# **LONDON BOROUGH OF ENFIELD**

# **PLANNING COMMITTEE**

Date :16<sup>TH</sup> February 2011

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: Enfield

Highway

**Application Number : TP/10/1392** 

**Category**: Other Development

LOCATION: ENFIELD COLLEGE, 73, HERTFORD ROAD, ENFIELD, EN3 5HA

**PROPOSAL:** Erection of a detached training building with mezzanine floor, external training area and service yard, together with realignment of existing vehicular access and construction of new pedestrian access, associated external hard/soft landscaping.

# **Applicant Name & Address:**

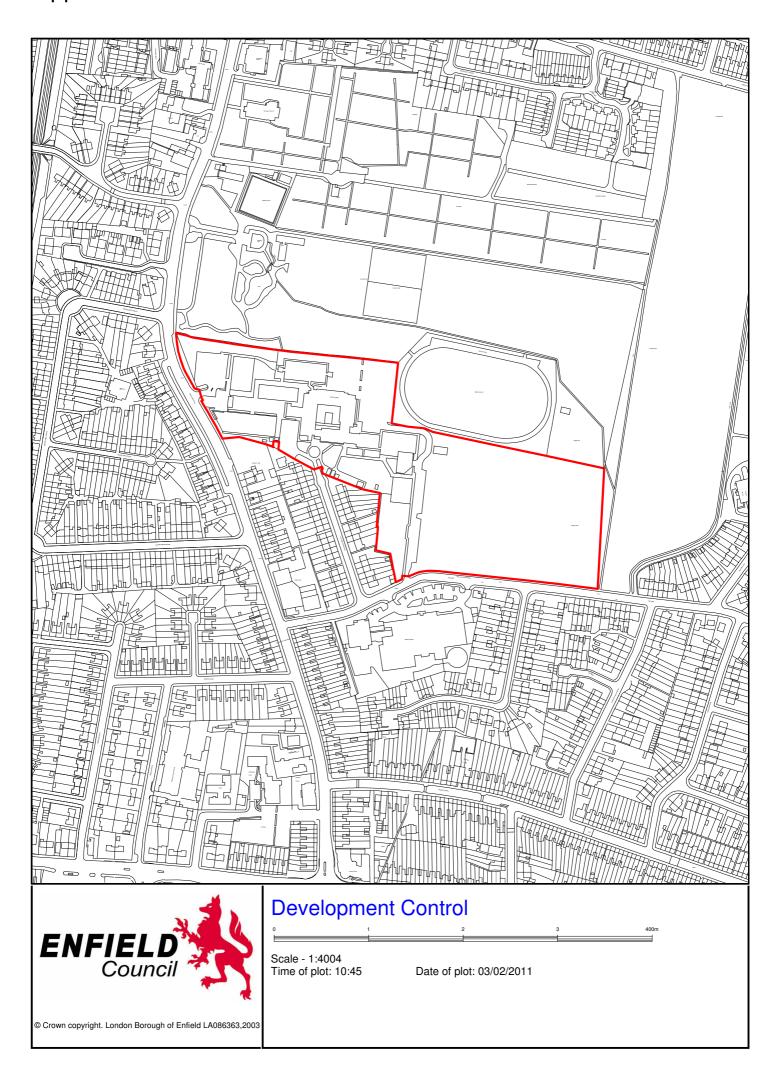
Chris McCutcheon, College of Haringey Enfield & NE London 73, Hertford Road, Enfield, EN3 5HA

# Agent Name & Address:

Michael McCollum, KSS Design Group Limited 1, James Street London W1U 1DR

**RECOMMENDATION:** That 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/10/1392



#### 1. Site and Surroundings

- 1.1 Enfield College is bound by Hertford Road to the west, Durants Park to the north, residential dwelling houses to the south and Metropolitan Open Land to the east. There is approximately 14,400sqm of gross internal area within six main buildings: Park; Montagu; Collinwood; Kingfisher; Ride; and the Sports building. Collinwood is a two storey 1960s building, Park and Ride are two storey 1970s constructions. Montagu is a two-storey 1980s era building and Kingfisher is a two storey development completed in 2004. A recently approved planning application (TP/10/0356) will add an additional 800sqm of internal space once completed.
- 1.2 Existing vehicular access for staff is via The Ride, on the south-east boundary of the site, leading to a 188 space car park. The visitors' car park (47no. spaces) is accessed off Hertford, with deliveries and mini bus access via Collinwood Avenue from the south.
- 1.3 The main pedestrian access is from Hertford Road, with an informal access via The Ride.
- 1.4 The nearest residential dwelling is approximately 78m distant on Collinwood Avenue but separated from that dwelling by the 2-storey teaching block known as Collinwood.

# 2. Proposal

- 2.1 Permission is sought for the erection of a 2-storey building to provide a construction training workshop, together with an external brickwork training area, ancillary washing and changing areas.
- 2.2 The proposed building will be approximately 27m wide, it will have a maximum rearward projection of between approximately 29m and 38m, and it will have a maximum height of approximately 8.7m to the top of a flat roof. The building will provide 879sqm of floor area, with 60sqm covered external working area and a 142sqm mezzanine floor for plant.
- 2.3 The site is currently served by a total of 235 parking spaces (186 spaces for staff, 15 for pupils and 34 for visitors), although 6 parking bays will already be lost as a result of the 2-storey infill extension to provide new entrance, student enrichment zone and 6 additional classrooms (TP/10/0356). A further 65 spaces will be lost as a result of the current scheme.

# 3. Relevant Planning Decisions

TP/10/0356 - Erection of a 2-storey infill extension to provide new entrance, student enrichment zone and 6 additional classrooms. – granted with conditions.

TP/95/0630 - Erection of single storey extension to south elevation and erection of a 2-storey extension to north elevation; construction of new pitched roof at ground floor level and installation of external staircase to east elevation. – granted with conditions.

TP/03/0053 - Demolition of an existing teaching block and erection of new reception and teaching building. – granted with conditions.

#### 4. Consultations

# 4.1 <u>Statutory and non-statutory consultees</u>

4.1.1 Traffic & Transportation and Environmental Health raise no objections.

# 4.2 Public

4.2.1 Consultation letters were issued to two neighbouring and nearby residential properties. In addition, notice was displayed at the site. No letters of objection have been received.

# 5. Relevant Policy

# 5.1 <u>Local Development Framework</u>

At the meeting of the full Council on 10<sup>th</sup> November 2010, the Core Strategy of the Local Development Framework was approved. The document and the policies contained therein are now material considerations to be taken into account when considering the acceptability of development proposals. The following are of relevance:

CP1: Strategic growth areas

CP8: Education

CP9: Supporting community cohesion CP11: Recreation, leisure, culture and arts

CP20: Sustainable energy use and energy infrastructure

CP21: Delivering sustainable water supply, drainage and sewerage infrastructure

CP22: Delivering sustainable waste management

CP24: The road network

CP25: Pedestrians and cyclists

CP26: Public transport

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

CP34: Parks, playing fields and other open spaces

CP36: Biodiversity

CP40: North east Enfield

#### 5.2 Saved UDP Policies

After the adoption of the Core Strategy, a number of UDP policies are retained as material considerations pending the emergence of new and updates policies and development standards within the Development Management Document. The following are of relevance:

(II)CS1	Land requirements for facilities and services
(II)CS2	Community services and the effective use of land
(II)CS3	Facilities provided in the optimum location
(II)GD1	Appropriate location
(II)GD3	Aesthetic and functional design
(II)GD6	Traffic generation

#### (II)H8 Privacy

#### 5.3 The London Plan

Policy 2A.1 Sustainability criteria

Policy 3A.17 Addressing the needs of London's diverse population

Policy 3A.18 Protection and enhancement of community infrastructure and

community facilities

Policy 3A.24 Education facilities

Policy 3C.23 Parking strategy

Policy 4A.3 Sustainable design and construction Policy 4B.1 Design principles for a compact city

Policy 4B.5 Creating an inclusive environment

Policy 4B.8 Respect local context and communities

# 5.4 Other Material Considerations

PPS1: Delivering sustainable development

PPG13: Transport

PPS22; Renewable energy

PPS25: Development and flood risk

# 6. Analysis

#### 6.1 Principle

6.1.1 With the existing use of the site, development which seeks to improve existing school facilities would be both in keeping with the character of the site and the thrust of Policies (II)CS1, (II)CS2 and (II)CS3 of the Unitary development Plan which seek to encourage the improvement of existing educational facilities where they are in the right location and accord with wider environmental policy. In principle, therefore, there no objection to this proposed development subject to detailed matters being satisfactory resolved including design, appearance from MOL, loss of parking, access and traffic generation.

#### 6.2 Impact on Character of Surrounding Area and Metropolitan Open Land (MOL)

Whilst the height at (8.7 metres) and mass of the proposed building reflects that of other buildings comprising the College campus, the overall design is considered utilitarian. The accompanying Design & Access Statement supports this approach by identifying its relationship to its intended function, with the horizontally laid cladding providing a clean, contemporary appearance. To provide relief and emphasis to the buildings entrance, this will be finished in contrasting colour and will have a glazed canopy.

- 6.2.3 Whist the thrust of the design principles are acknowledged, improvements could possibly be achieved in the external appearance to provide additional visual interest through for example, the provision of green walls / roofs or through the use of different coloured cladding. A condition will be imposed to secure details of the external appearance and on this basis, it is considered the building would sit well within the context of the existing Campus.
- 6.2.4
- 6.2.5 A further consideration is the relationship to the Metropolitan Open Land situated to the east. The development would lie adjacent to this boundary

and Policy in this regard seeks to ensure any development is appropriate and avoids excessive visual intrusion. Whilst it is acknowledged that the development introduces a built structure into an area that is relatively open in nature (car park) and near to the boundary with land to the east designated as Metropolitan Open Land (MOL), it will be largely screened from the MOL by existing mature trees within the MOL. As a result, it is considered that the development would not be overly intrusive when view from this adjoining open space.

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

- 6.3.1 The nearest residential dwelling is approximately 80m distant and also separated from the proposed building by existing multi-storey school buildings. There will therefore be no impact on the amenities of neighbouring residential occupiers in terms of loss of light, outlook, overshadowing and privacy.
- 6.3.2 The site is an existing school campus, therefore neighbouring residential properties will already experience some noise emanating from the school. Moreover, the above mentioned facility, although intended to support construction related learning, should be sufficiently well insulated and distant from neighbouring properties to avoid issues of noise nuisance. In this regard, it is noted Environmental Health raise no objection.
- 6.3.3 It is noted that the applicant has stated that there is the potential to use the facilities outside of normal school hours. There should be no issues arising from this in terms of any potential impact on residents given the siting of the building.

# 6.4 Access and Traffic generation

- 6.4.1 No additional vehicle movements are envisaged as the proposal is not for the expansion of the school but for the improvement of existing facilities.
- 6.4.2 Existing access arrangements will not be altered with staff and service vehicles accessing from The Ride and visitors from Hertford Road.

# 6.5 Parking

- 6.5.1 A key issue with this proposal is the effect arising from the loss of on site parking. As a result of the development, 65 spaces would be lost rising to 71 with the reallocation of 6 spaces to cater for mini buses. Taking into account the car parking spaces lost in connection with the "student hub" development recently approved, this takes the cumulative loss of parking on site to 97 spaces. The Transport Assessment submitted in support of the application concluded that the existing parking provision is acceptable, as car parking surveys have shown 72 spaces spare on a typical college weekday. Cumulatively therefore, there is potentially a daily deficiency of 25 spaces.
- 6.4.4 In response to this situation, additional information was sought to provide sufficient support for the loss of the parking spaces. The additional information is summarised below:
  - 1. The peak demand on parking at the College is identified to be between 10:00-15:00. This is considered to reflect the main visitor period to the

College. At 09:00, when all teaching staff are likely to be on-site a minimum of 64 parking spaces are still available. Similarly, at 16:00 when afternoon classes are still taking place, there was an identified minimum space capacity of 45 spaces increasing to 63 spaces based upon the proposed total parking provision of 175 spaces at the College.

- 2. In the context of off-site parking demand, the initial survey conducted on the 9th September took place on a number of surrounding residential streets near to the College that are not within existing Controlled Parking Zones (CPZ). These revealed that during the daytime parking demand on The Ride, to the east of Durants Park Avenue, reached a maximum of 83% at 08:00, with capacity for 8 on street spaces still available. During the College daytime opening hours on-street parking demand reduced to a maximum demand of 79% with 10 spaces available at 11:00.
- 3. The surveys also revealed that to the west of Durants Park Avenue on The Ride, parking demand reached a maximum of 34% at 09:00 with capacity for 46 on-street spaces still available. During the College daytime opening hours, on-street parking demand reduced to a maximum demand of 27% with 39 spaces available at 11:00.
- 4. Additional on-site car park surveys conducted on Wednesday 8th, Thursday 9th and Tuesday 14th December 2010 between 07:00-22:00 showed that there would still remain sufficient spare on-site parking capacity to meet demand based upon a reduction from 246 spaces to 175 spaces.
- 5. In terms of numbers, there is a total staff count of 194 (x113 teaching staff and x81 non-teaching staff) and the proposal will increase teaching staff by five. In addition, there will be an increase in student numbers of 200 FTEs.
- 6.4.5 Overall therefore, and having regard to this additional information, it is considered that any potential demand for parking which cannot be met on site, can be accommodated on adjoining highways within the parameters of existing highway parking restriction. Together with the requirements of a travel plan, it is considered these factors would mitigate any harm to the free flow and safety of vehicle using the adjoining highways.
- 6.4.6 The scheme does not proposed additional cycle parking in excess of the existing 80 spaces. It is advised that demand for the existing spaces is low at present therefore additional cycle parking will not be sought through this current application.

#### 6.6 Servicing

- 6.6.1 In relation to the new building, a dedicated servicing (inclusive of refuse storage) and loading area has been incorporated onto the northern side of the building.
- 6.6.2 Servicing arrangements for the school remain largely unaltered from the existing. The majority of deliveries are by minivans (several times per day), 2-3 deliveries per week by rigid vehicles up to 10m in length.

6.6.3 A swept path analysis has confirmed that the access and manoeuvring arrangements will be acceptable.

# 6.7 Construction traffic

6.7.1 Disruption from construction is inevitable. However, a condition requiring the submission of a construction management plan for approval would be imposed. Such a management plan would show, amongst other details, construction access and vehicle routing to the site, arrangements for the parking of contractors' vehicles, wheel cleaning, and hours of work.

# 6.8 Sustainable Design and Construction

- 6.8.1 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).
- 6.8.2 Details are not provided on how the scheme will achieve the above targets although it is noted that that the flat roof will be provided with three rows of x13 polycarbonate roof lights to allow for natural lighting and a solar hot water panel is to be installed.
- 6.8.3 Conditions are suggested to ensure that a BREEAM rating of 'Very Good' is achieved and that the details of how the development will achieve energy efficiency in accordance with the above target is met or exceeded.
- 6.8.4 The campus has existing sewerage and surface facilities that discharge to the Thames Water network. Existing drainage facilities are in close proximity to the proposed building and it is noted that the recently completed Kingfisher building discharges to a soakaway.
- 6.8.5 It is proposed to connect to the existing sewerage network. In relation to surface water drainage, it is recognised that the existing drainage is undersized and that there is also the potential for infiltration from construction materials such as silt. Conditions will however be imposed to ensure that the potential for SUDs is investigated and that subject to the findings, is implemented.
- 6.8.6 The existing site, being an open car park, has little ecological value. Immediately to the east however, is an MOL with mature trees bordering the school site. The Design & Access Statement makes reference to new areas of soft landscaping on the south and west of the building. This proposal is considered acceptable and a condition will be imposed to secure the details of that landscaping / ecological improvements. In addition, a further condition will be imposed to secure the protection of the trees located near to the site boundary but within the MOL.

#### 7. Conclusion

- 7.1 In the light of the above, it is considered that the scheme is acceptable for the following reasons:
  - 1. The proposed development improves facilities at the existing school campus 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 Core Policies 8 and 9 of the Core Strategy, Policies (II)CS1, (II)CS2 and (II)CS3 of the Unitary Development Plan, Policies 3A.18, 3A.24, 4B.1, 4B.8 of The London Plan, and with PPS1: Sustainable Development.

- 2. The proposed development due to its size, siting and by virtue of conditions imposed should 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 Core Policies 30 and 34 of the Core Strategy, Policies (II)CS2, (II)CS3 (II)GD3 and (II)H8 of the Unitary Development Plan and with Policy 4B.8 of The London Plan.
- 3. The proposed development should not prejudice the ability to provide sufficient on-site parking thereby not giving rise to conditions prejudicial to the free flow and safety of traffic on the adjoining highways, 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 planning permission be deemed to be **GRANTED** in accordance with Regulation 3 of the Town & Country Planning General Regulations 1992, subject to conditions.
  - Notwithstanding the details of the external appearance shown on submitted drawings, the development shall not commence until details of the external appearance of the approved building, including an assessment of the provision of green walls and roofs, have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details before it is occupied.

Reason: To ensure a satisfactory appearance that complies with adopted Policies.

- 2. C09 Details of Hard Surfacing
- 3 C10 Details of Levels
- 4 C11 Details of Enclosure
- Parking and turning facilities shall be provided in accordance with Drawing No.010 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 or the internal circulation of the car park.
- That development shall not commence 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, footways and verges leading to the site

- ii) details of construction access, associated traffic management 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) details of the site compound and the layout of temporary construction buildings
- vii) arrangements for the storage of materials
- viii hours of work

A construction management plan written in accordance with the 'London Best Practice Guidance: The control of dust and emission from construction and demolition'.

The development shall then 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.

7. The development shall not commence until a detailed 'Energy Statement' has been submitted and approved in writing by the Local Planning Authority. Submitted details will demonstrate the energy efficiency of the development and shall provide for no less than 20% total CO2 emissions arising from the operation of a development and its services over Part L of Building Regs. The Energy Statement should outline how the reductions are achieved through the use of Fabric Energy Efficiency performance, energy efficient fittings, and the use of renewable technologies.

Reason: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO2 emission reduction targets are met in accordance with Policy CP20 of the Core Strategy, Policies 4A.4 and 4A.7 of the London Plan 2008 and PPS22.

- 8 Evidence confirming that the development achieves a BREEAM rating of no less than 'Very Good' shall be submitted to and approved in writing by the Local planning Authority. The evidence required shall be provided in the following formats and at the following times:
  - design stage assessment, conducted by an accredited Assessor and supported by relevant BRE interim certificate, shall be submitted at pre-construction stage prior to the commencement of superstructure works on site; and,
  - b) post construction assessment, conducted by an accredited Assessor and supported by relevant BRE accreditation certificate, shall be submitted following the practical completion of the development and prior to the first occupation.

The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no

change there from shall take place without the prior approval of the Local Planning Authority.

Reason: In the interests of addressing climate change and to secure sustainable development in accordance with the strategic objectives of the Council and Policies 4A.1, 4A.2, 4A.3 and 4A.9 of the London Plan as well as PPS1.

- 9 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) 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.
  - b) 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.
  - c) 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.
  - d) 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.

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.

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.

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.

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.

- 14 The development shall not commence until details of a landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The detailed landscaping scheme shall include the following details:
  - a revised Access Statement detailing routes through the landscape and the facilities it provides;
  - ii) an ecological report detailing how the landscaping scheme maximises the ecological value of the site;
  - iii) existing and proposed underground services and their relationship to both hard and soft landscaping;
  - iv) proposed trees: their location, species and size;
  - v) soft plantings: including grass and turf areas, shrub and herbaceous areas:
  - vi) topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types;
  - vii) enclosures: including types, dimensions and treatments of walls, fences, screen walls, barriers, rails, retaining walls and hedges;

- viii) hard landscaping: including ground surfaces, kerbs, edges, ridge and flexible pavings, unit paving, furniture, steps and if applicable synthetic surfaces; and
- ix) any other landscaping feature(s) forming part of the scheme.

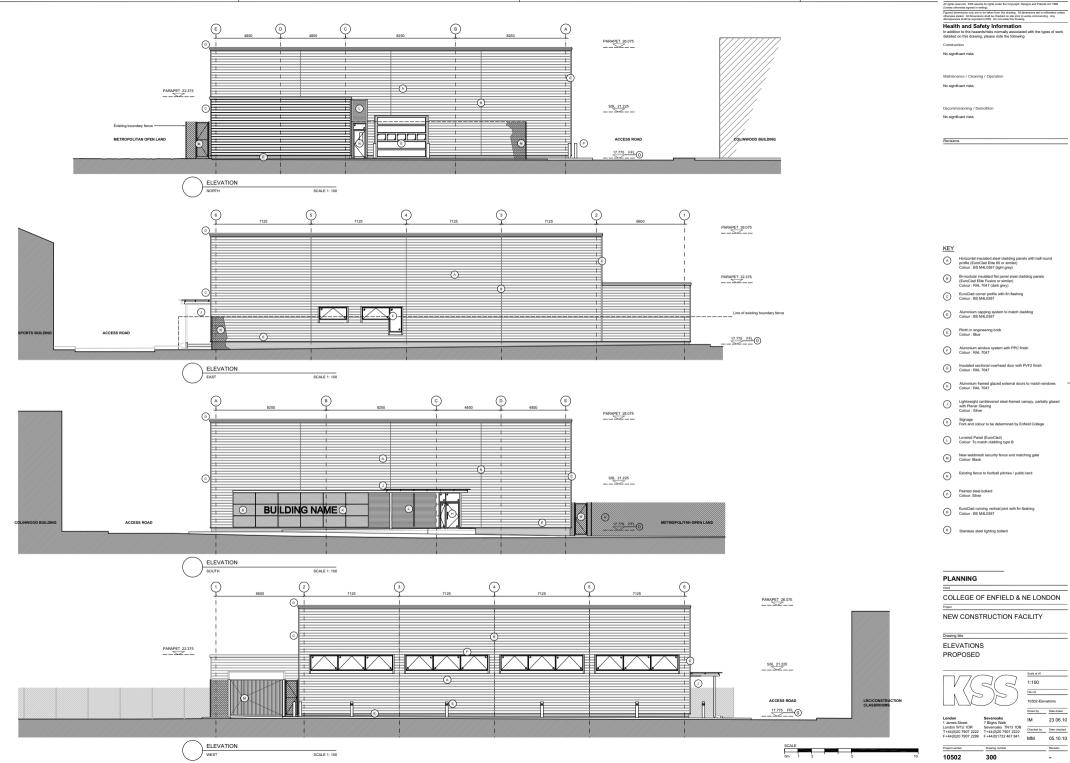
All landscaping in accordance with the approved scheme shall be completed/planted during the first planting season following practical completion of the development hereby approved. The landscaping and tree planting shall set out a plan for the continued management and maintenance of the site and any planting which dies, becomes severely damaged or diseased within five years of completion of the development shall be replaced with new planting in accordance with the approved details or an approved alternative and to the satisfaction of the Local Planning Authority. The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

Reason: To minimise the impact of the development on the ecological value of the area, to ensure the development provides the maximum possible provision towards the creation of habitats and valuable areas for biodiversity and to preserve the character and appearance of the area in accordance with Policies CP30 and CP36 of the Core Strategy, the Biodiversity Action Plan and Policies 3D.14, 4A,3 and 4B.5 of the London Plan 2008.

- 15 C18 Details of Tree Protection
- 16 C19 Details of Refuse Storage / Recycling
- 17 C25 No Additional Fenestration
- 18 C41 Details of External Lighting
- That prior to the occupation of the development a School Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include:
  - Agreed targets with the aim of reducing the impact of car travel on the environment:
  - ii) Measures to promote sustainable transport and provisions iii) promoting a wider range of cleaner travel choices;
  - iii) A full travel survey in consultation with relevant Council Officers;
  - iv) A programme for the review and monitoring of the Travel Plan to ensure target are met.

The School shall operate in accordance with the approved Travel Plan.

Reason: In order to reduce the level of car borne traffic associated with the development and move towards more sustainable modes of transport.



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