent long-term impact upon the character of the area. Therefore, given the relatively low impact due the non permanency of the temporary structure and the identified need for the continued siting of the structure it is considered acceptable to extend the temporary permission for a further two years while the wider works are constructed to provide the required educational needs for school places.

The potential impact on the highways has also been reconsidered. The Council's highway Officer has reviewed the information and not raised further objection in this respect.

Summary

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

With regard to the temporary nature of the application, a condition is suggested requiring the removal of the building by the end of August 2019 and the restoration of the occupied area to its former condition. Should such removal and reinstatement not take place on or before this date the Council has recourse to enforcement action to secure this. Additionally, such a condition is considered necessary and reasonable given the acceptability of the impact of the development upon the character of the area and the streetscene on the basis of its short-term and limited duration.

Background papers referred to during production of this report comprise all correspondence on the file ref(s) 17/02746 set out in the Planning History section above, excluding exempt information.

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- 1 The temporary classroom building hereby permitted shall be removed from the site and the permitted use shall cease on or before 31st August 2019 and the site shall be reinstated to its previous condition and use within 3 months of the removal of the buildings.**

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

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

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

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

- 4 Parking spaces and/or garages and turning spaces hereby permitted 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.