LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 27th July 2010

Report of

Assistant Director, Planning & Environmental Protection

Contact Officer:

Aled Richards Tel: 020 8379 3857 Andy Higham Tel: 020 8379 3848 Mr S. Newton Tel: 020 8379 3851 Ward: Chase

Application Number: TP/10/0601

Category: Other Development

LOCATION: MAIN BUILDING, ST MICHAELS C OF E PRIMARY SCHOOL,

BRIGADIER HILL, ENFIELD, EN2 0NB

PROPOSAL: Two storey rear extension to main building to expand from 1 to 2 form entry, single storey extension to provide a new entrance at front of main building, new window to main hall, landscaping works to sloping grass pitch to provide a level pitch and Multi use games area (MUGA), vehicular access to Lavender Hill together with demolition of single storey accommodation at rear.

Applicant Name & Address:

Inigo Woolf,
The London Diocesan Board for Schools
36, Causton Street,
London,
SW1P 4AU

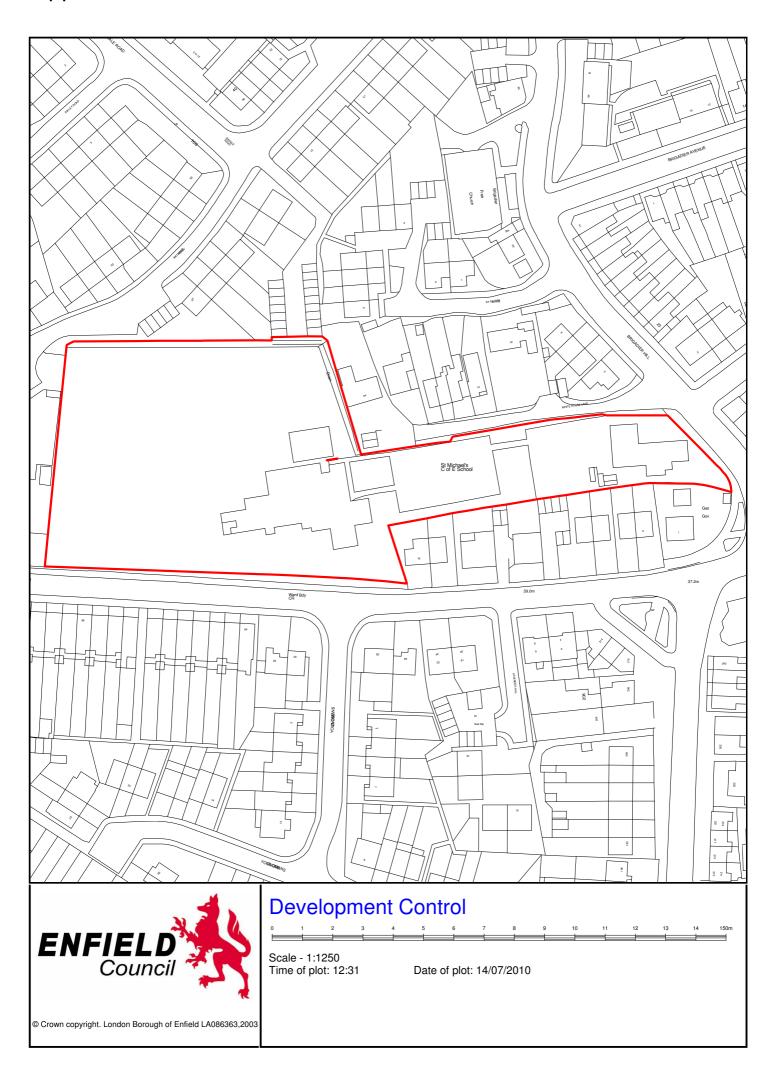
Agent Name & Address:

Rowan Parnell, GHM Rock Townsend The Old School Exton Street SE1 8UE

RECOMMENDATION:

That in light of the objection raised by Sport England to the loss of playing fields and therefore, subject to the views of the Government Office for the West Midlands, planning permission be deemed to be **GRANTED** in accordance with Regulation 3 of the Town & Country Planning General Regulations 1992, subject to conditions.

Application No:- TP/10/0601



1. Site and Surroundings

- 1.1 An existing school campus bounded by Brigadier Hill to the east, Lavender Hill to the south, a new flat development (3-storeys) to the west and residential to the north.
- 1.2 The school accommodation is provided within two blocks. The first, accommodating the Nursery and Reception classes is located near to the Brigadier Hill frontage and consists of single storey buildings. The second block, set within the larger part of the site and located to the south east of the playing fields, comprises of predominantly single storey, with some two storey elements.
- 1.3 Ground levels increase to the north and west.

2. Proposal

2.1 Permission is sought for the erection of a two storey rear extension to main building to expand from 1 to 2 form entry, single storey extension to provide a new entrance at front of main building, new window to main hall, landscaping works to sloping grass pitch to provide a level pitch and Multi use games area (MUGA), vehicular access to Lavender Hill together with demolition of single storey accommodation at rear.

Proposed building

- 2.2 This element will involve the creation of 1170sqm of additional floor space to provide x4 classrooms, a studio, kitchen and dining room on the ground floor, and x4 classrooms, a music practice room, ICT room and plant room on the first floor.
- 2.3 First floor elements on the south, west and east elevations are set back from the ground floor and offer external teaching decks.

External Play Area

- 2.4 This element, to be sited west of the proposed extension, consists of the creation of a Multi Use Games Area (MUGA) that will provide an all weather surface of approximately 30m x 14.5m
- 2.5 North of the MUGA are timber steps for spectators to sit and beyond this will be the re-graded grass pitch.
- 2.6 To the south of the MUGA will be a natural play area with timber sculpture, timber logs and timber stepping stones recycled from cut trees. Large stones, sand pits and timber decking are also proposed.

Parking

2.6 The existing parking area, accessed off Lavender Hill, will have its parking provision increased from x3 spaces to x6 spaces, inclusive of x1 disability

space and x1 delivery/ service bay. An on-site waiting area is to be provided for unscheduled visitors to wait prior to entering the car park.

Refuse/ Servicing

2.7 The existing bin store, located by the Brigadier Hill entrance, is to be relocated to the upgraded parking facilities on lavender Hill.

3. Relevant Planning Decisions

3.1 Various applications have been made for extensions.

4. Consultations

4.1 Statutory and non-statutory consultees

Traffic and Transportation

4.1.1 It is advised that due to the expected increase in pupil and staff numbers and the resulting impact that will have on expected trip generation, the proposal would only be supported subject to the mitigation measures identified within the submitted Transport Assessment are implemented.

Property Services

4.1.2 No comments have been received from the Director of Property Services.

Environmental Protection & Regulations

4.1.3 It is advised that there is no objection. Conditions have been suggested.

Sport England

4.1.4 It is advised that Sport England objects to the proposed development as it would result in a substantial loss of playing fields for landscaping and for the proposed building. It is suggested that the building should be pulled back from the playing field and all unnecessary wasteful landscaping that results in the loss of formal sports fields be removed.

Thames Water

4.1.5 It is advised that it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. With regard to sewerage and water infrastructure, there are no objections to the proposal.

Metropolitan Police

4.1.6 Secure by Design – School, standards are encouraged. The importance of restricting unauthorised beyond the front building line to the north of the school is stressed, with a suggestion that a lockable 1.8m railing gate would retain surveillance yet provide controlled access to and from the classrooms and playing fields.

Enfield NHS Primary Care Trust

4.1.7 No comments have been received.

4.2 Public response

- 4.2.1 Notification to 92 neighbouring and nearby occupiers. Two letters have been received from the occupiers of 22 Radcliffe Avenue and 2 Brigadier Hill, raising the following points:
 - Ongoing noise and lorry issues from existing works related to the Kindergarten extension.
 - Increase in congestion.
 - Increase in illegal parking and Health and Safety risks to children and residents.
 - Parking should be restricted on Brigadier Hill, Brigadier and Radcliffe Avenues.
 - There should be double yellow lines at the junction of Lancaster Road and Brigadier Hill.
 - Fast moving traffic entering Brigadier Hill off Lancaster Road.
 - If there is insufficient funds to make the roads safer around the school now, the school should not be expanding until such time as funding is available.
 - Insufficient parking space for existing and proposed staff levels.

5. Relevant Policy

5.1 London Plan

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Policy 3A.18	Protection and enhancement of community infrastructure and community facilities
Policy 3A.24	Education facilities
Policy 3C.17	Tackling congestion and reducing traffic
Policy 3C.23	Parking strategy
Policy 3D.13	Children and young people's play and informal recreation
	strategies
Policy 4A.1	Tackling climate change
Policy 4A.2	Mitigating climate change
Policy 4A.3	Sustainable design and construction
Policy 4A.4	Energy assessment
Policy 4A.7	Renewable energy
Policy 4A.14	Sustainable drainage
Policy 4B.1	Design principles for a compact city
Policy 4B.5	Creating an inclusive environment
Policy 4B.6	Safety, security and fire prevention and protection
Policy 4B.8	Respect local context and communities

5.2 UDP

(I)CS1 Provision of community services

(II)CS2	Community services and the effective use of land
(II)CS3	Facilities provided in the optimum location
(I)GD1	Regard to surroundings
(II)GD1	Appropriate location
(II)GD3	Aesthetic and functional design
(II)GD6	Traffic generation
(II)GD8	Access and servicing

5.3 LDF

- 5.3.1 The Planning and Compulsory Purchase Act 2004 requires the Council to replace the Unitary Development Plan with a Local Development Framework. At the heart of this portfolio of related documents will be the Core Strategy, which will set out the long-term spatial vision and strategic objectives for the Borough.
- 5.3.2 The Enfield Plan Core Strategy was submitted to the Secretary of State on 16th March 2010 for a Public Examination of the 'soundness' of the plan. The hearings sessions of the Examination have finished. The following polices from this document are of relevance to the consideration of this application:

SO1: Enabling and focusing changeSO2: Environmental sustainability

SO3: Community cohesion

SO5: Education, health and wellbeing SO8: Transportation and accessibility

SO10: Built environment

CP8: Education

CP9: Supporting community cohesion

CP25: Pedestrians and cyclists

CP30: Maintaining and improving the quality of the built and open

environment

5.4 Other Relevant Policy

PPS1: Delivering sustainable development

PPG13: Transport

PPS22: Renewable energy

PPG23: Planning for open space, sport and recreation

6. Analysis

6.1 Principle

6.1.1 The proposal is considered acceptable in principle.

6.2 Impact on Character of Surrounding Area

Design

6.2.1 The design of the building is considered acceptable as it respects the existing built form on the site and its surroundings.

Height / Massing / Proximity to Boundaries

6.2.2 The proposal represents a significant increase in size and bulk when compared with the existing buildings on the site, however it is considered that all elements of the proposal are appropriate to the context of the site and surroundings, with sufficient distancing retained to boundaries.

6.3 <u>Impact on Neighbouring Properties</u>

Distancing / Loss of Light / Outlook

- 6.4.2 The residential dwellings on the opposite side of Lavender Hill are approximately 28m distant and afforded some screening by the retained vegetation along Lavender Hill. The flats to the west are approximately 26m distant and also screened by some vegetation.
- 6.3.2 Due to the siting of the proposed extension, there will be no harm to neighbouring occupiers in terms of loss of light and outlook.
- 6.3.3 The redevelopment of the playing fields will not further impact on residential amenity in terms of noise emanating from the site as they are existing playing fields.

Overlooking / Loss of Privacy

6.3.4 Whilst some external teaching area is to be provided on the first floor decking, it is considered that due to distancing, proposed and existing boundary screening, there will be no detrimental impact on the amenities of neighbouring residential occupiers in terms of loss of privacy and overlooking.

6.4 Highway Safety

Access and Traffic generation

- 6.4.1 The main concern is with the increase in traffic generation as a result of almost doubling the number of pupils. The other amendments to the layout of the school can be considered acceptable; the location of the new car park accessed from Lavender Hill, although tight, will only hold four cars and is an increase on the existing three spaces. The servicing is also confirmed to be acceptable as shown on the submitted tracking drawings.
- 6.4.2 There is a concern however with the predicted number of trips resulting from the expansion. The future trip numbers have been predicted based on the modal split of the existing figures, which for car journeys is 27.4%, which appears low in comparison to similar sites that the have been surveyed, and especially considering the ages of the pupils.
- 6.4.3 A number of mitigation measures have been proposed to address the increase in pupil numbers:

To slow down vehicles turning the corner of Lavender Hill and Brigadier Hill.

- Tightening the radii to the junction with Lancaster Road to reduce vehicle speeds and improve visibility.
- Straightening the Lancaster Road zebra crossing.
- Move the crossing on Brigadier Hill further back (possibly replace with a zebra crossing) – This is considered essential.
- Provide a mini roundabout at the junction of Lavender Hill and Chase Side.
- Additional signage (vehicle, speed, or time activated)

To help ease the parking situation outside St Michaels School.

- Extending central 'hatched' road markings further north to allow informal dropped crossings with pedestrian refuges provided.
- Maintaining the 'School Keep Clear' road markings and widening the western footway of Brigadier Hill – this would also compliment the tightening of the radii on the junction of Brigadier Hill
- Provide informal crossing points away that could be phased as the school numbers increase.

Junction Protection

- Junction protection (double yellow lines) would be required around the junctions surrounding the school. These would be subject to Traffic Management Orders.
- 6.4.4 The above mitigation measures would help improve the accessibility for pedestrians, which based on the submitted figures, would increase to 285 trips. The proposed junction protection and waiting restrictions would help alleviate some of the problems related to parking, but an increase of 65 vehicles will still create significant parking problems and also raises safety concerns. It is therefore important that the soft measures such as the travel plan are also implemented and carefully monitored. It is considered that the school has enough time to improve the modal split as pupil numbers will increase gradually.

Parking

6.4.5 On site parking is considered acceptable. Subject to the implementation of the mitigation measures, the proposed development makes appropriate provision for access and car parking and would not prejudice the provision of on-street car parking, nor should it give rise to conditions prejudicial to the free flow and safety of traffic on the adjoining highways.

Cycle parking

6.4.6 The school does not currently benefit from any cycle parking but is proposing 20 cycle parking spaces. Provision should be made on a ratio of 1 space per 10 members of staff / pupils. Given the expected increase in pupil numbers (up to 420 from an existing roll of 240) with the requisite increase in staff (22FT / 35 PT from 15FT / 25PT), there should be a greater provision for cycle parking. The design, siting and number of the design store can be secured by condition.

6.5 Sustainable Design and Construction

Energy

- 6.5.1 The London Plan stipulates that an Energy Assessment must form part of any major proposal. The assessment should demonstrate expected energy and carbon dioxide emission savings (20%) from energy efficiency and renewable energy measures incorporated into the development (Policy 4A.4).
- 6.5.2 The submitted Energy Statement outlines the measures to be adopted within the scheme. These include:
 - 1. The incorporation of lower 'U' values than minimum Building Regulations, the control of building fabric in relation to the quantity of external glazing area.
 - The use of highly efficient equipment such as luminaries and automatic control gear, heat recovery to mechanical ventilation systems, the use of high efficiency mechanical fans, installation of effective automatic controls
 - 3. The use of a Air Source Heat Pumps and solar panels.

It is estimated that the implementation of the above measures will reduce CO2 emissions by 40% or 8032kg CO2/ yr saving.

6.6 External Play Area

- 6.1 Sport England have objected to the proposal on the basis that the proposal does not accord with any of the exceptions in Sport England's playing fields policy, as it is considered that the proposal results in the loss of playing fields which will be required particularly as the school is proposing to expand by one form of entry.
- 6.2 Whilst the above policy objection is noted, an analysis of the external play area/ fields has been provided by the applicant and detailed on drawing no.2015. The existing playing fields, as discussed earlier, slopes upwards in a northerly and westerly direction. An area immediately north and west of the existing school buildings has a 1 in 8 slope, with the remainder of the field having a 1 in 14 slope. At present, there is one playing pitch on the 1 in 14 slope and it is also noted that the field is suffers from poor drainage. The existing open grass space amounts to a total area of 5050sqm but with a total useable area for pitch use being 3500sqm (1 in 14 slope).
- 6.3 The proposal reduces the total open grass space to 4035sqm but increases the useable area to 3600sqm and provides x2 level pitches (inclusive of the MUGA).
- 6.4 With regards to Sport England's comments about wasteful landscaping on the playing field, the landscaping will not be changing from the existing situation. That is, at present, on the south west corner of the site and running along that frontage with Lavender Hill are some woody vegetation, with additional trees located on the north east corner. The Local Planning Authority would not like to encourage the loss of the trees without proper justification, particularly as the trees concerned provide some useful screening of the site.

- 6.5 Paragraph 15 of PPG17, advises that development on playing fields should not be allowed unless:
 - i. the proposed development is ancillary to the use of the site as a playing field (eg new changing rooms) and does not adversely affect the quantity or quality of pitches and their use;
 - ii. the proposed development only affects land which is incapable of forming a playing pitch (or part of one);
 - iii. the playing fields that would be lost as a result of the proposed development would be replaced by a playing field or fields of equivalent or better quantity and quality and in a suitable location see paragraph 13 above; or
 - iv. the proposed development is for an outdoor or indoor sports facility of sufficient benefit to the development of sport to outweigh the loss of the playing field
- 6.6 It is considered that the objection from Sport England is not justified and that the increase in useable playing area compensates for the loss of some open field. Moreover, the existing landscaping around the perimeter of the site is not altering and also serves to provide a useful screen.

7. Conclusion

- 7.1 The design and form of the proposed extension is considered acceptable and will not be out of keeping and character with the existing form of development nor should it unduly harm the existing amenities of neighbouring residential occupiers.
- 7.2 The redevelopment and reorganisation of the playing field increases the provision of useable play areas and in this regard, provides for better play facilities at the school.
- 7.3 Sustainability methods to be incorporated into the scheme far exceed the minimum requirements thus making the development an exemplar for sustainable design and construction and helping to reduce the carbon footprint of the development and the Borough.
- 7.4 Approval is recommended for the following reasons:
 - The proposed development improves facilities at St Michaels C of E Primary School as well as providing for additional teaching space for which there is a recognised shortage within the Borough. It is considered that the proposed development complies with policies (II)CS1, (II)CS2 and (II)CS3 of the Unitary Development Plan, policies 3A.18, 3A.24, 3D.13 4B.1, 4B.8 of The London Plan, and with PPS1: Sustainable Development, PPG23: Planning for open space, sport and recreation.
 - 2. The proposed development due to its design, size and siting would not detract from the character and appearance of the surrounding area nor would it unduly affect the amenities of adjoining or nearby residential properties having regard to policies (II)CS2, (II)CS3, (I)GD1, (I)GD2, (II)GD3 and (II)H8 of the Unitary Development Plan and with policy 4B.8 of The London Plan.

3. The development, by virtue of conditions imposed, should not give rise to conditions prejudicial to the free flow and safety of traffic on the adjoining highways and will make adequate provision for cycle parking, having regard to policies (II)GD6 and (II)GD8 of the Unitary Development Plan, policy 3C.23 of The London Plan and with PPG13: Transport.

8. Recommendation

- 8.1 That in light of the objection raised by Sport England to the loss of playing fields and therefore, subject to the views of the Government Office for the West Midlands, planning permission be deemed to be **GRANTED** in accordance with Regulation 3 of the Town & Country Planning General Regulations 1992, subject to the following conditions:
 - C07 Details of Materials
 - 2. C09 Details of Hard Surfacing
 - 3. C10 Details of Levels
 - 4. C11 Details of Enclosure
 - 5. C12 Parking and Turning Facilities

Parking and turning facilities shall be provided in accordance with Drawing No.2002 unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure the development complies with adopted standards and does not prejudice conditions of safety or traffic flow on the adjoining highway.

6. NSC1 Details of Cycle Parking

The development shall not commence until details of the siting, design and number of the cycle parking spaces have been submitted to and approved in writing by the Local Planning Authority. The approved details shall thereafter be installed prior to the use of the building hereby approved commences and permanently retained for cycle parking.

Reason: To ensure the provision of cycle parking in line with the Council's adopted standards.

7. NSC2 Construction Methodology

That development shall not commence on site until a construction methodology has been submitted to and approved in writing by the Local Planning Authority. The construction methodology shall contain:

- (i) A photographic condition survey of the roads and footways leading to the site,
- (ii) Details of construction access and vehicle routing to the site,
- (iii) Arrangements for vehicle servicing and turning areas,
- (iv) Arrangements for the parking of contractors vehicles,
- (v) Arrangements for wheel cleaning,

- (vi) Arrangements for the storage of materials,
- (vii) Hours of work.

The development shall be undertaken in accordance with the approved construction methodology unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the implementation of the development does not lead to damage to the existing roads, prejudice highway safety or the free-flow of traffic on the adjoining highways, and to minimise disruption to neighbouring properties.

8. NSC3 Contamination

Prior to the commencement of development, a scheme to deal with the risks associated with contamination of the site shall each be submitted to, for the approval in writing, by the Local Planning Authority. The scheme shall include:

- A preliminary risk assessment identifying all previous uses and potential contaminants associated with those uses, a conceptual model of the site indicating sources, pathways and receptors and potentially unacceptable risks arising from contamination at the site.
- 2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
- 3) The site investigation results and the detailed risk assessment (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- 4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

The approved scheme shall thereafter be implemented, unless otherwise approved in writing by the Local Planning Authority. Reason: To protect against risks arising from contamination and in accordance with the recommendations of the submitted desktop study.

9. NSC4 Contamination monitoring

If, during development, contamination not previously identified is found to be present at the site, then no further development, unless otherwise agreed in writing by the Local Planning Authority, shall be carried out until the developer has submitted and obtained prior written approval from the Local Planning Authority for, an amendment to the remediation strategy detailing how this unsuspected contamination shall be dealt with.

Reason: To protect against risks arising from contamination.

10. NSC5 Contamination – piling

Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express

written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details. Reason: To protect against pollution risk.

11. NSC6 SUDS

No development shall take place until an assessment has been carried out into the potential for disposing of surface water by means of a sustainable drainage (SUDS) scheme, in accordance with the principles of sustainable drainage systems set out in national planning policy guidance and statements, and the results of that assessment have been provided to the Local Planning Authority. The assessment shall take into account the design storm period and intensity; methods to delay and control the surface water discharged from the site; and measures to prevent pollution of the receiving groundwater and/or surface waters.

Reason: To ensure that the proposal would not result in an unacceptable risk of flooding from surface water run-off or create an unacceptable risk of flooding elsewhere.

12. NSC7 SUDS 2

Surface water drainage works shall be carried out in accordance with details that have been submitted to, and approved in writing by, the local planning authority before the development commences. Those details shall include a programme for implementing the works. Where, in the light of the assessment required by the above condition, the local planning authority concludes that a SUDS scheme should be implemented, details of the works shall specify:

- i) a management and maintenance plan, for the lifetime of the development, which shall include the arrangements for adoption by any public authority or statutory undertaker or any other arrangements to secure the operation of the scheme throughout its lifetime: and
- ii) the responsibilities of each party for implementation of the SUDS scheme, together with a timetable for that implementation.

Reason: To ensure implementation and adequate maintenance to ensure that the proposal would not result in an unacceptable risk of flooding from surface water run-off or create an unacceptable risk of flooding elsewhere.

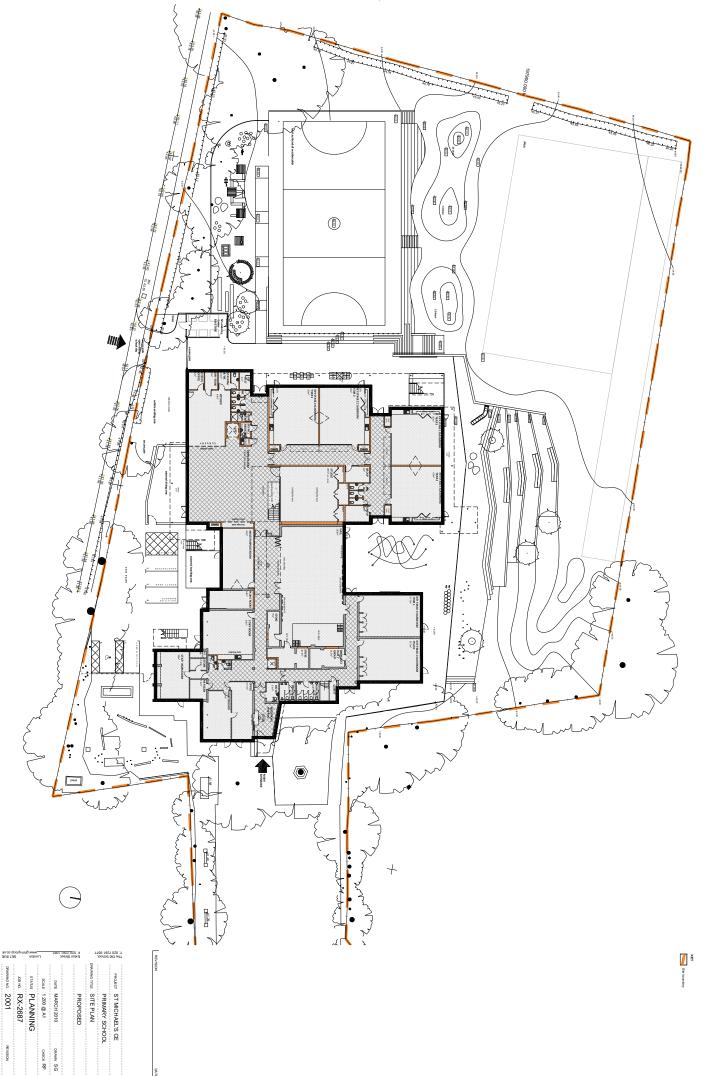
- 13. C17 Details of Landscaping
- 14. C19 Details of Refuse Storage / Recycling
- 15. C25 No Additional Fenestration
- 16. C37 Restricted hours Deliveries
- 17. C38 Restricted hours Opening (Mon-Fri 07:00-18:30, Sat 09:00-21:00)

- 18. C41 External Lighting (in accordance with submitted lighting statement/ layout)
- 19. NSC8 Energy Saving Measures (as identified in Energy Statement)
- 20. NSC9 Off-site Highways Mitigation Measures

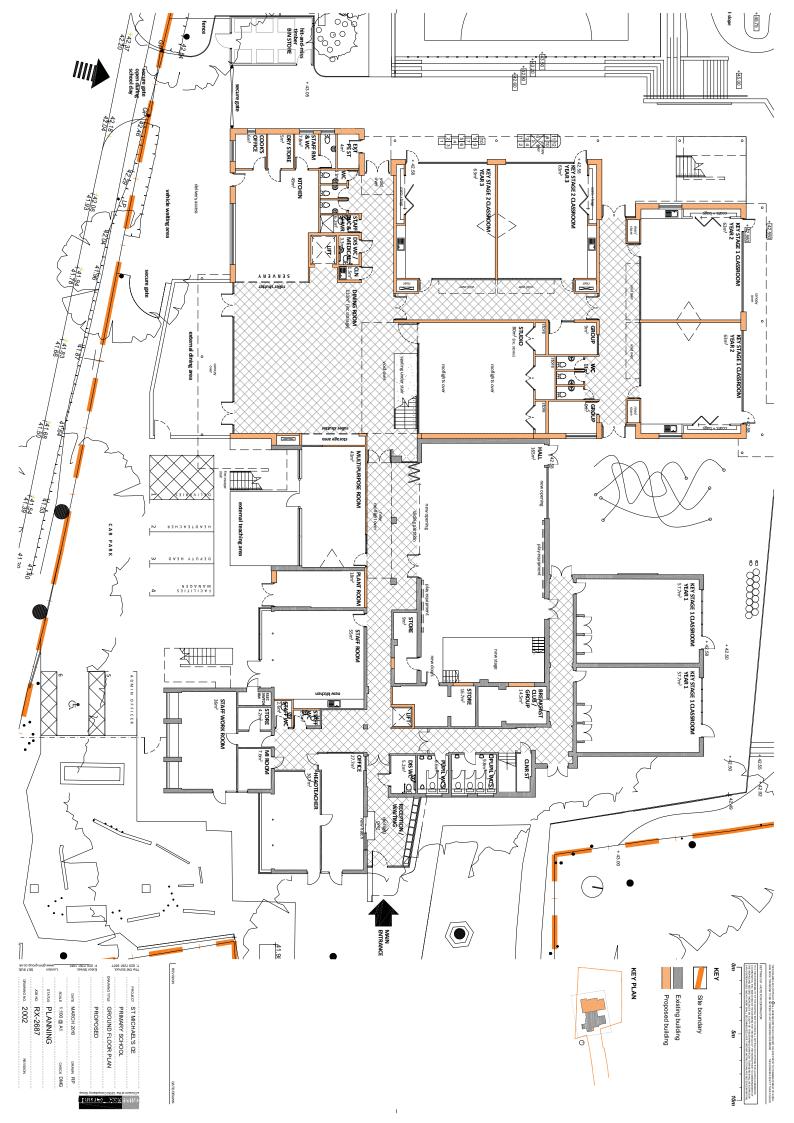
That prior to the commencement of the development details shall be submitted to and approved by the Local Planning Authority setting out a programme for the implementation of the mitigation measures identified but not limited to those described within the supporting Transport Statement Appendix O. All mitigation works to be undertaken before 31st March 2011, unless otherwise agreed in writing by the Local Planning Authority.

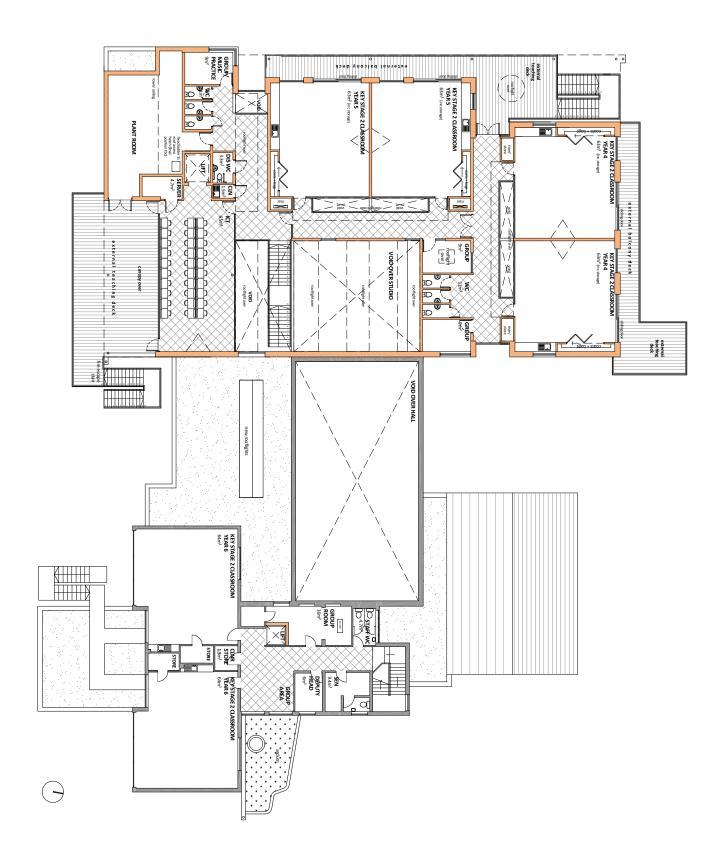
Reason: To ensure measures are provided within an appropriate timescale to improve pedestrian and road user safety in the vicinity of the site

21. C51A Time Limited Permission



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EAST ELEVATION



NORTH ELEVATION



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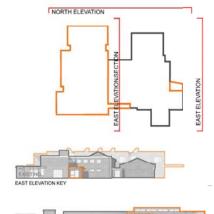
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KEY

1 Buff / stock brickwork (to match existing school)
Clazing
Coloured panel to glazing
Balcony
Cunopy
Chain downpipe
Aluminium coping

9 New glazed entrance/recepti

8 Rooflight





NORTH ELEVATION KEY

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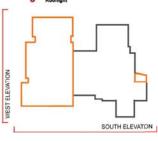






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Coloured panel to glazing





SOUTH ELEVATION KEY



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