

Item No. 5.1	Classification: Open	Date: 6 October 2015	Meeting Name: Planning Committee
Report title:	Development Management planning application: Council's own development Application 15/AP/2016 for: Council's Own Development - Reg. 3 Address: FORMER HIGSHORE SCHOOL SITE, BELLENDEN ROAD, LONDON SE15 5BB Proposal: Redevelopment of the site involving the erection of a new two-storey primary school (special educational needs) with associated landscaping and parking.		
Ward(s) or groups affected:	The Lane		
From:	Director of Planning		
Application Start Date 20/05/2015		Application Expiry Date 19/08/2015	
Earliest Decision Date 27/06/2015			

RECOMMENDATION

1. That the Planning Committee grant planning permission subject to conditions.

BACKGROUND INFORMATION

2. This application is being reported to planning committee as it is a council's own application and part of the wider borough primary school expansion programme.

Site location and description

3. The subject site relates to the 0.55ha former Highshore School site which is currently unoccupied. Located on a corner plot of land, the site is bounded to the north and west by Bellenden Road, borders Ophir Terrace to the east and has a short frontage to the south on Highshore Road.
4. The former Highshore School buildings which occupy the site were constructed in 1967-69 and are made up of a part single, part two-storey classroom block in the north east of the site and a curved hall in the north west corner. Currently in a poor state of repair the buildings have remained empty since the school relocated to its new purpose built home in Camberwell.
5. The surrounding area is characterised by a mixture of uses with residential, commercial, retail and other education buildings all located within the immediate vicinity of the site. The southern section of the site is in the Holly grove conservation area and is bounded by significant trees and large residential houses. To the east on the opposite side of Ophir Terrace is Lidl supermarket, and opposite to the north is a small nature garden known as Bellenden Road tree nursery which is a designated site of importance of nature conservation. The Harris Academy school buildings face the site to the west.

6. Views of the site are experienced from Peckham High Road to the north, while the busy shopping destination of Rye Lane is approximately 150m to the east. Peckham Rye train station is situated approximately 300m to the south of the site.
- Peckham Major Town Centre
 - Peckham and Nunhead Action Area
 - Public Transport Accessibility Level (PTAL) 6a
 - Flood Risk Zone 1
 - Air Quality Management Area
 - Archaeological Priority Zone
 - Holly Grove Conservation Area

Details of proposal

7. This application seeks the redevelopment of the site involving the demolition of the existing buildings and the erection of a new special educational needs (SEN) primary school. The school would accommodate up to a total of 93 pupils and would involve the relocation of the existing Cherry Gardens SEN School which is currently located in Rotherhithe.
8. The proposed new building would be two-storey in height and would extend along the northern boundary of Bellenden Road with a central classroom block projection to the south, forming a 'T' shaped arrangement. The main entrance to the school would be on the north eastern corner of the site on the junction point of Bellenden Road and Ophir Terrace. The new facility would be a purpose built school to accommodate the specific needs of the pupils at the school.
9. External play areas would be situated to the eastern, western and southern parts of the site with separate nursery, Key State 1 and Key Stage 2 play spaces and a new forest garden at the southern end of the site at its boundary with Highshore Road. A parking and mini-bus drop off zone would be located in the eastern section of the site with vehicular access from Ophir Terrace.
10. The primary elevation materials are brick with feature metal cladding and perforated screening. Large regular and feature windows punctuate the facades with matching reveals and coloured spandrel panels. A glazed area of curtain walling creates a lightweight link between the two blocks.
- Parking: 10
 - Disabled Parking: 2
 - Cycle Parking: 10
 - Mini Bus Parking: 8

11. Planning history

11/AP/1410 Application type: Full Planning Permission (FUL) Erection of a single storey extension facing Ophir Terrace, erection of a new entrance lobby accessed from Bellenden Road, erection of a new plant room facing Bellenden Road, new roof extract and roof condensing units, together with associated alterations to the landscaping including relocation of cycle store and replacement fencing. Decision date 27/06/2011 Decision: Granted (GRA)
14/EQ/0298 Application type: Pre-Application Enquiry (ENQ) Demolition of the existing building and replace with a new special education needs school for 93 pupils

Planning history of adjoining sites

12. None of relevance.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

13. The main issues to be considered in respect of this application are:
- a) Principle in terms of land use;
 - b) Impact of proposed development on amenity of adjoining occupiers and surrounding area;
 - c) Traffic and Transportation;
 - d) Design and Appearance;
 - e) Ecology;
 - f) Planning obligations (S.106 undertaking or agreement) and CIL;
 - g) Sustainable development implications.

Planning policy

14. National Planning Policy Framework (the Framework)
Section 1 - Building a strong, competitive economy
Section 4 - Promoting sustainable transport
Section 7 - Requiring good design
Section 8 - Promoting healthy communities
Section 10 - Meeting the challenge of climate change, flooding and coastal change
Section 11 - Conserving and enhancing the natural environment
15. The London Plan 2015 Consolidated with Alterations since 2011
Policy 3.16 Protection and enhancement of social infrastructure
Policy 3.18 Education 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 5.11 Green roofs and development site environs
Policy 6.9 Cycling
Policy 6.10 Walking
Policy 6.13 Parking
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 7.14 Improving Air Quality
Policy 7.21 Trees and Woodland
Policy 8.2 Planning obligations
Policy 8.3 Community infrastructure levy
16. Core Strategy 2011
Strategic policy 1 - Sustainable development
Strategic policy 2 - Sustainable transport
Strategic policy 3 - Shopping, leisure and entertainment
Strategic policy 4 - Places for learning, enjoyment and healthy lifestyles
Strategic policy 5 - Providing new homes
Strategic policy 10 - Jobs and businesses

Strategic policy 11 - Open spaces and wildlife
Strategic policy 12 - Design and conservation
Strategic policy 13 - High environmental standards
Strategic policy 14 - Implementation and delivery

17. Southwark Plan 2007 (July) - saved policies

The council's cabinet on 19 March 2013, as required by paragraph 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

2.2 - Provision of new community facilities
2.4 - Educational deficiency – Provision of new Educational Establishments;
3.2 - Protection of amenity
3.3 - Sustainability assessment
3.4 - Energy efficiency
3.6 - Air quality
3.7 - Waste reduction
3.9 - Water
3.11 - Efficient use of land
3.12 - Quality in design
3.13 - Urban design
3.14 - Designing out crime
3.28 - Biodiversity
4.6 - Loss of residential accommodation
4.7 - Non self-contained housing for identified user groups,
5.2 - Transport impacts
5.3 - Walking and cycling
5.6 - Car parking
Policy 5.7 Parking standards for disabled people and the mobility impaired

18. Supplementary Planning Documents

Sustainable design and construction SPD (2009)
Sustainability assessments SPD (2009)
Sustainable Transport SPD (2010)
Residential Design Standards SPD (2011)
Peckham and Nunhead Area Action Plan (2014)

Principle of development

19. The National Planning Policy Framework (NPPF) was published on 27 March 2012. At the heart of the NPPF is a presumption in favour of sustainable development. Paragraph 72 of the NPPF states that the government attaches great weight to ensuring a sufficient choice of school places and states that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement. It advises that great weight should be attached to the need to create, expand or alter schools.
20. Policy 3.18 Education facilities of the London Plan 2015 confirms the Mayor would strongly support the provision of new schools. Strategic policy 4 – 'Places to learn and enjoy' of the Core Strategy, supports the building of new schools and improving of existing schools to provide improved education opportunities, and states that schools will be protected where there is a long-term need. Saved policies 2.2 'Provision of

new community facilities' and 2.4 'Educational deficiency – provision of new educational establishments' of the Southwark Plan 2007 support the provision of new and improved educational and community facilities.

21. The Peckham and Nunhead Area Action Plan (Policy 8) refers to schools and states that additional school places would be provided in the action area to meet anticipated demand for pupil places. It also states that schools would be rebuilt to improve educational opportunities.
22. The former use of the site was as a school so there would be no change of use. The existing Cherry Garden School is a nursery and primary school for children with a range of special educational needs (SEN). Over 50% of the children have 'profound and multiple learning disabilities' (PMLD) meaning they have physical and mental impairment which significantly affects their ability to understand and learn. Many pupils with PMLD have additional sensory impairments such as hearing and visual impairment and also complex medical needs.
23. Currently located elsewhere in the borough, Cherry Gardens School is rated 'outstanding' by Ofsted and is highly regarded by other schools, the local authority and the local community. Its existing premises however are too small and completely unsuitable for the complex needs of this expanding and inspirational school. The redevelopment of this existing school site for continued educational purposes, to provide a new purpose built facility for Cherry Gardens School is therefore supported in principle by local, regional and national planning policy.
24. In line with saved policy 2.2 of the Southwark Plan and also Policy 8 of the AAP, which requires that provision is made to enable new facilities to be used by all members of the community, the school has indicated that the hall, games and play areas and hydrotherapy pool will be made available for community uses outside the hours of the school's operation. Further details of this operation would be required by condition.

Environmental impact assessment

25. The European SEA Directive is transposed into UK law by the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015. The Regulations set out the circumstances under which development needs to be underpinned by an environmental impact assessment (EIA). Schedule 1 of the Regulations set out a range of development, predominantly involving industrial operations, for which an EIA is mandatory. Schedule 2 lists a range of development for which an EIA might be required on the basis that it could give rise to significant environmental impacts. Schedule 3 sets out that the significance of any impact should include consideration of the characteristics of the development, the environmental sensitivity of the location and the nature of the development.
26. The range of developments covered by Schedule 2 includes 'Urban development projects where the area of the development exceeds 1 hectare which is not dwellinghouse development. The application site is 0.55 hectares and therefore does not exceed this threshold.
27. Consideration however should still be given to the scale, location or nature of development, cumulative impacts and whether these or anything else are likely to give rise to significant environmental impacts. The proposed application is the redevelopment of an existing school site for a continued educational purpose. Its scale is appropriate to its urban setting and it is unlikely to give rise to any significant environmental impacts. Therefore an EIA is not required in this instance.

Design and Appearance

Loss of Existing Building

28. The existing buildings on the site are not listed, nor are they located within the Conservation Area which encompasses the southern part of the site. The buildings have recently been reviewed for listing by Historic England in consideration of their architectural and historic significance. The conclusion of this review, carried out in August 2015, was that they do not warrant listing. In consideration of Historic England's recommendation, the Secretary of State for Culture, Media and Sport decided not to add the former Highshore School to the list of buildings of special architectural or historic interest.
29. Whilst the existing building is not listed, nor is it in a conservation area, it should be noted that it is of some architectural and historic importance as a distinctive post-war school built at a time when many new schools were being built in the 1950s and 60s in a more modernist language. However it is not of a sufficient quality of construction nor is it sufficiently unique to warrant the particular protection given by listing.
30. The school has a distinctive modern design with the creative use of rustic brickwork, concrete and timber giving it a materiality that contributes to the interest of the building, while the stepped arrangement of the classrooms and the oval hall with sloped roof gives it a massing that responds creatively to the surrounding street plan.
31. The building is surrounded by the Rye Lane conservation area to the north and east, and by the Holly Grove conservation area to the south, however it is not considered to have a significant impact on the setting of these conservation areas as it is also surrounded by larger buildings that have a greater impact. To the south the open play area which extends to the boundary of the Holly Grove CA would remain undeveloped by the proposal.
32. Concerns have been raised by local residents with regard to the loss of the existing building and the potential for it be incorporated into the proposed development. The applicant has given full consideration to the reuse of the existing building but has concluded that its reuse would be unviable. Existing classrooms are considerably undersized with poor existing ventilation, natural light and layout. WCs, storage, group rooms and direct access to external playspace are required and the existing layout would be unable to meet these needs. The existing corridors are too narrow with limited visibility and there is not sufficient space for the storage of mobility equipment. A large extension would be required to provide the needed accommodation and the existing buildings would need significant upgrading.
33. The existing building therefore would not meet the current identified requirements, needs and desires for this SEN school and it is unlikely that it would do so for a mainstream school either. Therefore whilst it is acknowledged that the building is of interest, it is not sufficiently worthwhile to warrant its protection and the provision of a new purpose built SEN school outweighs its loss. The demolition of the existing building is therefore not resisted subject to the provision of an appropriate replacement.

Layout

34. The proposed building would provide a two-form entry primary school with a nursery, and is arranged in a 'T' shape with purpose designed play spaces on either side and to the south to meet the differing needs of the pupils. The location of the new building has been carefully chosen to maximise the use of the site, whilst creating a strong and welcoming civic presence in the locality.

35. Administration and shared facilities would be provided along the northern Bellenden Road elevation with a teaching block extending to the south. All ground floor classrooms have direct connections to external learning environments and play space. At first floor level the reception and nursery classrooms would open out onto a large external east facing play terrace.
36. The main entrance to the building would be located in the north eastern corner with a dual frontage to both the road for public access, and an equally important entrance for pupils from the vehicle access/car park where children are dropped off via mini-bus and welcomed into the school by staff.
37. Carefully designed and individually tailored outdoor play spaces are arranged around the site to meet the individual needs of the school. Rather than having a large traditional open playground, smaller landscaped areas provide opportunities for outdoor recreation and learning, along with opportunities for sport and activity. Overall, the layout of the site is considered successful and would provide appropriate space for the pupils to learn, interact and play.

Height, Scale and Massing

38. The proposed school is of a height, scale and massing that is considered appropriate for the character of the area. Limited to two storeys across the development, it would not dominate its immediate setting and it helps to define the site boundary. The roof to the block fronting the street is flat in response to the flat or very shallow pitch of roofs in the surrounding buildings. The centre block has a flat roof with a mono-pitch element to the nursery. This is to allow natural light into the back of the first floor classrooms. The linear frontage building creates a prominent and successful frontage to Bellenden Road, which is currently characterised by the backs of buildings such as Lidl and the Harris Academy. At roof level plant areas are disguised behind lightweight perforated metal cladding which creates an upper to the building which will recede from view.
39. The position of the building has been carefully considered, resulting in a positive, unobtrusive presence within the local scene. The two-storey form occupies the edge of the site to the north creating the appearance of a new urban block which would interact with Bellenden Road, bringing animation and activity which is currently lacking.

Detailed Design and Materials

40. The new school building fronts onto Bellenden Road and provides a strong civic frontage with a generous entrance in the north east corner. This entrance will be seen in views down Bellenden Road from Peckham High Street and is extremely successful with a welcoming and open aspect. The linear form of the frontage is animated with cut-outs to create terraces and a central projecting element which emphasises the school hall. The regular repeated facade to the street breaks down to the rear to become more playful and informal the further into the site the building projects. This creates a softer more human scale in those areas where the children will interact with the building more and directly reflects the internal function of the rooms.
41. To the rear the classroom block is simple and well proportioned in brick with large glazed window openings and an east facing play terrace at first floor level. The block joins the main frontage building with a glazed central atrium area which successfully links the two elements of the development.
42. The materials have been carefully chosen to contribute positively to the quality of the

development and to enable the building to reference the existing built context. The main external material will be brick with its robust and durable nature, which responds to the dominant material in the immediate and wider context. The other common material in the locality is metal cladding which is seen on both the neighbouring buildings and on the nearby Peckham Library. The proposed gold metal cladding responds to these buildings but the choice of finish gives the building a strong identity of its own. The quality of the specific materials will be secured by condition.

Heritage

43. The southern part of the application site is situated within the Holly Grove Conservation Area. Opposite the site to the south are Grade II Stucco faced, early 19th Century semi-detached dwelling houses. Further along Highshore Road to the east is the Grade II Listed post office depot and Grade II Listed terraced houses.
44. All of these listed buildings are sufficiently removed from the application site and the area of built development so as to not be affected as a result of the site's redevelopment. The southern section of the site which falls within the Conservation Area would remain undeveloped and would be utilised for a natural play forest area. It is therefore considered that the development would comply with saved policy 3.18 and strategic policy 12 of the Core Strategy.

Design Review Panel

45. The application proposals were presented to the Design Review Panel (DRP) in March 2015. The Panel welcomed the proposal and felt that the scheme had many positive elements including its positive relationship with the street and emphasis on the landscape. However they felt that the following should be resolved:
 - The relationship of the school to the Lidl site should be examined and the school should anticipate the potential development of this adjacent site.
 - Further examination should be given to the boundary of the site with further refinement needed.
 - The landscape design should be developed further to encourage a more direct relationship between the inside and the outside spaces.
 - Care should be taken with the choice of materials, in particular the gold which they felt was an 'adult' material and may be inappropriate.
 - The internal arrangement of the school lacks generosity and fails to respond to the needs of the pupils, in particular with regard to the corridors and large areas of storage in prominent positions.
 - Questioned the architects use of mechanical ventilation.
46. Revisions to the design were made to address to the comments made by the Panel, with a revised elevational approach, the introduction of colour and landscape changes. Contact has been made with Lidl to discuss the adjacent site. The internal arrangement was reassessed and the amount of storage space scrutinised. The use of mechanical ventilation is discussed further in this report under the sustainable development implications section.

Neighbour Amenity

47. Strategic Policy 13 requires new development to be designed to avoid amenity and environmental problems that affect how we enjoy the environment in which we live and work. Saved policy 3.2 of the Southwark Plan states that planning permission for development will not be granted where it would cause the loss of amenity, including disturbance from noise to present and future occupiers in the surrounding area or on the application site. Saved policy 3.1 also states that new development should not

cause material adverse effects on the environment and quality of life.

Daylight and Sunlight

48. A technical daylight and sunlight report has been prepared by GL Hearn in line with guidance drafted by the Building Research Establishment (BRE). The BRE guidelines are a recognised mechanism within Southwark's Residential Design Standards SPD to establish the impact of development on daylight and sunlight. It should be noted however, that the BRE criteria provide guidance only, and that it is important to consider the local context of the area within which the site is located. In such situations the BRE guidelines need to be applied more flexibly and the guidelines state that *"the advice given here is not mandatory and this document should not be seen as an instrument of planning policy...although it gives numerical guidelines, these should be interpreted flexibly because natural lighting is only one of many factors in site layout design."*
49. The report analyses the impact of the proposed development on the levels of daylight and sunlight reaching properties in close proximity to the site. It does this via two methods of analysis:
 - Vertical sky component (VSC)
 - Average probably sunlight hours (APSH).
50. The VSC test considers the angle of unobstructed sky that is visible from the centre of each window in nearby properties. The BRE recommend a figure of 27% as indicating a good level of daylight. The test then models how this amount would be affected by the development. The BRE have determined that daylight can be reduced by 20% before the loss is noticeable.

The APSH method involves analysing the number of hours in which windows facing due south will receive sunlight at different points in the year. The BRE guidance sets out that a dwelling will appear reasonably sunlit if at least one main window falls within 90 degrees of due south and can receive 25% annual probable sunlight hours, including at least 5% during the winter months.
51. The submitted report measures impacts currently experienced by surrounding residential properties and how these impacts would alter following construction of the proposed development. The surrounding residential properties which are in close enough proximity to the site to possibly be impacted are 18 Bellenden Road, Sheffield House - Bellenden Road, 38 and 40 Bellenden Road, 43 Bellenden Road (residential accommodation) and 20, 28 and 30 Highshore Road. All of those windows tested fully comply with the BRE Report guidelines for both sunlight and daylight amenity.
52. Other properties not considered either have no windows in the elevation facing the site or pass the preliminary 25-degree line test recommended by the BRE and as such are a sufficient distance not to be affected by the proposed development.

Conclusion on daylight and sunlight

53. The results of the daylight and sunlight analysis undertaken demonstrate that none of the surrounding residential properties would experience a material loss of amenity. The proposed development would not materially affect the daylight and sunlight to these properties and is therefore in accordance with the guidelines contained within the Residential Design Standards SPG and the guidelines set out within the BRE Report.

Outlook and Privacy

54. The residential design standards SPD advises that the design of new development should not have a negative impact on neighbouring properties. The SPD does not formally define what is meant by 'good' outlook. However it recognises that improvements to outlook can contribute to better internal living conditions. It also advises that new development should achieve a separation distance of 12m at the front of a building and any elevation that fronts on to a highway and a minimum distance of 21 metres between new development and existing properties at the rear. These distances are of most relevance between habitable room windows of different units but have nonetheless been considered here.
55. The closest residential properties are those situated on the opposite side of Bellenden Road at no.38 and 40, the residential accommodation within 43 Bellenden Road to the south west, and no.20, 18 and 16 Highshore Road to the south.
56. The facing elevations of numbers 38 and 40 Bellenden Road are separated from the north facing elevation of the building by approximately 15m across the road. This distance therefore meets the recommended guidelines No.43 Bellenden Road has no facing windows directly overlooking the development and those properties on Highshore Road to the south are well in excess of the recommended 21m. It is therefore not considered that there would be any form of material overlooking experienced which would result in a loss of amenity to these dwellings.

Noise

57. Any noise audible to surrounding properties resulting from the operation of the school would only be during daytime hours, and would not be considered to detrimentally impact on residential amenity to the extent that planning permission should be refused.

Whilst it is proposed that the games and play areas will be available for community use outside of school operation hours, it will not have unrestricted public access. Restrictions on the hours of use and the use of lighting will be required in the event that planning permission is granted, but there are no other significant impacts upon the amenity of adjoining occupiers as a result of the use of these areas.

58. The proposed combination of conditions and relevant noise standards to be achieved are considered sufficient to protect neighbouring occupiers from any potential noise nuisance. The proposal would therefore be in accordance with Saved policy 3.2 (Protection of Amenity) of the Southwark Plan 2007, and Strategic Policy 13 (High Environmental Standards) of the Core Strategy (2011).

43 Bellenden Road - Neighbouring Photographic Studio

59. Concern has been raised by the occupant of the adjacent photography studio located at no.43 Bellenden Road. This is a single storey building with a pitched roof that provides natural daylight to the studio space via rooflights on the north facing slope of the pitched roof. Located to the south of the proposed school building the application site wraps around the north and east boundaries of this property.
60. The closest point of built form would be the southern section of the two-storey classroom wing which extends approximately 8m along the rear section of the studio at a distance of 3m. The occupier of the photographic studio has objected on the ground of loss of light to and overlooking of these windows.
61. There would be no overlooking experienced from the first floor play terrace as this is located on the opposite side of the proposed building and views of the roof windows

could not be appreciated from this point. Three windows serving a science room and a stairwell are located at first floor level on the southern elevation of the classroom wing facing the studio at a distance of 3m. Whilst these windows face towards the rooflights, it is considered that there would be no potential for overlooking. Even if a tall adult were standing directly up against the window looking south the view appreciated would be across the facing rooflights only. You could not see down into the studio. The applicant however has confirmed that they would be amenable to obscure glazing those windows in light of the concerns raised. This can be secured by way of an appropriate condition.

62. The flat roof would also not be used for the purposes of a terrace or area of amenity for either staff or children. Therefore with the expectation of maintenance purposes there would be no access to this area which would result in the overlooking of the neighbouring studio. The imposition of an appropriate condition will ensure that this restriction of access is provided. There would therefore be no overlooking experienced to this neighbouring commercial property.
63. In addition to the potential for overlooking, the occupier of no.43 Bellenden Road has also raised concerns about loss of light and impact on outlook from the ground floor studio. There would be no loss of light resulting from the proposed development experienced. The windows which serve the photographic studio are north facing rooflights and the proposed school building would be sited to the north. The orientation and separation distance therefore would mean that there would be no potential for loss of sunlight or daylight. Whilst at certain points from within the neighbouring studio you are likely to experience views of the upper most section of the proposed school building, when looking up through the rooflights, this is not considered to result in material harm to the operation of this commercial premises.

Traffic and Transportation

64. Saved policy 5.2 of the Southwark Plan seeks to ensure that developments do not result in adverse highway conditions; 5.3 requires the needs of pedestrians and cyclists to be considered and 5.6 establishes maximum parking standards. The site has a high PTAL (public transport accessibility level) of 6a and is located within a controlled parking zone (CPZ).

Car Parking and Trip Generation

65. The new school will be provided with a dedicated on-site mini-bus drop-off and collection areas with separate entrance and exit onto Ophir Terrace. This area can accommodate 8 mini-buses where pupils can safely be helped onto and off the buses and taken into the school buildings. There will be 10 car parking spaces available for use for staff and visitors, these can be accessed when the area is not being used for the morning and afternoon drop-off periods, Whilst a site such as this in an area of excellent access to public transport would normally be expected to be car free, it is considered that the nature of the school and the need for frequent visiting professions, who often travel with vital equipment, justifies the provision of this level of parking.
66. The majority of pupils at the existing Cherry Garden School arrive via LBS mini-buses with only 5 pupils being dropped off/collected via private car. It is anticipated that this pattern of travel will continue and predicted that the number of pupils not arriving by mini-bus could increase to 8. These private vehicles can be accommodated along the Bellenden Road frontage to the site to use the adjacent Lidl car park. The Transport Assessment concludes that the proposed school will result in less vehicle movements than the previous Highshore School which had a higher number of students and a lower proportion of those travelling by mini-bus.

Cycle Parking

67. Cycle parking provision has been determined in order to comply with the London Plan cycle storage standards, which require one space per eight staff and students. Due to the nature of the School the cycle parking provision has been based on staff requirements only which is considered reasonable. Therefore 10 cycle parking spaces would be provided adjacent to the proposed car park/mini-bus drop off zone. This area is sufficient to accommodate the minimum amount required and would be able to cater for expansion if required. The imposition of a condition will ensure these facilities are provided.

Servicing, Refuse Storage and Collection

68. Delivery and refuse vehicles will continue to serve the site as existing from Bellenden Road which is wide enough to allow vehicle to pull over and park for short periods of time. The maintenance, delivery and refuse collection areas would be located in the north western corner of the site. The location of the refuse area next to the kitchen allows easy access for staff and direct refuse collection from Bellenden Road. This is considered an appropriate arrangement which will not result in a material impact on the operation of the surrounding road network.

Ecology and Trees

Landscaping

69. The outdoor spaces proposed are an important part of the educational environment for this school. Defined by the architectural layout and the conservation area to the south the landscape strategy has developed to provide separate play spaces with different characters suitable for different ages, abilities and levels of play. There are areas of soft planting to provide more sheltered and secluded areas for play and learning and more flexible open play space to allow children to play and move around freely. Within the conservation Area mature trees are retained and provide an opportunity to create an adventure and nature garden encouraging exploration and outside learning.
70. On the ground floor each classroom will open out onto a dedicated play and learning space and these areas will be then directly linked to either the KS1 or KS2 playground enabling children to have direct access to outside play. The first floor roof terrace will provide a shared social space for nursery children with a canopy to allow for outside play in all weathers.
71. Purpose designed and bespoke play and sensory equipment are proposed with wheelchair accessible facilities to give all pupils the opportunity to engage with and enjoy the extremely interesting and diverse outdoor environment proposed.

Trees

72. An arboricultural impact assessment has been submitted with the application and has been reviewed by the council's tree officer. There are a total of 41 individual trees and a further 24 trees within 4 groups across the existing site.
73. As a direct consequence of the development there will be a loss of 32 individual trees and those contained within the 4 groups. This includes 11 individual B category trees (which are considered to be trees of moderate quality), 18 individual and three groups of C category trees (of low quality) and 3 individual and 1 group of U category trees (realistically unsuitable for retention due to their condition).
74. These losses are a result of the proposed building layout, car park layout and

landscaping/play area layout. With the exception of the U category trees, all those trees within the southern section of the site which are located within the Holly Grove Conservation Area, are to be retained. This is in addition to two B category and two C category trees which are located along the rear boundary of no.16-20 Highshore Road.

75. To mitigate the loss of trees across the site 33 new semi-mature trees would be planted across the site along with 90 linear metres of native hedgerow around the sites southern boundaries and 8 small trees on the first floor roof terraces. The planting of street trees to the north and west boundaries was explored by the applicant in response to pre-application consultation undertaken. However due to the abundance of existing underground services along Bellenden Road it is not viable to provide tree planting. In response to these concerns proposed planting around the entrance areas and along the boundaries was increased and maximised.
76. The proposed planting is considered to adequately mitigate against the loss of trees proposed. Conditions requiring the approval of full details of landscaping, tree planting, tree protection and retention are recommended.

Ecology

77. An Ecology Assessment has been submitted with the application, This report concludes that there were no records of any bat activity and that the site had low potential for bat foraging or migration due to the low level of habitats. However it does note that a mitigation strategy should be sought to minimise impacts on birds and bats whilst providing future habitats within the scheme. It is recommended that details of bat and bird boxes be submitted for approval along with details of native planting within the landscaping scheme.
78. The Ecology Assessment also notes that Japanese Knotweed is present on site, the removal of this can again be effectively addressed by way of condition.

Archaeology

79. An Archaeological Desk based Assessment has been submitted in support of the application. It notes that there is a high potential for 19th Century buildings and agricultural features of post medieval remains. It also notes that there is moderate potential for pre-historic and palaeo-environmental remains. The imposition of appropriate conditions to secure excavation and recording should be included.

Planning obligations (S.106 undertaking or agreement)

80. Saved policy 2.5 of the Southwark Plan advises that planning obligations can be secured to overcome the negative impacts of a generally acceptable proposal. This policy is reinforced by the Supplementary Planning Document (SPD) for Section 106 Planning Obligations, which sets out in detail the type of development that qualifies for planning obligations.
81. Education (D1) use is exempt from the Southwark CIL and Mayoral CIL. Despite this, planning obligations listed can still be necessary if a development, when considered on its merits, would result in negative impacts. In this case, the proposed design and operation of the development would largely ensure that its impacts are internalised to the site or would be of a nature and scale that do not warrant planning obligations and can be appropriately mitigated by way of condition. Therefore it is not proposed to have any s106 agreement or undertaking attached to this application.

Sustainable development implications

82. Policy 5.2 of the London Plan requires major developments to provide an assessment of their energy demands and to demonstrate that they have taken steps to apply the Mayor's energy hierarchy – “Be lean, Be clean, Be Green”. Residential and non-domestic buildings are required to improve on 2010 Building Regulations by 40% up until 2016 after which the percentage reduction for uses changes. Policies 5.5 and 5.6 require consideration of decentralised energy networks and policy 5.7 requires the use of on-site renewable technologies, where feasible.
83. An Energy Statement has been submitted with the application, which details that the carbon emissions reduction hierarchy, as laid out in the London Plan, has been adhered to. Passive measures such as increasing insulation and daylighting have been addressed, along with efficient measures and renewables. On-site renewable energy generation will be provided through the installation of photovoltaic cells and an air source heat pump.
84. The Design Review Panel (DRP) questioned the architects reliance on mechanical ventilation and felt that more could be done to develop a naturally ventilated solution. The applicant has provided information and justification with regard to their choice of ventilation. There are high levels of external noise in the locality from Bellenden Road, the adjacent Lidl service area and from aeroplanes. Changing noise levels and a constant background hum can have a significant detrimental impact for some of the children at this school. Children with ASD find changes in noise level particularly disturbing.
85. Similarly, many children find changes in temperature problematic and their disability may mean they are unable to verbalise their discomfort, understand it, or are more sensitive to it which can lead to them becoming distressed. As such a stable and controllable environment is required. As such mechanical ventilation is considered most appropriate in this situation.

BREEAM

86. Strategic policy 13 'High environmental standards' of the Core Strategy requires that community facilities, including schools, achieve a minimum BREEAM rating of 'very good'. A BREEAM Pre-assessment report has been submitted with the application. It states that the predicted rating for the school would be 'very good' with a score of 60.72%. This meets the minimum policy requirement and is therefore acceptable.

Conclusion on planning issues

87. The principle of redevelopment of this site for educational uses is supported and in line with Southwark and London Plan policies. The design and massing of the development has been carefully considered. The height would relate well to the adjoining context, whilst the buildings would create a high quality contemporary response to the site. The setting of the Conservation Area would be preserved and enhanced. The result would be welcoming and inspiring primary school in a prominent position in the local community.
88. Surrounding properties would continue to receive good levels of light and separation distances between residential windows and the proposed development should ensure that there is no direct overlooking experienced.
89. Adequate replacements are provided to compensate for the trees to be removed, with appropriate species.
90. In consideration of all matters as discussed above it is therefore recommended that

planning permission be granted with conditions.

Community impact statement

91. In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above.

Consultations

92. Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

93. Details of consultation responses received are set out in Appendix 2.

Summary of consultation responses

94. The Council has received 24 representations in response to public consultation. These are summarised below.

Neighbour letter responses

95. 19 letters of support including from the NHS Children's Community Occupational Therapy Team, The Head of Cherry Gardens, the Chair of Governors of Cherry Gardens, a paediatrician who currently works with some of the pupils, and local residents citing the following matters:

- This is an excellent proposal - Cherry Garden School is in desperate need of a new school building since their current building is inadequate to meet their basic needs and this proposal will hugely benefit the children attending the school.
- With a rise in the number of children with complex additional needs within Southwark, the demand on this school has increased substantially over the years.
- The proposed new buildings and spaces that will ensure that many more children will benefit from the dedicated and supportive education provided by the school to those with the most severe and complex needs.
- Excellent location in the centre of the borough, which provides good access for pupils, staff and others who regularly visit the school such as specialist teachers, therapists and paediatricians.
- The space and facilities in the new building will give the school the opportunity to do even more with their pupils.
- It will be great for Peckham to have such an inclusive, proactive and enthusiastic school on their doorstep.
- The use of the site right up to the boundary is appropriate providing a quality exterior that maximises the potential of the site. It will be a welcoming and attractive addition to the neighbourhood.
- It will be a great improvement on the existing situation.
- Excellent location with good transport links and access to surrounding facilities such as Peckham Library, swimming pool and local facilities.
- Benefits for the local community including access to the hydropool and

trampoline room.

- Good use of materials, in particular the gold areas.
- The proposed design will achieve this and will be both attractive and functional.
- I highly support this scheme and the design by the Architects, including the use of materials and creation of a strong presence on Bellenden Road.
- The design has maximised the play space for pupils with lots of green space and trees.
- Trees and planning have been used well to soften the building.
- This development will provide much-needed facilities for local families.

96. 5 letters of objection from local residents and businesses raising the following concerns:

- Loss of light, privacy and quality of life to the residential accommodation within no.43 Bellenden Road.
- Overlooking, obstruction of views and loss of light to neighbouring daylight photographic studio at no.43 Bellenden Road.
- Loss of outlook and privacy to neighbouring properties and their gardens.
- Detrimental impact on the setting and character of the adjacent Listed Building and Conservation Area.
- Loss of trees, in particular the former Willow tree which has now been felled and trees on the Bellenden Road frontage.
- The building is too big, too tall, too dense, too bland, and too close to neighbouring properties.
- The buildings location directly on the site boundary on the Bellenden Road frontage involves no mitigating features to soften its appearance, it should be set back to the line of the existing building.
- Out of keeping with the surrounding area, inappropriate use of non traditional materials.
- Inappropriate design for a school, in particular a SEN school, with its two storeys.
- Lack of green space provided for the school.
- Unacceptable lose of the architecturally interesting existing building which blends in with the Conservation Area.
- The existing school is imaginative and quirky, and should be incorporated into the proposal. If it can't the site should not be used to rehouse the school.
- Light pollution.

Internal consultees

Flood and Drainage Team

97. Agree with the conclusions of the FRA, whereas the flood risk is low (flood zone 1) for all flooding mechanisms, with the exception of pluvial (surface water) flooding. Further details of sustainable drainage systems (SuDS) will be required. *This could be dealt with via condition.*

Urban Forester

98. The submitted arboricultural impact assessment provides an acceptable description and reasoning for the number of trees to be removed. Conditions are required in order to ensure adequate protection measures are put in place for retained trees and for replacement planting as part of new landscaping.

Archaeologist

99. Based upon the recommendations of the archaeological assessment an archaeological watching brief should be secured by condition as should the submission of a timely archaeological report.

Highway Development

100. Raise no objections to the granting of permission. Note that the developer must enter in to a S278 highways agreement, that doors for the refuse bin store should open inwards and that visibility splays should be provided at vehicle entrances. *These matters can be covered by way of conditions and informatives.*

Statutory consultees

Historic England

101. Specialist staff have considered the application and do not wish to offer any comments. The application should be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice.

Environment Agency

102. Have no comments to make, as the proposal appears to have a low environmental risk.

Human rights implications

103. This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
104. This application has the legitimate aim of providing a new primary school. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

105. None.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2655-H Application file: 15/AP/2016 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5452 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Images
Appendix 4	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Amy Lester, Senior Planning Officer	
Version	Final	
Dated	24 September 2015	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic director, finance & corporate services	No	No
Strategic director, environment and leisure	No	No
Strategic director, housing and community services	No	No
Director of regeneration	No	No
Date final report sent to Constitutional Team	24 September 2015	

APPENDIX 1

Consultation undertaken

Site notice date: 01/06/2015

Press notice date: 04/06/2015

Case officer site visit date: n/a

Neighbour consultation letters sent: 28/05/2015

Internal services consulted:

Ecology Officer
Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]
Flood and Drainage Team
HIGHWAY LICENSING
Highway Development Management
Waste Management

Statutory and non-statutory organisations consulted:

Environment Agency
Historic England
Metropolitan Police Service (Designing out Crime)
Thames Water - Development Planning
Transport for London (referable & non-referable app notifications and pre-apps)

Neighbour and local groups consulted:

34 Peckham High Street London SE15 5DP	12 Highshore Road London SE15 5AA
36 Peckham High Street London SE15 5DP	13 Highshore Road London SE15 5AA
38 Peckham High Street London SE15 5DP	14 Highshore Road London SE15 5AA
Flat 7 Sheffield House SE15 5BQ	Unit 1 Bellenden Road Retail Park SE15 5BA
Flat 8 Sheffield House SE15 5BQ	Unit 3 Bellenden Road Retail Park SE15 5BA
Flat 9 Sheffield House SE15 5BQ	32a Peckham High Street London SE15 5DP
18 Peckham High Street London SE15 5DT	Unit 5 Bellenden Road Retail Park SE15 5BA
Flat 4 Marcus House SE15 5DU	Highshore School House Bellenden Road SE15 5BB
Flat 5 Marcus House SE15 5DU	Flat 1 2 Collyer Place SE15 5DL
Flat 6 Marcus House SE15 5DU	Harris Primary Free School Peckham 112 Peckham Road SE15 5DZ
Flat 1 Marcus House SE15 5DU	Ephraim Early Years Nursery School Peckham Academy SE15 5DZ
Flat 2 Marcus House SE15 5DU	Flat A 18 Peckham High Street SE15 5DT
Flat 3 Marcus House SE15 5DU	Flat 2 2 Collyer Place SE15 5DL
27b Highshore Road London SE15 5AA	Flat 3 2 Collyer Place SE15 5DL
Flat 1 Sheffield House SE15 5BQ	Flat 4 2 Collyer Place SE15 5DL
Flat 10 Sheffield House SE15 5BQ	37 Highshore Road London SE15 5AF
64 Elm Grove London SE15 5DE	39 Highshore Road London SE15 5AF
28 Peckham High Street London SE15 5DT	41 Highshore Road London SE15 5AF
27a Highshore Road London SE15 5AA	32 Highshore Road London SE15 5AF
Flat 11 Sheffield House SE15 5BQ	33 Highshore Road London SE15 5AF
Flat 4 Sheffield House SE15 5BQ	34 Highshore Road London SE15 5AF
Flat 5 Sheffield House SE15 5BQ	38 Bellenden Road London SE15 5BB
Flat 6 Sheffield House SE15 5BQ	56 Bellenden Road London SE15 5BB
Flat 12 Sheffield House SE15 5BQ	58 Bellenden Road London SE15 5BB
Flat 2 Sheffield House SE15 5BQ	60 Elm Grove London SE15 5DE
Flat 3 Sheffield House SE15 5BQ	40 Bellenden Road London SE15 5BB
34b Peckham High Street London SE15 5DP	52 Bellenden Road London SE15 5BB
The Bakehouse 16a Basing Court SE15 5DX	54 Bellenden Road London SE15 5BB
52a Bellenden Road London SE15 5BB	21 Highshore Road London SE15 5AA

18c Bellenden Road London SE15 5DR
 18d Bellenden Road London SE15 5DR
 34a Peckham High Street London SE15 5DP
 Flat 1 38 Peckham High Street SE15 5DP
 Flat 2 38 Peckham High Street SE15 5DP
 Flat 3 38 Peckham High Street SE15 5DP
 Ground To Second Floors 20-26 Peckham High Street SE15 5DT
 Flat 36 Peckham High Street SE15 5DP
 43 Bellenden Road London SE15 5BB
 1 Collyer Place London SE15 5DL
 Flat 7 Marcus House SE15 5DU
 Flat 8 Marcus House SE15 5DU
 Flat 9 Marcus House SE15 5DU
 32 Peckham High Street London SE15 5DP
 16 Peckham High Street London SE15 5DT
 18b Bellenden Road London SE15 5DR
 Collyer Court Collyer Place SE15 5DL
 18a Bellenden Road London SE15 5DR
 35 Highshore Road London SE15 5AF
 62 Elm Grove London SE15 5DE
 Flat 3 16 Peckham High Street SE15 5DT
 Peckham Delivery Office 2-4 Highshore Road SE15 5AU
 10 Highshore Road London SE15 5AA
 Flat B 18 Peckham High Street SE15 5DT
 Flat 1 16 Peckham High Street SE15 5DT
 Flat 2 16 Peckham High Street SE15 5DT
 11 Highshore Road London SE15 5AA
 15 Highshore Road London SE15 5AA
 16 Highshore Road London SE15 5AA
 17 Highshore Road London SE15 5AA
 23 Highshore Road London SE15 5AA
 25 Highshore Road London SE15 5AA
 18 Highshore Road London SE15 5AA
 19 Highshore Road London SE15 5AA
 20 Highshore Road London SE15 5AA
 27 Highshore Road London SE15 5AA
 28 Highshore Road London SE15 5AF
 30 Highshore Road London SE15 5AF
 31 Highshore Road London SE15 5AF
 7 Highshore Road London SE15 5AA
 8 Highshore Road London SE15 5AA
 9 Highshore Road London SE15 5AA
 43 Grove Park London SE5 8LG
 Flat 1, 24 Fernwood Avenue Streatham SW16 1RD
 18 Highshore Rd Peckham SE15 5AA
 28 Adys Road Peckham SE15 4DZ
 35 Elcot Avenue Peckham SE15 1QB
 1 Bowmead Mottingham SE9 3NL
 17 Hansler Road London SE22 9DJ
 50 Blackheath Park London SE3 9SJ
 31 Elfindale Road Herne Hill/Dulwich SE24 9NN
 37 Gilkes Crescent Dulwich SE217BP
 3 Danecroft Rd London SE24 9PA
 23 Aylward Road London SE23 2JE
 13 Eynella Road London SE22 8XF
 12 Aysgarth Road London SE21 7JR
 Sunshine House 27 Peckham Rd SE5 8UH
 27 Peckham Road London SE5 8UH
 2 Ferris Road London SE22 9ND
 Southwark Council, Children'S & Adults' Services 160 Tooley Street SE1 2QH
 141 Mountview Road London N4 4JH

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

Flood and Drainage Team

Statutory and non-statutory organisations

Historic England

Neighbours and local groups

Flat 1, 24 Fernwood Avenue Streatham SW16 1RD
Southwark Council, Children'S & Adults' Services 160 Tooley Street SE1 2QH
Sunshine House 27 Peckham Rd SE5 8UH
1 Bowmead Mottingham SE9 3NL
12 Aysgarth Road London SE21 7JR
13 Eynella Road London SE22 8XF
141 Mountview Road London N4 4JH
17 Hansler Road London SE22 9DJ
18 Highshore Rd Peckham SE15 5AA
18 Highshore Road London SE15 5AA
2 Ferris Road London SE22 9ND
20 Highshore Road London SE15 5AA
23 Aylward Road London SE23 2JE
27 Peckham Road London SE5 8UH
28 Adys Road Peckham SE15 4DZ
3 Danecroft Rd London SE24 9PA
31 Elfindale Road Herne Hill/Dulwich SE24 9NN
35 Elcot Avenue Peckham SE15 1QB
37 Gilkes Crescent Dulwich SE217BP
41 Highshore Road London SE15 5AF
43 Bellenden Road London SE15 5BB
43 Grove Park London SE5 8LG
50 Blackheath Park London SE3 9SJ
52a Bellenden Road London SE15 5BB