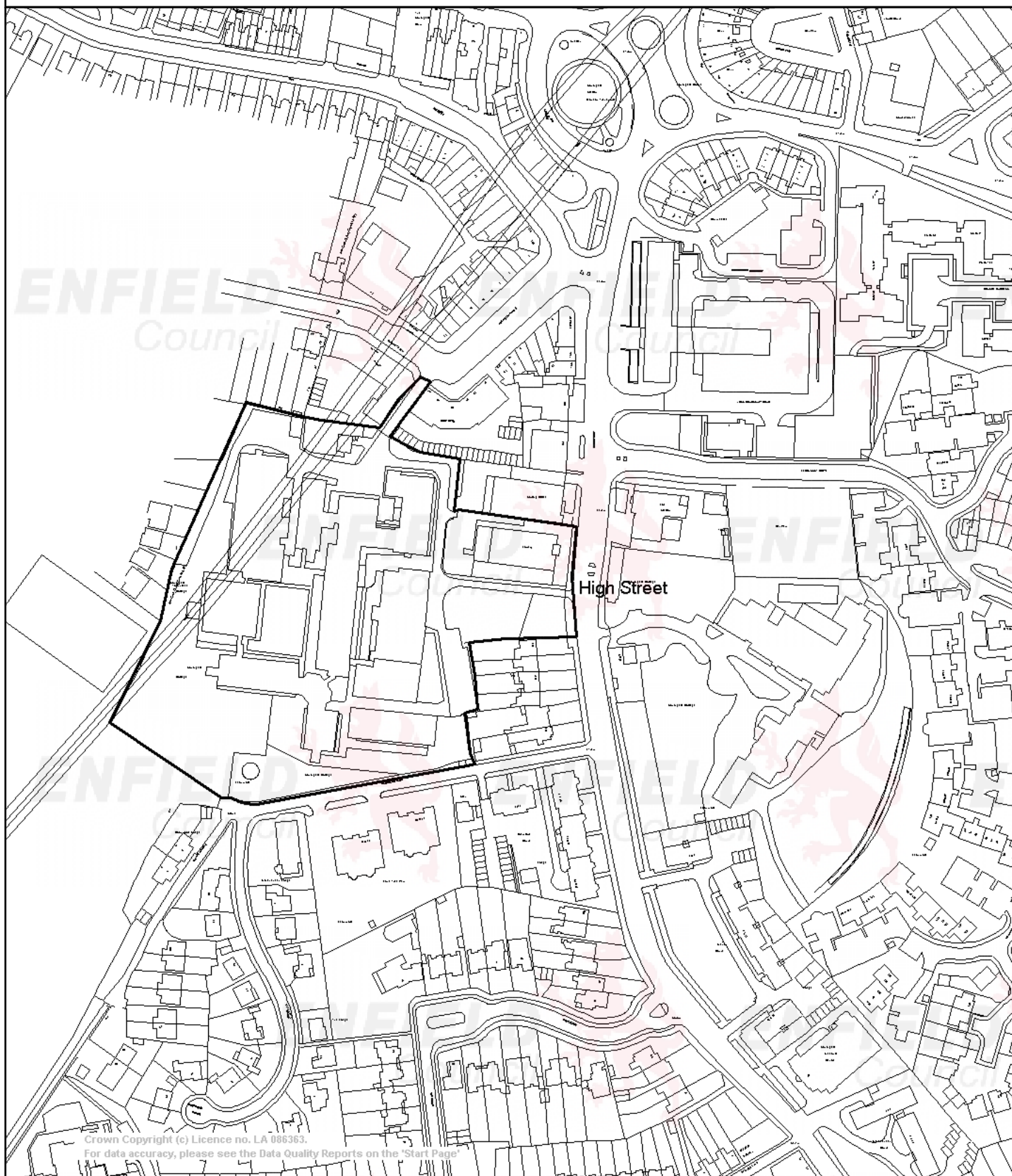


PLANNING COMMITTEE - 12th November 2009

TP/09/0089



Application Number: TP/09/0089 **Ward:** Southgate
Date of Registration: 23rd January 2009

Contact: Andy Higham 3848

Location: SOUTHGATE COLLEGE, HIGH STREET, LONDON, N14 6BS

Proposal: Redevelopment to provide new education facilities, involving erection of a part 4, part 6-storey block, refurbishment of existing 6-storey building, the erection of a 2-storey block incorporating the public library and erection of a detached 2-storey motor vehicle workshop, together with provision of ancillary plant/infrastructure on roofs, associated car parking and construction of access routes via Ashfield Parade, Blagdens Lane and High Street in connection with consolidation of College on High Street site. (Outline application - access and layout).

Applicant Name & Address:

Southgate College
C/O AGENT

Agent Name & Address:

Ms Mary Power, Savills PLC
20, Grosvenor Hill
London
W1K 3HQ

Recommendation

That Members resolve to **GRANT** outline planning permission and that subject to

- a) referral to the Mayor and confirmation that no objection being raised; and
- b) the completion of a S106 Agreement to secure the items identified in the report

the Head of Development Services be authorised to grant outline planning permission subject to the following conditions

(a schedule of the proposed conditions to be circulated shortly)

Site and Surroundings

Southgate College is situated to the south of Southgate town centre and its associated Conservation Area. It presently occupies two sites either side of the High Street: the Main campus to the west and the Minchenden campus to the east. The application site relates to the Main campus which contains a range of buildings of varied height from two storey to six storey, generally of 1960's and 1970's construction. A feature of the site within the street scene is the open landscaped area abutting the High Street frontage.

The site is bounded by mixed commercial and residential uses to the north and north eastern boundaries. To the south and south eastern boundaries are the residential properties of Blagdens Lane and the Grade II listed properties of No 107 – 117 High Street. The western boundary abuts the Borough boundary with Barnet beyond which are residential properties on Oxford Avenue.

The application site also encompasses the site of the existing Southgate Library, which is a single storey building fronting High Street.

There are existing access points from High Street, Blagdens Lane and Ashfield Parade and there are presently 272 parking spaces available to the College: 200 on the High Street campus and 72 on the Minchenden campus.

Proposal

Outline planning permission is sought to establish the principle of redeveloping the site to improve the College facilities and involves the consolidation of College onto High Street campus.

The proposal involves the refurbishment of existing 6-storey building and the construction of a linked part 4, part 6-storey block, the construction of a 4 storey block projecting forward toward High Street along the northern boundary and a 2-storey block incorporating the public library projecting forward along the southern boundary adjacent to No. 117 and erection of a detached 2-storey motor vehicle workshop in the south eastern corner together with the provision of ancillary plant/infrastructure on the roof of the aforementioned buildings. This equates to 24,000sq.m of gross internal area and represents an increase of 1593 sq.m on the existing.

The existing Southgate library with its own 11 parking spaces would be demolished and incorporated into the new two storey element of the scheme

The proposal also includes the construction of a new access onto Blagdens Lane and High Street and the reuse of the existing access onto Ashfield Parade. Parking provision would be 236 which includes 36 disabled spaces together with space for 190 pedal cycle and 10 motor cycles.

As a result of these proposals being implemented, the Minchenden campus would be vacated. However no proposals have been submitted regarding the future of this site which contains the Grade II listed Southgate House.

It must be noted that the application is in outline and only contains details of layout and access. Detailed plans of scale, appearance and landscaping are reserved for consideration at a later stage but the application does contain information pertaining to the amount of development in terms of massing and floor area to establish the maximum envelope envisaged.

Relevant Planning History

There is no planning history pertaining to the consolidation of the College onto the main campus.

However, in response to a request for a Screening Opinion under the provisions of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 (as amended), it was confirmed that the proposed development does not require an Environmental Impact Assessment to be submitted. This is because the proposal would not give rise to significant effects on the wider environment of the Borough having regard to the criteria set out in Paragraph 28 of Circular 2/99 (ref: SO/08/0007).

Consultations

Public

Consultation letters have been sent to neighbouring residential properties and commercial premises. In addition, notice was published in the local press and displayed at the site. In response, 112 letters of objection have been received raising all or some of the following points;

Overdevelopment

- too much development is proposed for this limited site;
- Minchenden site should be included when considering future expansion of College;
- Height too great and extend high rise buildings further down road away from Southgate Circus;
- Proposal increases dominance of development and would be too close to the High Street;
- Development out of keeping with local environment;
- Photomontages show that the proposed buildings remain inappropriate and overbearing and disproportionate size for the High Street and in particular relation to the street scene

Appearance

- Proposed design is not of the quality we should be aspiring to;
- Development needs to be redesigned to create a building which better integrates with its surroundings;
- development would have a bland, solid façade onto the High Street frontage which needs to be improved by architectural variation
- massing of development is too great and there should be a variation in roof treatment
- development would be massively overbearing structure and would have a looming nature from almost anywhere in the vicinity;
- the design of the development does nothing to improve the environment in terms of visual amenity
- design should be subject to full CABE review

Relationship to Listed Buildings

- the proposed development does not have regard to the desirability of preserving the setting of a listed building
- the listed buildings along High Street will be dwarfed by proposals
- modifications to listed building do nothing to lessen the effect of the disproportionately large and overwhelming buildings
- height of public building will be higher than my two storey house: it is equivalent to 3-4storeys
- two storey "library" building is equivalent to a three storey house even without the air conditioning units which add another floor;
- the proposed 4 storey teaching block behind the listed buildings is double the size of a three storey house;
- it would be wrong for the new development to overpower and dominate its surroundings
- Library block needs to be reduced to single storey;
- There is no response to the fact that the northern buildings due to their sheer size, scale and mass, will loom over the listed buildings affecting their character;
- Amended plans do not address English Heritage's concerns or those of residents
- Amended plans do not adequately respond to the listed building or the nearby setting of the Southgate Circus Conservation Area

Relationship to Residential Amenity

- Development of such height will lead to overlooking and a loss of privacy;
- Development will result in direct overlooking of residential properties
- Resultant scale and mass of building is underestimated;
- No.117 will suffer a huge loss of privacy and amenity;
- Daylight and sunlight analysis is inaccurate
- Level to which neighbouring properties are overlooked is currently minimal and not invasive: this will change
- Existing building heights should be maintained to prevent any increase in overlooking
- no mention of measures required to secure area between 117 and the library block at night and weekends: without this, there are concerns that rear of residential properties will be more accessible;
- increased traffic movements along Blagdens Lane will affect enjoyment of property
- increase noise and disturbance from access and parking close to residential boundaries;
- development does not meet relevant planning standards and thus, harms residential amenity
- impact of construction on residential amenity

Access

- proposed access arrangements are impracticable;
- parking strategy is not sustainable and should be rejected
- Blagdens Lane is too narrow for existing flows let alone that associated with proposed increased;
- Blagdens Lane is a quiet cul de sac and will become a traffic nightmare;
- access via Blagdens Lane could involve over 300 cars daily;
- existing access to car park off Blagdens Lane is not used on a regular basis despite claims of applicant;
- the volume of traffic, noise and disruption will adversely affect the residents of Blagdens Lane especially the residential care home which needs 24 hour emergency access;
- parking for 200 staff and students should not be needed in an area so well served by public transport;
- no parking for library
- open air parking should not be proposed as it impacts on visual and residential amenity
- use of High Street as a main access affects amenity and could also increase vibration affect foundations of listed buildings

Landscaping

- the open green space at front of College provides visual relief and character: its loss would detract from street scene.
- open space supports setting of building and also provides natural drainage and a habitat for flora and fauna;
- losing the open space is not acceptable
- lack of open space also harms setting and appearance of proposed development;
- revision to create area in front of "library" block, is not sufficient;
- trees in front of the College are not worthless and have a visual amenity value
- more cost effective if existing trees were retained rather than enhancing proposals for replacement;
- trees r/o 107-117 High Street should remain as they create the necessary screen;

- the trees are of significant amenity value and many have significant presence including a Red Maple and several London Plane;
- if so many tree are to be replaced then they should be “mature” specimens
- development leads to a net loss of green space;

Miscellaneous

- Revised plans do nothing to respond to the issues raised by local people;
- Public square is likely to attract gangs and pose a public safety threat to people walking down from tube station;
- Public square is likely to attract gangs and pose a public safety threat to people walking down from tube station;
- Public square is not needed
- Although important to have a thriving community with good facilities this, surely this can be achieved without loss to the area, which these plans present.
- Green technology and design should alleviate the need for roof top air conditioning;
- Does the College have to be here: could it not be on a more suitable site with sufficient room to expand leaving the existing sites to be redeveloped for more suitable purposes;
- Future of Royal mail site should also be considered;
- Application needs to considered on planning merits and not be swayed by desires of College;
- Why is there no Environmental Impact Assessment.
- Impact on property value

In addition, the Enfield Society comment that too much is being squeezed into the space available and does not respect important historic landscape. In particular, the height of the northern building beyond the new library is excessive. The development will also reduce open amenity space and the loss of the open space on the College frontage which is a major amenity within the context of the street scene, is of concern. It is the Society’s opinion that these issues cannot be left to the detailed application.

The Fox Lane and District Residents Association comment that while they would like to support the enhancement of facilities to provide higher quality education, they are concerned on a number of grounds:

- Blagdens Lane is inappropriate to deal with the traffic associated with the College
- The use of Ashfield Parade for ingress during morning peak will conflict with other peak traffic movements including that associated with local schools
- The storey heights do not respond to existing storey heights and thus would be unsympathetic to the existing buildings and surrounding area
- The proposed 4 storey block will have an overbearing effect on the listed buildings
- The ventilation plant on the roof of the development will add further height to the buildings above what is described as well as noise disturbance to nearby residents
- Unacceptable loss of existing mature trees
- Height of development on High Street frontage is inappropriate and will not be sympathetic in the street scene or act as a suitable transition to development on either side;’
- The public square may become or attract anti social behaviour if access is not controlled: this will affect residential amenity;

In addition, David Burrowes MP comments that although he strongly supports the principle of development to improve the College, some of the details shown on the submitted plans are of concern (i.e. Scale of development, proposals for access and parking, loss of trees and impact on residential amenity). As a result, he supports the concerns of local residents in this respect.

It should also be noted that Royal mail raise no objection in principle to the proposals contained in the outline application.

Latest Consultation

More recently, local residents have been re-consulted on amendments to the scheme including the reinstatement of the access via Blagdens Lane and modifications to the siting and indicative appearance of the two-storey library block. In response, 6 letters of objection have been received which raise all or some of the following points:

Overdevelopment

- too much development is proposed for this limited site;
- Minchenden site should be included when considering future expansion of College;
- Height too great and extend high rise buildings further down road away from Southgate Circus;
- Proposal increases dominance of development and would be too close to the High Street;
- No rational for bring development forward towards High Street: development could be accommodated elsewhere on site
- Development out of keeping with local environment;

Relationship to Listed Buildings

- the listed buildings along High Street will be dwarfed by proposals
- modifications to listed building do nothing to lessen the effect of the disproportionately large and overwhelming buildings
- height of public building will be higher than my two storey house: it is equivalent to 3-4storeys
- two storey "library" building is equivalent to a three storey house even without the air conditioning units which add another floor;
- the proposed 4 storey teaching block behind the listed buildings is double the size of a three storey house;
- Library block needs to be reduced to single storey;
- There is no response to the fact that the northern buildings due to their sheer size, scale and mass, will loom over the listed buildings affecting their character;
- Amended plans do not address English Heritage's concerns

Relationship to Residential Amenity

- Development of such height will lead to overlooking and a loss of privacy;
- Development will result in direct overlooking of residential properties
- Resultant scale and mass of building is underestimated;
- With the loss of mature planting the development will represent an unattractive intrusion into the outlook of residential properties
- no mention of measures required to secure area between 117 and the library block at night and weekends: without this, there are concerns that rear of residential properties will be more accessible;
- increase noise and disturbance from access and parking close to residential boundaries;

Access

- proposed access arrangements are impracticable;

- Blagdens Lane is too narrow for existing flows let alone that associated with proposed increased;
- Blagdens Lane will become a traffic nightmare
- access via Blagdens Lane could involve over 300 cars daily;
- the volume of traffic, noise and disruption will adversely affect the residents of Blagdens Lane;
- parking for 200 staff and students should not be needed in an area so well served by public transport;
- development should not prejudice emergency access from Ashmole School

Landscaping

- the open green space at front of College provides visual relief and character: its loss would detract from street scene;
- green space should not be lost to a concrete public square
- open space supports setting of building;
- lack of open space also harms setting and appearance of proposed development;
- trees in front of the College are not worthless and have a visual amenity value
- more cost effective if existing trees were retained rather than enhancing proposals for replacement;
- trees r/o 107-117 High Street should remain as they create the necessary screen;
- if so many trees are to be replaced then they should be "mature" specimens;

Miscellaneous

- Revised plans do nothing to respond to the issues raised by local people;
- Square would become focus for anti social behaviour
- Although important to have a thriving community with good facilities this, surely this can be achieved without loss to the area, which these plans present.
- The College has not responded to public consultation

In addition, the Southgate District Civic Trust have commented that having seen the latest drawings, nothing alleviates their continued concerns about the impact on the setting of the listed building. The proposed green wall to the two storey "library" building is not an adequate replacement for the trees lost from the open grassed area at the front of the College. Moreover, they consider the proposal to be a substantial development creating a considerable building mass, which will dominate the site and not respect the curtilage of the listed building especially when the effect of an additional storey to accommodate air conditioning plant is added. It is also noted that the proposed development will project forward of the building line which will disrupt the street scene and the visual link between the Conservation Areas of Southgate Circus and The Green. The Group also highlights that the loss of the open grass area will harm the street scene and the visual setting of the College. In conclusion therefore, they request that the application is refused permission and that a more suitably revised scheme is brought forward which is more sympathetic to its environs.

External

Transport for London comment that they support the development in principle subject to the resolution of a number of issues. These are:

- i) the provision of cycle parking in line with TfL's standards of 1 space per 8 students which would require an increase from 190 spaces to 357 spaces;
- ii) a walking and bus stop audit;

- iii) a trip generation assessment for buses
- iv) further work on the travel plan and in particular, the inclusion of separate targets for staff and students at the outset.

TfL also comments that the provision of 236 parking spaces is in general conformity with the London Plan

English Heritage does not formerly object but have offered general observations. It is considered 107-117 form a group of architectural and historic interest with mature front gardens and a skyline setting not impacted upon by tall buildings.

They comment that the setting of the listed building is little affected by the existing college because the entry point and its street frontage is softened by the pleasant area of grass planted with semi mature trees. This is a very sympathetic setting for what would have been a rustic rural cottage (117) with its leafy front garden as well as those of its neighbouring. The removal of this landscaped area will have an effect not only the setting of 117 but also its neighbours and the overall historic significance. Overall, English Heritage consider that the two-storey library element is too large and too close to the boundary and would therefore over dominate the relationship with 117. With regard to the four-storey element behind the listed buildings, it is considered that this is large enough to loom over the listed buildings and thus will have a detrimental impact accentuated by the loss of mature trees on that boundary

Environment Agency raise no objection subject to a condition regarding surface water drainage

London Fire and Emergency Planning Authority raise no objection I terms of emergency access.

Internal

Traffic and Transportation raise no objection in principle but would require conditions to address the following issues:

- i) methodology for controlling ingress / egress across all access points
- ii) improved highway junction with High Street
- iii) alterations on High Street to facilitate improve right turn layout into Blagdens Lane
- iv) contribution to footway improvements
- v) reinstatement of all redundant footways
- vi) Travel Plan
- vii) Commitment to cover costs of necessary alterations to existing waiting / parking restriction

It is considered all these matters can be adequately covered by condition or inclusion in a legal agreement.

Environmental Health raise no objection in terms the proposals subject t a condition covering construction methodology.

Conservation Advisory Group

In response to the original proposals, the Group made the following comments:

- a) Four storey block:
 - The building is, at least, one too many. The height of the new building should begin to respect the adjacent listed buildings and their scale.

- The design premise (as stated by the applicant's advisor during a presentation to CAG) is that the North block is a "book end" to the commercial sector of Southgate. This has resulted in a dominant building that sits uneasily with the domestic scale of the listed buildings.
- Despite the raking façade of the North Block it will still be seen, from the north and south, as being built to the building line of the adjacent commercial buildings. As a consequence it will dominate the main High Street views. The building needs to be set back to the building line of the listed buildings and for the end elevation to be at right angles.
- Although outline the indications are that the exterior walls to the North Block will be seen as extremely heavy. The applicant was guided to the recent development of Enfield College; a lightly clad building with a low profile that still met the design brief of creating a "presence on the Hertford Road whilst observing the domestic nature of the immediate neighbourhood". That is not the case with this proposal.
- The overall design appears formulaic and offers no sense of place in this sensitive location. It does not fit in to the existing urban grain.

b) Two Storey Library Block

- The library is, again, one storey too high.
- The height of the library (including the area designated for plant) is circa 9.5 metres. This is considerably higher than the immediately adjacent listed building (No. 117 High Street); which is circa 5.2 metres at its highest point.
- The building crowds the boundary (vis a viz No.117 and the setting of the listed buildings) by virtue of its height and proximity.
- It is marooned and stranded in the middle of a circulation zone.

c) South Block

- This building steps down (by 2 floors) from the Main block and is seen as generally respectful to the listed buildings.

d) Traffic

- The listed buildings are now surrounded on all sides by substantial traffic movement following the change to the main access route.

The Group consider that an appropriate alternative would be for the development to embrace the library within the footprint and floor space of the North block. This will facilitate the provision of a green space where the library is currently proposed. The setting of the listed buildings will be dramatically improved.

This is a compromise solution that leaves the North block building height as shown; however the end elevation of the building to be at right angles and on the building line of the listed buildings. Move the access road closer to the North block. This will provide the space for a green sward setting to the listed buildings.

Maximise the rear entrance (Ashfield Parade) as the primary access route for the main car park. Library parking and disabled bays only accessed from the High Street. Traffic flow (coupled with the previous point) around the listed buildings thus dramatically reduced.

Comments on Latest Plans

At their meeting on 6th October when the latest iteration of the plans were assessed, the Group commented that the revision were a poor response to their earlier concerns. In particular, the reinstatement of the Blagdens Lane access created an island with listed buildings surrounded by roads. There was also concern expressed regarding the poor location of the library and the north building jutting out: it was felt the library should be set further back and integrated into the north block thus retaining the open character to the setting of the listed building. The Group also that the level of architectural design adversely impacted on the setting of the listed building with reference to the visual impact of the proposed roof level plant and equipment.

Relevant Policies

London Plan

3A.17	Addressing the needs of London's diverse population
3A.18	Protection and enhancement of social infrastructure and community facilities
3A.25	Support needs of higher and further education establishments
3C.1	Integrating transport and development
3C.2	Matching development to transport capacity
3C.3	Sustainable transport in London
3C.21	Improving Conditions for Cycling
3C.23	Parking Strategy
3D.1	Supporting town centres
4A.1	Tackling Climate Change
4A.3	Sustainable Design and Construction
4A.4	Energy Assessment
4A.5	Provision of Heating and Cooling Networks
4A.6	Decentralised Heating
4A.7	Renewable Energy
4A.9	Adaptation to Climate Change
4A.11	Living Roofs and Walls
4A.14	Sustainable Drainage
4B.1	Design Principles for a Compact City
4B.2	Promoting World Class Architecture and Design
4B.3	Enhancing the Quality of the Public Realm
4B.5	Creating an Inclusive Environment
4B.8	Respect local context and communities
4B.12	Heritage Conservation
Annex 4	Parking standards

Unitary Development Plan

(I)GD1	regard to surroundings and integration into local community
(I)GD2	quality of life and visual amenity
(II)GD2	developments are appropriate located
(II)GD3	character and design
(II)GD5	landscaping
(II)GD6	traffic generation

(II)GD8	site access and servicing
(II)GD10	integration of development
(II)GD11	access for people with disabilities
(II)GD13	to resist any increase in flood risk
(I)CS1	community services
(II)CS1	facilitate the full range of services appropriate to the needs of the Borough
(II)CS2	community facilities to have regard to Council's environmental policies
(I)T7	to improve facilities and conditions for cyclists
(II)T13	creation of new access onto the public highway
(II)T14	contribution to off site highway improvements as necessary
(II)T16	adequate access for pedestrians and people with disabilities
(II)T19	priority to the needs and safety of cyclists
(II)T21	cycle parking provision in all developments
(II)T31	promote opening of private car parks to public
(II)T32	car parking to take account of needs of people with disabilities
(I)C1	sites, buildings and landscape features of archaeological, architectural or historic interests together with their character and setting are preserved or enhanced.
(II)O10	to have regard to the contribution of open space to the physical structure, character and quality of life
(II)H8	privacy and overlooking

Local Development Framework - Core Strategy Preferred Options

The Planning and Compulsory Purchase Act 2004 requires the Council to replace the UDP with a Local Development Framework (LDF). The LDF Core Strategy will set out the spatial vision and strategic objectives for the Borough. The Core Strategy is progressing through its adoption process. As this continues the weight given to it will grow and the relevant objectives are reported to demonstrate the degree to which the proposals are consistent with the emerging policy direction.

- SO1 Sustainability and Climate Change
- SO3 Protect and enhance Enfield's environmental quality;
- SO7 Distinctive, balanced, and healthier communities
- SO11 Safer and stronger communities

Other Material Considerations

- PPS1 Delivering Sustainable Development
- PPG13 Transport
- PPG15 Planning and the Historic Environment
- PPS25 Development and Flood Risk

Analysis

Principle of Use

The consolidation of the College onto the Main High Street campus would be in keeping with the existing use of the site albeit, the intensity of the use would be greater. Nevertheless, the development represents an opportunity to secure significant improvement to the existing education facilities available as well as maintaining the profile of the College, consistent with the community objectives of Policies (II)CS1 and (II)CS2 together with Policy 3A.25 of the London Plan. In principle therefore, the use of the site for the purposes proposed is considered acceptable.

Future of Minchenden Campus

The consolidation of the College onto the Main Campus on the western side of High Street, would result in the Minchenden campus being ultimately vacated. At that time, it is envisaged that this site will be disposed of on the open market although at this stage, no consideration has been given to its future use or what might prove acceptable. Consequently, the future of this site does not form part of the proposed development and cannot be taken into account as part of the consideration of the proposed development's acceptability.

The College however recognises that any future use and / or development of the Minchenden campus will be constrained by the presence of the Grade II listed Southgate House: any development would need to demonstrate that the special character and interest of the building is preserved. Moreover, it is also recognised that the access arrangements for the proposed development will limit the potential use of the existing access to Minchenden site in any future use.

Effect on Character and Appearance of Surrounding Area

It is recognised that the proposal represents a significant intensification in the amount of development within the present High Street campus. Much of this is evident in the increased mass of the resultant buildings and the projection of the development towards the High Street frontage. However, this increase does not in itself, make it unacceptable.

The degree to which the increased mass and height of development is acceptable must be determined by the visual presence of the resultant development in the surrounding area and the spatial relationship to neighbouring properties (the specific relationship to the listed buildings is considered separately). The surrounding area is mixed in terms of its composition and built form. Situated to the south of Southgate town centre where building heights are typically 3-4 storey around Ashfield Parade: a form which is also evident and extends southwards along the High Street towards the College site. However, this must be balanced by the more domestic form of the listed buildings and the residential development along Blagdens Lane. Here residential development heights are predominantly 2 –3 storey.

In terms of its appearance in the street scene, the majority of the proposed mass would be located toward the centre of the site set back from the High Street and Blagdens Lane frontages (59 m and 23 m respectively). Taking this spacing and the existing height of the 6-storey block which would be retained, it is considered that the building height would not be inappropriate within this context. It is also argued that the form proposed would appear contiguous with the greater heights evident around the town centre.

However, more prominent and having a more direct bearing on the character and appearance of the locality will be the two blocks projecting forward towards the High Street frontage. At 4 and 2 storey, these elements would have a significant presence within the street scheme and in fact, the 4 storey block positioned along the northern boundary with the post office building, has been specifically designed to do so and will act as a focal point for people attending the site and approaching from Southgate Circus (a point that can be seen in the indicative street elevations). Thus, when viewed along High Street frontage and having regard to the buildings on either side of this frontage, it is considered the proposed massing would not be inappropriate or harm the street scene or the character of the area.

In arriving at this conclusion, consideration has been given to the loss of the open area which contains a number of semi mature trees and presently contributes to the College frontage and its

presence within the street scene. None of the trees have an amenity value sufficient to warrant imposing a tree preservation order but the loss of this area will represent a significant change. Notwithstanding this, in order to optimise the development of the site and integrate the built form of the college better into the street scene, the design allows for the creation of a public square to establish an accessible focal point within the community unlike the current space which is fenced off from the street. On balance therefore, it is considered the loss of the open area is not sufficient ground to warrant refusal

Effect on Setting of Listed Buildings

A key consideration is the relationship of the proposed development to the setting of the listed building and local planning authorities must give special regard to the desirability of preserving the setting of the building.

PPG15 advises that "The setting is often an essential part of the building's character, especially if a garden or grounds have been laid out to complement its design or function. Also, the economic viability as well as the character of historic buildings may suffer and they can be robbed of much of their interest, and of the contribution they make to townscape or the countryside, if they become isolated from their surroundings, e.g. by new traffic routes, car parks, or other development".

In addition, PPG15 also states that "the setting of a building may be limited to obviously ancillary land, but may often include land some distance from it. Even where a building has no ancillary land - for example in a crowded urban street - the setting may encompass a number of other properties. The setting of individual listed buildings very often owes its character to the harmony produced by a particular grouping of buildings (not necessarily all of great individual merit) and to the quality of the spaces created between them. Such areas require careful appraisal when proposals for development are under consideration, even if the redevelopment would only replace a building, which is neither itself listed or immediately adjacent to a listed building. Where a listed building forms an important visual element in a street, it would probably be right to regard any development in the street as being within the setting of the building. A proposed high or bulky building might also affect the setting of a listed building some distance away, or alter views of a historic skyline"

The design of new buildings therefore, intended to stand alongside historic buildings, does need very careful consideration. New buildings therefore need to be carefully designed to respect their setting, follow fundamental architectural principles of scale, height, massing and alignment, and use appropriate materials. It must be noted that at this stage, in terms of this outline application, we are only considering details of siting and massing with detailed design to be brought forward for assessment at a later stage. Moreover, PPG15 is clear that new buildings do not have to copy their older neighbours in detail: some of the most interesting streets in our towns and villages include a variety of building styles, materials, and forms of construction, of many different periods, but together forming a harmonious group.

In this case, the listed buildings are Nos 107-117 High Street and comprise a row of Grade II listed two and three storey buildings. The buildings are characterised by their appearance which includes sash windows and although designated in a piecemeal fashion, are listed on the basis of their group value. However, with particular reference to No 117 which lies adjacent to the College boundary, the listing description describes the property as an early 19th century weather boarded cottage now possibly extended to the side but probably once a stable block.

In response to the originally submitted plans, many residents including CAG, English Heritage and the Southgate Civic District Trust highlighted the inadequacies of the relationship between

the proposed development and the listed building, in particular, the fact that the proposed development did not respect the building line of the listed buildings

Taking the above factors into account, concerns were expressed regarding the initial proposal and discussions have resulted in revisions to the scheme to improve the relationship. The revisions include:

- i) reduction in height of the southern “library” block from three storey to two storey;
- ii) setting the front of the “library” block back in line with the building line of the listed buildings
- iii) separation of the “library” block from the main College building apart from a first floor pedestrian link;
- iv) an increase in the separation of the block from the boundary with the listed building;
- v) a commitment to setting any roof top plat and equipment in from the edge of the buildings;

The decision not to proceed with a main access from High Street along the boundary of No 117 will also have benefits for the setting and future amenity of this neighbouring listed building.

There is now a distance of 9 metres proposed between the flank wall of the “two storey library” block and the boundary of No 117. In addition, the setting back of this block enables a general space to be provided in front which softens the relationship with the character of the listed building identified by English Heritage. Weight is also given to the variety of building styles which contribute to the character and appearance of the street scene none of which apart from the listed buildings, are of any architectural merit

Weight is also given to the comments of the Mayor for London who advises that the separation and lower built form proposed appear appropriate. Taking these factors into account, it is considered the proposed siting and massing would appropriately respond to the setting of the listed buildings and thus it is considered there is no harm to its special architectural and historic interest.

A further consideration relates to the effect of the 4-storey block which would be sited behind the listed buildings. This block would replace a group of 2 – 3 storey buildings and although slightly closer to the rear boundary, would be some 45 metres from the actual listed buildings with between 20 and 32 metres to the curtilage. Concern has been raised regarding the “looming” effect this block would have on the character of the listed building accentuated by the loss of mature planting along the common boundary. In response to these concerns, although there is no scope to reposition this element having regard to the internal layout requirements and constraints placed on the scheme by the Piccadilly underground line which traverses the rear of the college site, revised plans have been received which show the retention of the mature trees along this boundary, together with additional planting, to assist in softening this relationship. On balance, this arrangement is considered acceptable and given the overall distance, it is considered the 4-storey block would not harm the setting of the listed building.

Relationship to Southgate Circus Conservation Area

The College site does not lie within the Conservation Area. The Southgate Circus Conservation Area lies to the north and is focused around the listed Underground Station: the nearest part of the Conservation Area being some 60 metres away at the northern end of Ashfield Parade. Although the proposed development will have a visual presence within the wider area and on the High Street, due to the distance from the Conservation Area, it is considered the proposal will not harm the special character or appearance of this area.

Effect on Amenities of Neighbouring Residential Properties

The key relationship is that to 117 High Street and the effect of the “library” block on its level of amenity.

The “library” block would be 9 metres in height and sited 9 metres away from the residential boundary. Situated to the north of the property, the building would not lead to any overshadowing. However, the dwelling does have windows in the rear and side elevations. In response to concerns regarding the submitted Daylight assessment, the Council commissioned its own independent assessment to assist in identifying the effects of the proposed development on the level of light enjoyed by the property. This report concludes that

- a) Although the loss of light to the living dining room will be significant especially during winters months when the trees will not be in leaf and their camouflaging effect is reduced, this needs to be balanced against the internalising effect on the living room by the addition of the dining room extension with the BRE guidelines advising of the difficulties in the practicality of applying the Daylight Distribution test in spaces of greater depth than 5 metres;
- b) Although there would not be a loss of light to the first floor rear bedroom, there would be a reduction in winter sunlight which would be material against BRE standards;
- c) There would be no material impact on the kitchen.

With reference to these conclusions therefore, a degree of impact is indicated. This must be offset against the BRE guidelines, which limits the robustness of evidencing effectively, harm should the matter be determined on this ground. Mindful of these circumstances on balance, it is considered that the level of impact on the light to his property is not sufficient to warrant refusal of the application

In addition, it is also noted that concerns have been raised regarding the creation of a secondary access along the residential boundary in terms of activity, noise and general disturbance as well as security implications from increased accessibility. In terms of outlook although the actual design of the block is not for consideration at this stage, indicative elevations have confirmed the inclusion of a green wall to the southern elevation of the library block. It is considered that this feature would assist in softening the visual presence of the block and its inclusion in the final scheme design will be conditioned accordingly.

The impact on the levels of amenity enjoyed by the occupiers of this property are acknowledged and have strongly influenced the opinion that use of this route as a main access to serve the College (in the absence of the alternative route via Blagdens Lane). Nevertheless, the levels of vehicular movement associated with this secondary access which would serve the library and disabled parking spaces is much less and would not, it is considered, affect the amenities of this property. Moreover, in response to the security concerns, the College have concern that this route would be a controlled gated access: it is recommended that a condition is imposed to secure this point and on this basis, this arrangement is considered acceptable.

There are a number of properties situated along the southern side of Blagdens Lane which face the College. Presently, there is a strong landscape buffer comprising a range of mature trees which provide an effective screen along this boundary. This will be largely retained and enhanced. However, the 4-storey block rising to 17 metres in height will be a feature in the outlook from these properties. Whilst this relationship has been assessed, it is considered that the overall separation of 41 metres at its closest with the retained tree screen in-between is sufficient

to mitigate the presence of this new building and avoid any undue harm to the amenities of these properties.

Concern has also be raised regarding the increased vehicular use of Blagdens Lane as an access in terms of the increased noise, disturbance and general activity. Due to the positioning of the access, this would be of particular relevance to 107 High Street, Sisu (14 Blagdens Lane) and Nos 1-12 Bramford Court which occupies the plot on the corner of Blagdens Lane and High Street.

For the majority of Blagdens Lane, the development would result in a reduction in the level of vehicles using the entire length due to the removal of the existing access at the western end of road. However, it is acknowledged that there would be a significant increase in vehicle movements along the section between the new access and the High Street. As a result, it is likely there would be an increase in activity and general disturbance to the properties identified. In seeking to determine whether this is acceptable, it is considered that a number of factors must be taken into account:

- a) the number of vehicles;
- b) the removal of the existing access to the parking area at the western end of Blagdens Lane
- c) the status / condition of the highway
- d) existing residential character;
- e) any alternative arrangements

It is envisaged the use of Blagdens Lane as an access would involve over 100 additional vehicle movements. Blagdens Lane is also adopted highway and at 5.2 metres wide, is of sufficient width in capacity terms to handle the traffic flows. The removal of the existing access will also reduce flow over the entire length. Nevertheless, the more intensive use of the eastern section has the potential to cause greater disturbance. What must be set against this is the fact that amenity levels will already be influenced by the noise associated with the traffic flows along High Street. Within the context of this ambient background level and the pattern of movement across the day, it is considered the effect of the increased traffic movements would not harm the amenities of these properties. In arriving at this conclusion, I am also mindful of the fact that if Blagdens Lane is not suitable to serve the College as an access route, there may be no alternative access route to support the consolidation of the College and improvement of the facilities on offer. As a result, and on balance, no objection is raised on this ground.

MV Workshop Block

The workshop block is situated in the southwestern corner of the site adjacent to the playing fields of Ashmole School which are to the south and west of this building. It would have a footprint of 53 x 41 metres and a part single storey/ part 2 storey building with a maximum height of 15 metres.

Revised plans have increased the separation of this building to the boundary and increased the opportunity to retain existing trees and provide additional planting. Consequently, it is considered the building will have an acceptable setting and visual relationship to the school. Furthermore, it is also considered there is sufficient separation at 30 metres to safeguard the amenities of the nearest residential property on Blagdens Lane: Nos 2 & 4 Rockwood Lodge

Adjoining the western boundary, there are also residential properties on Oxford Avenue. Barnet on behalf of their residents, originally expressed concerns. The revision though have improved

this relationship and there is now a distance of 25 metres with boundary planting in-between which is sufficient to address any concerns regarding loss of light or outlook.

Access Arrangements and Traffic Generation

Although the proposal involves a consolidation of the college, this application will not result in a material increase in staff and pupils attending the site. Any increased flows would be associated with a future redevelopment of the Minchenden campus and not for consideration as part of this application. No objections are therefore raised in terms of the proposal generating any unacceptable increase in vehicle movements.

A key concern expressed by local residents is in respect of the proposed use of Blagdens Lane as an entrance to the site.

Three alternative scenarios have been proposed regarding access arrangements:

Option 1 – involves a new access on Blagdens Lane (and closure of existing) for ingress only, re-siting of access on High Street for visitor and disabled parking and retention of access Ashfield Parade for egress.;

Option 2 – As above but with two way access off High Street and entry from Ashfield Parade during the morning peak. This would enable staff approaching from the north to enter the site via Ashfield Parade or High Street with Blagdens Lane only dealing with staff arriving from the south

Option 3 – no access via Blagdens Lane with two-way access via the High Street and Ashfield Parade

All these alternatives have been assessed including Option 3 where access is shared between Ashfield Parade and High Road with no access on to Blagdens Lane which responds to local concerns. However, this arrangement is considered unacceptable due to the impact on the amenities of No. 117 High Road and the desire to minimise the amount of right turning traffic close to Southgate Circus which would access the College via Ashfield Parade. This latter point is of concern because the access road runs along the side boundary of this property and this scenario would result in a significant volume of traffic movement along the boundary leading to an unacceptable increase in noise, disturbance and pollution prejudicial to the occupier's reasonable enjoyment of their property.

If this Option is therefore unacceptable, but the sole access cannot be via Ashfield Parade, it must be concluded that without the use of Blagdens Lane, there is no potentially acceptable access arrangements to serve the consolidated College on the Main campus.

Consequently, it falls to consider the possibility of using Blagdens Lane in some form to serve the College. Whilst it is recognised that there is strong concern regarding this option due to the increase in traffic movements, the increased pressure on its junction with the High Street and the impact the residential amenities of properties that front the eastern end of the Blagdens Lane, it is considered that as Blagdens Lane is adopted highway and constructed as such, it is a more appropriate access route and on balance, this offsets the disturbance associated with the increased traffic experienced by the residents and in particular, the occupiers of No.107 High Street, 1-12 Bramfield Court and Sisu 14 Blagdens Lane.

Notwithstanding the above, it is recognised that the existing access via Ashfield Parade is not wholly satisfactory. However, the ability to secure direct improvement is limited as the land is not adopted nor does the College own it. Whilst the access is currently useable, maintenance is not

assured and thus could in future limit its use. There is the aim to manage the use of Ashfield Parade access to

Therefore, subject to highway improvements to the junction of Blagdens Lane and High Street, and the highway around the entrances at High Street and Ashfield Parade, no objection is raised.

Parking and Servicing Arrangements

A total of 236 parking spaces are proposed and these would be allocated for staff only. There would be no spaces for students. With reference to the existing situation, there are presently 272 spaces across both sites. The proposal would therefore result in a reduction in the number of spaces and local residents have raised concerns regarding the adequacy of parking to serve the college highlighting on street parking with the attendant issues of congestion and safety. However, it must be noted that the College is situated within the Southgate CPZ which already strictly limits times when parking can occur. In addition, the area has a PTAL score of 4 which means that the college has a good level of accessibility to a range of public transport options: primarily in the underground and bus connections at Southgate Circus. Mindful of such circumstances, weight must also be given to the thrust of national planning policy in the form of PPG13 which aims to reduce parking provision for developments and encourage the use of public transport in such accessible locations. In pursuit of this, it must be noted that provision is also to be made for 120 cycle and motorcycle parking spaces with a travel plan also required to further support the greater use of non car modes. The Travel Plan is intended to have robust targets to seek to further limit journey to work by staff in the future. Consequently, it is considered the level of parking proposed is adequate and will not give rise to conditions prejudicial to the free flow and safety of vehicles using the adjoining highways.

Servicing to the site will continue via Ashfield Parade. Although the approach to vehicle movement around the site would see Ashfield Parade as mainly an exit, the two way use is acceptable given the limited number of service vehicles involved. This approach is also supported by the fact that most of the servicing facilities are located close to this entrance and this arrangement would also avoid larger commercial vehicles having to use Blagdens Lane.

Community Use

The College has an important role in meeting the educational needs of the Borough and the wider north London area.

It should also be noted that the Mayor recognises that the re-provision of the College and public library and the introduction of more public uses such as the restaurant and hair / beauty salons are welcomed and the mix of uses should provide benefit to the wider community and create a lively addition to the Southgate area.

Sustainability

The sustainability measures identified in the Sustainability Statement including rainwater harvesting, the inclusion of a green wall, sustainable urban drainage systems and use of sustainable sources of timber will be secured through condition

With regard to energy consumption, a number of energy efficient design measures are proposed which the GLA envisage will save around 10-20% beyond Building Regulations 2006 minimum requirements. This includes the infrastructure to link into an external district-heating scheme. However, it is difficult to be specific in respect of this issue given the outline nature of the proposals at this stage. Accordingly, it is proposed to impose a number of conditions including;

- a) a requirement to undertake detailed modelling to confirm proposed demand reduction / energy efficient measures with achieve the identified carbon reduction savings.
- b) The provision of infrastructure regarding the connection with an external district heating system;
- c) A requirement to increase solar collectors to increase contribution to reduced carbon emissions;
- d) A requirement to complete testing on the availability ground source heat pump system;
- e) A requirement to install suitable risers to support future installation of pv modules

S106 Agreement

A S106 agreement will be required as part of any recommendation to grant planning permission. The Heads of Terms of any such agreement would be as follows:

- i) Off Site Highway Works
- ii) Community Access to Sports Facilities
- iii) Community Access to Parking Area to support adjoining town centre
- iv) Commitment to support Construction Web initiative
- v) Preparation, implementation and monitoring of travel plan

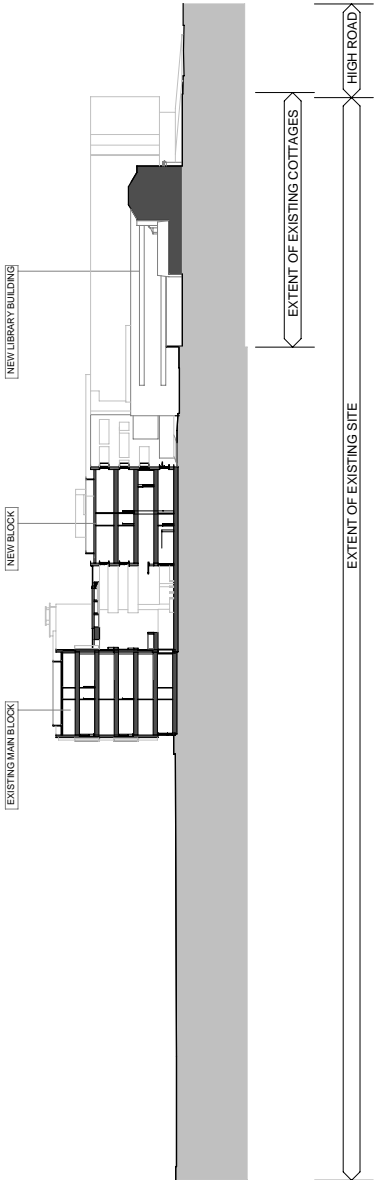
Conclusion

In the light of the above, it is recommended the planning permission be approved for the following reasons:

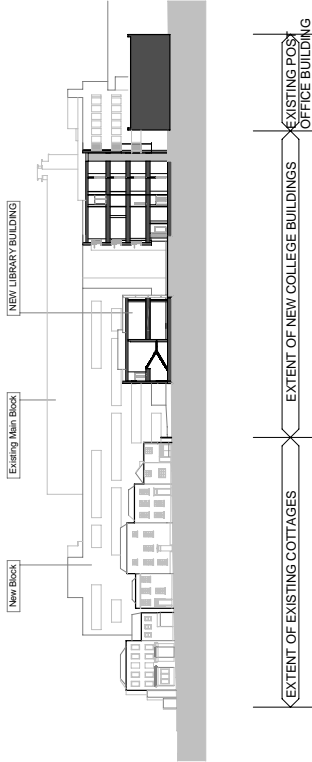
- 1 The proposed development would support the educational facilities available to residents of the Borough and thus, is consistent with the community objectives of Policies (II)CS1 and (II)CS2 together with Policy 3A.25 of the London Plan.
- 2 The proposed development including the loss of the open space on the High Street frontage would not detract from the character and appearance or the visual amenities of the surrounding area having regard to Policies (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan and Policies 4B.8 of the London Plan (2008), as well as the objectives of PPS1 and PPS3.
- 3 The proposed development would not unduly affect the amenities of adjoining or nearby residential properties having regard to Policies (I)GD1 and (I)GD2 of the Unitary Development Plan, as well as the objectives of PPS1 and PPS3.
- 4 The proposed development due to its siting and mass, would not harm the setting of the adjacent listed buildings or the character of the nearby Conservation Area having regard to Policies (I)C1 and (II)C30 of the Unitary Development Plan, as well as the objectives of PPG15.
- 5 The proposed development having regard to the proposed access arrangements and the use of Blagdens Lane, would not give rise to unacceptable on street parking, congestion or highway safety issues, having regard to Policies (II)GD6, (II)GD8 and (II)T13 as of the Unitary Development Plan, Policy 3C.23 of the London Plan (2008), as well as the objectives of PPG13.

Notes:

SUPERSEDED INFORMATION:
ALL INFORMATION AND DRAWINGS ARE TO BE USED IN RESPECT TO THE LISTED
COTTAGES IS APPROXIMATE ONLY BASED ON SITE
PHOTOGRAPHIC EVIDENCE ONLY.



2 Site Section C - C
1 : 500



1 Site Section D - D
1 : 500

REV B: ADJUSTMENT TO EXISTING COTTAGES HEIGHT
REV A: ISSUED FOR PLANNING
REV -: ISSUED FOR CONSERVATION PANEL

REV B	DATE	23.03.2009	DESIGNED BY	REVISED BY
REV A	DATE	20.03.2009	DESIGNED BY	REVISED BY
REV -	DATE	04.03.2009	DESIGNED BY	REVISED BY
REV -	DATE		DESIGNED BY	REVISED BY

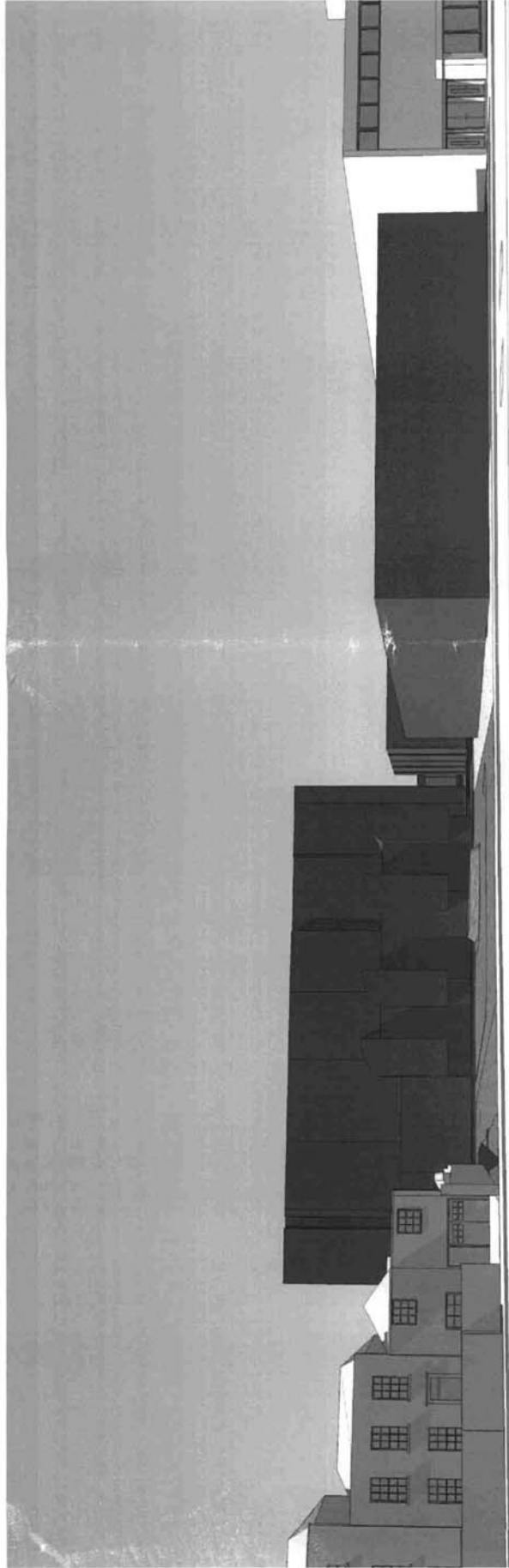


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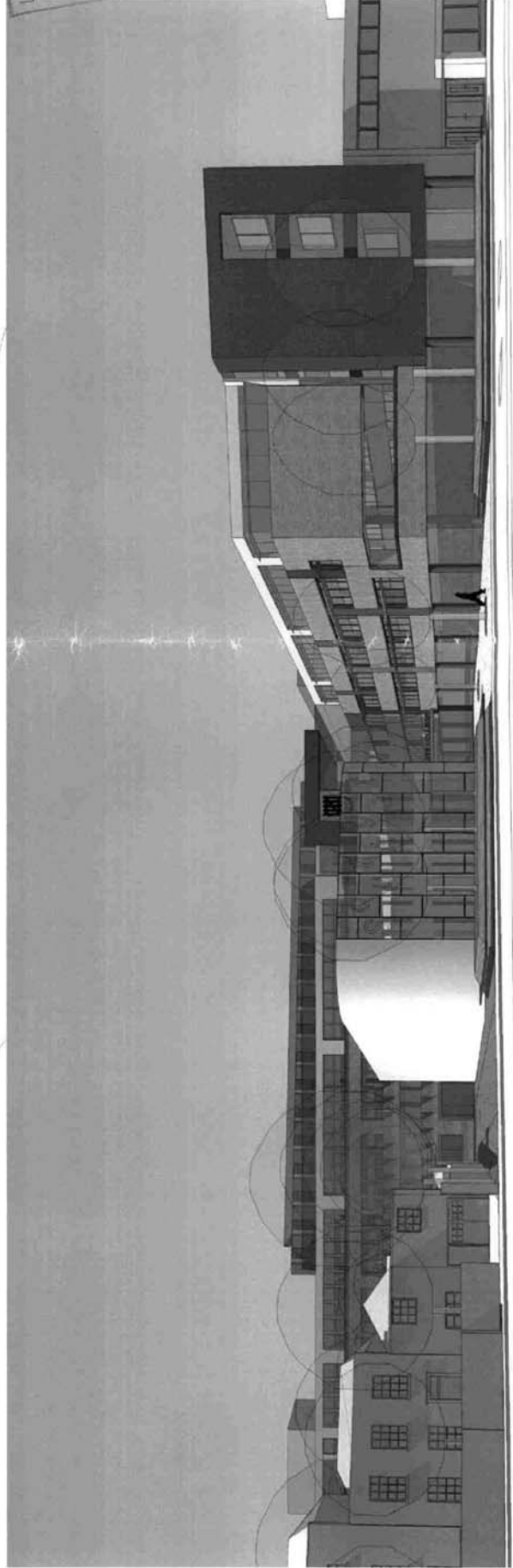


3113@groupdyer.com
Southgate College

Proposed Site Sections
C - C & D - D
As indicated
B



EXISTING VIEW FROM MINCHENDEN SITE



PROPOSED VIEW FROM MINCHENDEN SITE

LONDON BOROUGH OF ENFIELD
27 APR 2009
PME

LONDON BOROUGH OF ENFIELD
26 MAR 2009
DEVELOPMENT SERVICES

DATE: 26/03/09
BY: [signature]
FOR: [signature]

Dyer
F & S 1000 1000 1000
www.dyer.co.uk

DR: Dyer
ARCHITECT: Dyer
DESIGNER: Dyer
CONTRACTOR: Dyer

PROJECT:
SOUTHGATE COLLEGE
CAMPUS RE-DEVELOPMENT
PROPOSED & EXISTING VIEW
FROM MINCHENDEN SITE
DRAWN BY: NA
DATE: 26/03/09
A/3D/A0-005



VIEW 2
FROM NORTHERN END OF HIGH STREET

LONDON BOROUGH OF ENFIELD
27 APR 2009
DEVELOPMENT

LONDON BOROUGH OF ENFIELD
26 MAR 2009
DEVELOPMENT SERVICES

DATE: 26/03/09 TIME: 14:00 PAGE: 02

1st FLOOR PLAN
1:1000
1:1000

Dyer

Client: Southgate College
Project: Campus Re-development
Drawing: Photomontage View 2
Scale: 1:1000
Date: 26/03/09
Author: N/A
Check: N/A
Approved: A/P/A/3D-014

SOUTHGATE COLLEGE
CAMPUS RE-DEVELOPMENT

PHOTOMONTAGE VIEW 2

N/A

A/P/A/3D-014