LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 29th March 2010

Ward: Haselbury

Report of

Assistant Director, Planning & Environmental Protection

Contact Officer:

Aled Richards Tel: 020 8379 3857 Andy Higham Tel: 020 8379 3848 Robert Lancaster Tel: 020 8379

4019

Application Number: LBE/10/0036 Category: Smallscale Major

LOCATION: Churchfield Primary School, Latymer Road, London, N9 9PL

PROPOSAL: Two storey side extension, single storey front extension to enlarge reception area, single storey detached Eco building, reconfiguration of parking layout, formation of a hard play and habitat area involving demolition of pre-fabricated buildings.

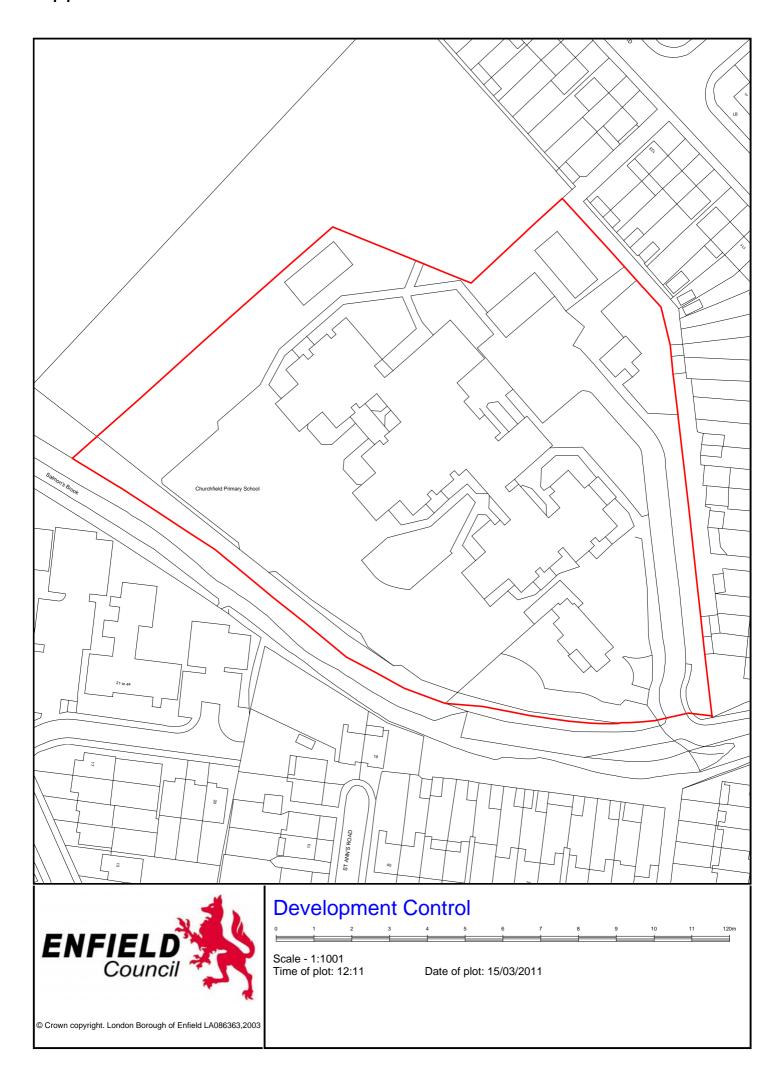
Applicant Name & Address:

MR Andrew Fraser, Director of ECSL, P.O. Box 51, Civic Centre, Silver Street, Enfield, EN1 3XBQ **Agent Name & Address:**

Miss Rettah Holland, BHP Architects, Nicholas House, River Front, Enfield, EN1 3TF

RECOMMENDATION: That in accordance with Regulation 3 of the Town and Country Planning (General) Regulations 1992, planning permission be deemed to be **GRANTED** subject to conditions.

Application No:- LBE/10/0036



1.0 Site and Surroundings

- 1.1 Churchfield Primary School covers an area of 2.05Ha, consisting predominantly of single storey buildings although there are two storey elements situated in the centre of site. The main axis of the buildings runs from the south-west to north-east, with a playground to the north and east. The site is accessed off Latymer Road on the south-west edge of the site, with the access road and car park along the northern boundary.
- 1.2 The surrounding area is predominately residential, with 2-storey terraced properties to the north, east and south; purpose-built blocks of flats to the south-west and a Recreation Ground to the north-west. The Recreation Ground is designated as Metropolitan Open Land (MOL). Along the southern boundary of the site is Salmon's Brook, a main watercourse. A southern portion of the site is within an area designated by the Environment Agency as Flood Zone 2.
- 1.3 As existing there is a staff and visitor car park for 32 cars, located to the north east of the main building. There are currently 15 secure sheltered cycle parking spaces available to staff, pupils and visitors. Emergency vehicle access to the School is maintained with an adequate hammer head turning circle.
- 1.4 The site is located within a predominately residential area, on a borderline between two different PTAL levels: to the east of the site-2 and to the west 1b, both with poor access to the public transport. Both pedestrian and vehicular access is provided from Latymer Road (adopted, non classified highway). Vehicular traffic is controlled by the barrier and intercom at the entrance. There are School 'keep clear' 'zig-zag' markings just outside the school's access off Latymer Road with zebra crossing and a school crossing patrol operating during morning and afternoon school's peak times. The immediate area is subject to 20miles per hour speed restrictions.

2.0 Proposal

- 2.1 The proposal is for a part-two storey extension on the northern side of the existing built form and some internal remodelling of the existing buildings. A single storey eco-unit is also proposed replacing a pre-fabricated building. The gross additional floor space is 1270sqm. The proposal also involves the remodelling of the car parking area as well as external play areas and will provide 29 parking spaces (including 2 disabled)
- 2.2 The School has previously operated as three forms of entry with numbers fluctuating in response to demand between two and three form entry. It is currently operating at three forms of entry and utilises a range of temporary classroom structures. This proposal would replace this temporary accommodation with more permanent buildings although for many years. Notwithstanding that point however, the numbers of staff and pupils is to increase from 65.55 to 70.16 (FTE) and from 574 to 630 respectively.

3.0 Planning History

3.1 SO/10/0002: A request for a Screening Opinion in respect of the development proposed confirmed that an Environmental Impact Assessment was not required to be carried out..

4.0 Consultations

- 4.1 <u>Statutory and Non-Statutory Consultees</u>
- 4.1.1 Environmental Health, Ecology Officer, Sustainable Design Officer, Environment Agency, Thames Water and Sport England raise no objections
- 4.1.2 Traffic and Transportation raises no objections subject to conditions
- 4.1.3 Education support the proposal
- 4.1.4 Any other responses will be reported at the meeting.
- 4.2 Public:
- 4.2.1 Consultation letters were sent to 75 neighbouring properties. In addition, a Notice was displayed adjacent to the entrance to the site and a notice was placed in the local press. In response, three letters of objection were received raising the following points:
 - The development would be contrary to a Deed of Covenant on the School.
 - The proposal will be harmful to the free flow and safety of highway and pedestrian traffic as well as noise and air pollution.
 - Need for the development has not been generated
 - Loss of public open space
 - Lack of play area for children
 - Lack of consultation with local residents

5.0 Relevant Policies

5.1 <u>Core Strategy</u>

At the meeting of the full Council on 10th 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:

- CP8 Education
- CP9 Supporting community cohesion
- CP20 Sustainable energy use
- CP21 Sustainable water use
- CP24 Road network
- CP25 Pedestrians and cyclists
- CP28 Managing flood risk through development
- CP30 Maintaining and improving quality of built environment
- CP32 Pollution
- CP34 Parks, Playing fields and other Open spaces

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 updated policies and development standards within the Development Management Document.

- (II) GD3 Aesthetics and functional Design
- (II) GD6 Traffic
- (II) GD8 Servicing
- (II) CS1 Facilitate the work of various community services
- (II) CS2 Siting and design of buildings to accord with the Council's environmental policies

5.3 The London Plan

Policy 2A.1 Sustainability Criteria

Policy 3A.24 Education Facilities

Policy 3C.23 Parking Strategy

Policy 3D.10 M.O.L

Policies 4A.1 - 4A.9 Tackling Climate change and Sustainable Design and

Construction

Policy 4B.5 Creating an inclusive environment

Policy 4B.8 Respect local context and communities

5.4 Other Relevant Policies

PPS1 Sustainable Development

PPS2 Green Belts

PPS9 Biodiversity

PPG13 Transport

PPG17 Planning for Open Space, Sport and Recreation

PPS25 Development and Flood Risk

6.0 Analysis

6.1 Educational Need

6.1.1 The need for additional educational places at this school has been identified by Education. London Plan Policy 3A.21, Unitary Development Plan (II)CS1 and (II)CS2 as well as Core Policies 8 and 9 provide a strong policy basis for the inclusion of educational need as part of the material considerations in the determination of planning applications. As such this important need is recognised and in principle is supported where it does not unduly conflict with other material planning considerations.

6.2 <u>Design and Impact on the M.O.L.</u>

6.2.1 Adjacent to the school's north-western boundary is MOL. There are strict controls relating to development in or adjacent to MOL, with the fundamental aim being to prevent urban sprawl by keeping land permanently open: the most important characteristics being their openness and permanence. Within an established built up area such as Enfield, open space represents a finite resource. Care must therefore be taken when considering options for its

- future use. Consequently, there exists a strong presumption against allowing developments in or adjacent to such locations.
- 6.2.2 Policy 34 of the Core Strategy seeks to resist new development, where it is in proximity to, or visible from, MOL unless the development does not detract from, and where possible makes a positive contribution to improving, the character and setting of MOL.
- 6.2.3 Furthermore the London Plan Policy 3D.10 states that 'The Mayor will and boroughs should maintain the protection of MOL from inappropriate development... Policies should include a presumption against inappropriate development of MOL and give the same level of protection as the green belt. Essential facilities for appropriate uses will only be acceptable where they do not have an adverse impact on the openness of MOL, specifically having no greater impact on the purposes of including land in the MOL than the existing development; not exceeding the height of the existing buildings (unless this would achieve a reduction in height which would benefit visual amenity); and, not to lead to a major increase in the developed portion of the site.'
- 6.2.4 The proposed two-storey extension projects closer to the M.O.L boundary and therefore has the potential to cause harm to the open character and setting of the M.O.L. Therefore careful consideration of the design is required to assess its impact. It is noteworthy that the extension is designed in a series of set-backs, which should help reduce it visual impact on the M.O.L. The design is also considered to be of a high standard presenting a positive design front to the open space and represents a significant improvement or the existing structures. Moreover, the extension would be set down at a lower level behind a new retaining wall, picket fencing and existing leylandii hedge. Given the height, design and proximity of extension in relation to the expanse of the adjacent M.O.L therefore, it is considered that the extension would not harm its open setting or character and thus it would be compliant with London Plan Policy 3D.10, national guidance to the form of PPG2 and Core Strategy Policy 34.
- 6.2.5 The proposals also involve the construction of an eco unit. This is a building built in a very sustainable manner with an innovative design solution and incorporating many sustainable construction techniques including a green roof, which is to be used to support curriculum activities focusing on green and ecology issues. The unit single storey and having regard to its size and siting, is considered to be visually acceptable. Furthermore, it is considered it would not harm the openness of the adjacent MOL.
- 6.2.6 The reception / entrance extension would not be visible from the street and only have a minimal visual impact from the M.O.L. It is also considered that the design satisfactorily integrates the existing school.
- 6.2.7 Extended Playground and loss of MOL
- 6.2.8 The plans indicate a north-eastern portion of playing field (within MOL designation) is proposed to be a hard play area. However, it is noted that this area would be largely screened from the remaining M.O.L by the group of Lombard Poplars. On balance, it is considered that creating a hard surfaced play area in this location would not have a significant effect on the character or objectives of the M.O.L and it likely that the new surfacing would support a

greater variety of sports / games for the pupils. The minimal loss of playing field involved in this is also supported by Sport England.

6.3 <u>Impact on neighbouring resident's amenities</u>

- 6.3.1 The two-storey extension is over 50 metres from the northern boundary of the site and the closest residential properties. In addition, the Eco Building is some 26 metres to the same boundary. Taking this distance and the existing screening into account, it is considered that the proposed extensions would not harm neighbouring resident's amenities in terms of loss of light or outlook or result in overlooking or loss of privacy.
- 6.3.2 The proposed development would be carried out in two phases. The first would provide contractor's access at the main school entrance, off Laytmer Road and the compound would be opposite the caretaker's lodge. The second phase would use an access point between Nos. 123 & 125 Latymer Road and use the new proposed hard play area only as the contractor's compound. Given the constrained nature of the site it is considered that this is the optimal solution to ensure a little as possible harm to the amenities of neighbours, the efficient running of the school and the for the protection of existing mature trees of significant amenity value.

6.4 <u>Traffic Generation, Parking and Access</u>

- 6.4.1 This current application, as submitted, is not accompanied by a Transport Assessment as it has been emphasized by the Education that the school has been and remains a 3 form entry school, with a published admission number of 90 and the proposed works do not form part of Programme of School Expansion. Therefore the only intention of the scheme is to convert the existing temporary classrooms into permanent replacement to provide improved facilities for the same number of pupils for which the School has been designed and has previously admitted.
- 6.4.2 However there remain concerns that the development proposed which involves as increase of 5 full time equivalent staff members, and associated increase in pupil numbers, will increase trip generation and parking demand. The proposal also results in three less parking spaces than existing. Poor public transport services suggest that new trips will be predominantly by car. This will only exacerbate current problems on the highway. Observations taken during morning peak time appear to demonstrate that the existing situation under the current school size does give rise to difficulties around the site (e.g. obstruction of driveways, double parking/stopping in middle of the road). However, it is considered that the proposed development will not cause any additional material problems as the proposal does not involve an additional form of entry and the school could lawfully expand its numbers without obtaining planning permission. Mitigation measures such as CCTV installation, an expansion of waiting restrictions or improvements to pedestrian facilities would obviously be desirable. Nevertheless, such measures could not be warranted on the basis of the current proposals. No mitigation measures have been proposed by the applicant to address these issues nor any potential dedicated pick-up / drop-off facilities have been proposed.

Furthermore, the benefits for the school in securing permanent buildings cannot be dismissed nor can the on going pressure for primary school places.

It should also be noted that the site is particularly constrained, and the requirements to protect a number of trees as well as providing sufficient space for emergency vehicle turning is such that it is not possible to provide additional spaces. Therefore, whilst it is anticipated that the proposal will further exacerbate already constrained staff parking and pupil drop-off demands, the level of harm does not warrant refusal, given the limited options on site and the issues identified.

- 6.4.3 It is recognised however, that a number of road safety improvements have already taken place. These include signs preventing parents stopping on the school driveway and the yellow lines, senior staff has been supporting the crossing patrol, since the incident that led to the crossing patrol being knocked over by a vehicle, the parents' bulletin printed any number plates that have been seen parking on the yellow lines outside the school that have been reported to the office
- 6.4.4 In addition, the existing Travel Plan is of clear structure and provides a clear action plan. A few improvements could be proposed i.e. the pupil age ranges could be included within the School Travel Plan, additional transport considerations for children with Special Educational Needs could be incorporated. Therefore a condition will be attached requiring an enhanced School Travel Plan.

6.5 Ecology

- 6.5.1 The Council's Ecology Officer has assessed the submitted Bat Survey and Phase I Habitat Survey and does not object on ecological grounds subject to conditions and a directive.
- 6.5.2 The Arboricultural Officer advises that subject to appropriate conditions, all trees of significant amenity value can be adequately protected and a landscaping scheme providing additional planting can offset the loss of other trees.

6.6 Flooding

6.6.1 The site is within an area designated as Flood Zone 2. The Environment Agency has assessed the applicant's Flood Risk Assessment. They consider the flood risk and mitigation measures are acceptable subject to conditions.

6.7 <u>Contaminated Land</u>

6.7.1 The applicant's submitted information has not identified dangerously high levels of ground contamination. A condition will be attached requiring details to be submitted if further contamination becomes apparent.

6.8 Sustainability and Renewables

6.8.1 Policies 4A.1 to 4A.11 of the London Plan (2008), seek to support sustainable development, in particular Policy 4A.7 state that for this type of project a minimum obligation of 20% carbon dioxide reductions from on-site renewable energy is required. This applies solely to the additional permanent floor space and the existing buildings. The applicant has demonstrated through the use of air source heat pumps and photovoltaic panels that 20% of the buildings'

- carbon-equivalent emission rate will be reduced through the use of these onsite renewables.
- 6.8.2 Furthermore, and in accordance with PPS1 and the London Plan Policy chapters 3 and 4, a BREEAM assessment has been submitted that demonstrates that the proposal can achieve at least a 'very good' score. A condition is attached requiring a "design" and "post-construction" Certificate to be submitted to the LPA.
- 6.8.3 Details of how the hard-surfaced areas are to be dealt with will also required. This should take the form of providing a Sustainable Drainage System (SUDS).

7. Conclusion

- 7.1 It is thus recommended that planning permission be approved for the following reasons:
 - The proposal meets an established need for improved school provision within the locality and Borough. This accords with Policies (II) CS1 and (II) CS3 of the Unitary Development Plan, Policy 3A.24 of the London Plan and Policy 8 of the Core Strategy.
 - The proposal due to its size, siting, mass, design and bulk does not detract from the character and setting of the adjacent Metropolitan Open Land having regard to Policy 34 of the Core Strategy, Policy (II)GD3 of the Unitary Development Plan, Policy 3D.10 of the London Plan and national guidance: PPG2.
 - 3. The proposal subject to the mitigation identified in the report is not considered to give rise unacceptable on-street parking pressure, nor harm the free flow of traffic or pedestrian or vehicular safety, in accordance with Policies (II) GD6 and (II) GD8 of the Unitary Development Plan, London Plan Policy 3C.23 and Core Strategy Policies 24 and 25.
 - 4. The proposal due to its size and siting does not significantly affect the outlook or privacy of adjoining or nearby residential properties having regard to Policy (II) GD3 of the Unitary Development Plan and Policy 30 of the Core Strategy.

8. Recommendation

- 8.1 That planning permission be approved subject to the following conditions:
 - 1. The development hereby permitted shall be carried out in accordance with the approved plans.
 - Reason: For the avoidance of doubt and in the interests of proper planning.
 - 2. The works to be undertaken shall be in accordance with the submitted Arboricultural Implications Assessment, good arboricultural practice and British Standards 3998 and 5837. In particular protective vertical barriers, in accordance with the Assessment and BS 5837, shall be

erected at distances beyond the edge of their Root Protection Areas of the retained trees prior to construction/demolition machinery entering the site and shall be maintained throughout the duration of construction. No building activity or storage shall take place within the protected area. Any tree or shrub which dies or is damaged during the construction period shall be replaced with a specimen of similar quality and maturity and the replacement specimen shall be approved in writing by the Local Planning Authority.

Reason: In order to maintain the retained trees amenity value and health throughout the construction period.

- 3. Prior to the commencement of any development a Construction Management Plan for all phases of the development shall be formally submitted to and approved in writing by the Local Planning Authority. The Plan will address the following issues:
 - (i) Noise
 - (ii) Control of site drainage and run off
 - (iii) Storage and removal of excavation/ demolition materials
 - (iv) Storage of construction materials
 - (v) The siting of work compounds together with loading and unloading
 - (vi) Contractors parking
 - (vii) Wheel washing facilities and methodology
 - (viii) Construction access and arrangements for vehicle servicing and turning areas
 - (viiii) Construction traffic routing
 - (vv) Control of dust and air quality during demolition and construction
 - (vvi) Hours of work

The works shall be carried out in accordance with the approved details.

Reason: In the interests of neighbouring resident's amenities, highway safety and minimising the environmental effects of the development.

4. No development shall take place until such time as details of the external finishing materials to be used have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: To ensure a satisfactory external appearance.

- 5. C09 Details of Hard Surfacing [to include reason of protection of Trees Root Protection Areas]
- 6. C10 Details of Levels
- 7. C11 Details of Enclosure
- 8. C16 Private Vehicles Only Parking Areas
- 9. C17 Details of Landscaping
- C19 Details of Refuse Storage & Recycling Facilities

- 11. C20 Details of Fume Extraction
- 12. C26 Restriction of Use of Extension Roofs
- 13. C59 Cycle parking spaces
- 14. Prior to commencement of development details of the design and structure of the green roof on the 'eco building' is to be submitted to and approved in writing by the council. Unless otherwise agreed by the council the roof is to be designed in such a way as to maximise its biodiversity value.

Reason: In order to ensure that the development maximises opportunities to enhance biodiversity as per PPS9.

15. The development hereby permitted shall not be occupied until details of the lighting scheme have been submitted to and approved in writing by the council. The scheme is to include measures to ensure that there is no excessive light spillage onto the adjacent Salmon's Brook and no adverse impact on wildlife using it. The lighting scheme is to be installed and operated in accordance with the approved plans.

Reason: To ensure that wildlife, particularly bats, using the Salmons Brook are not adversely impacted upon by the proposed development.

- 16. The development, hereby permitted, shall not commence until such time as a plan shown details and locations of biodiversity enhancements has been submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed by the Council these enhancements should as a minimum include five bird boxes attached to or integrated into the new building, a wildlife pond and native and wildlife friendly landscaping.

 Reason: In order to ensure that the development maximises opportunities to enhance the ecological value of the site in line with PPS9.
- 17. If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained 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.

18. The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) for Churchfield School Edmonton, FRA Final Report, 24 November 2010 and the following mitigation measures detailed within the FRA:

For the new elements of the development, limiting the surface water run-off generated by the 1 in 100 year critical storm,

taking the effects off climate change into account to 50% of the current rates.

Provision of storage on site to attenuate all storm events up to and including the 1 in 100 year event, taking the effects of climate change into account.

Reason: To prevent increased flood risk by ensuring the satisfactory storage and disposal of surface water from the site.

19. Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

Reason: To prevent the increased risk of flooding.

20. The renewable energy technologies identified in the submitted Energy Strategy, which provides for no less than 20% on-site total C0² reduction from the Target Emission Rate (as defined by Part L of Building Regulations) or lower emission rate as detailed within the Energy Strategy shall be installed and operational prior to the first occupation of the development

The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

Reason: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO_2 emission reduction targets by renewable energy are met in accordance with Policy CP20 of the Core Strategy, Policies 4A.4 and 4A.7 of the London Plan 2008 and PPS22.

- 21. Evidence confirming that the development achieves a BREEAM Education 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:
 - a 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,
 - a 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.

22. No development shall commence until such time as the applicant has the secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

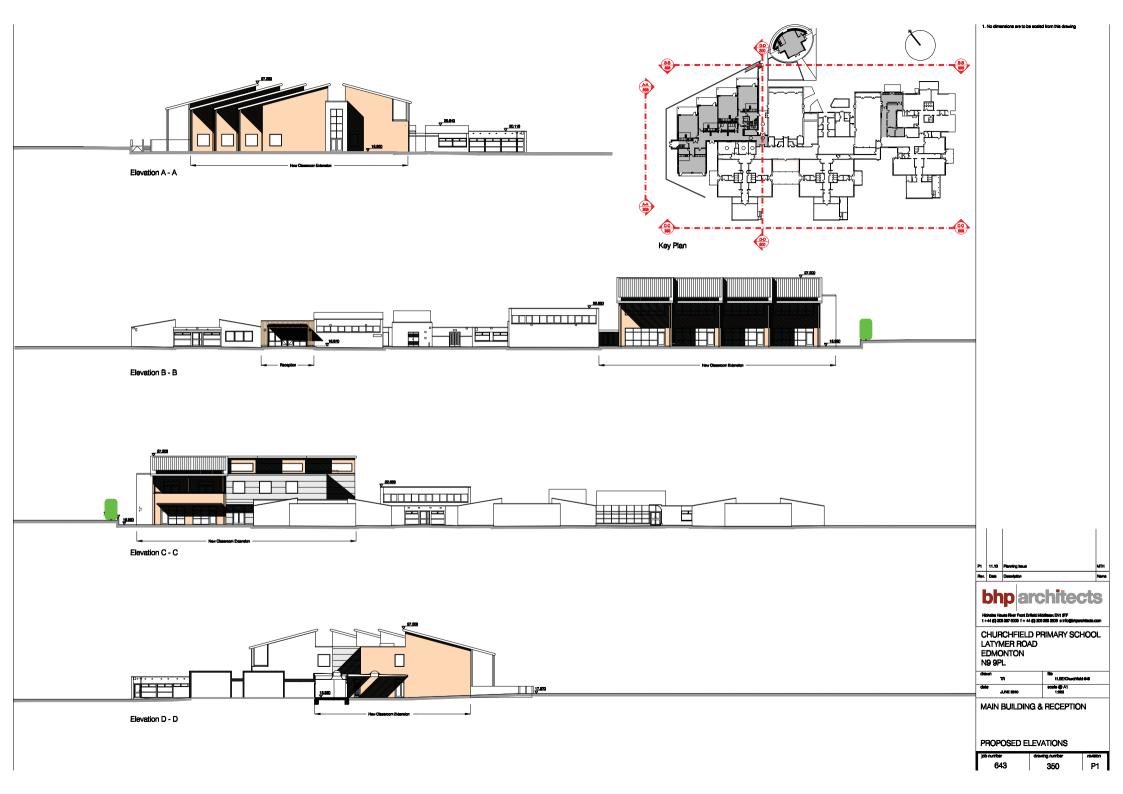
Reason: In the interests of protecting / excavating archaeological remains.

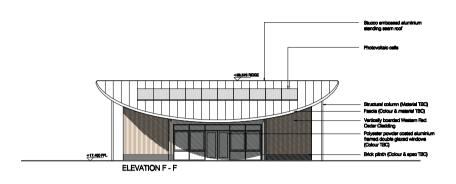
23. C51A Time Limited Permission

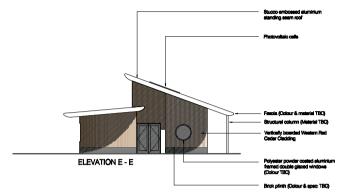
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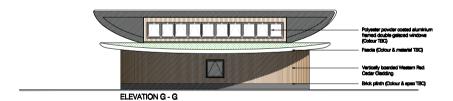
- 1. The applicant has identified that there is very a small risk that bats may opportunistically roost in the buildings. Bats and their roosts are protected under the 1981 Wildlife and Countryside Act as amended. Recommendations to minimise the risk of harm to bats are given on P10 of the Bat Survey report submitted with the application [Bat Survey, Churchfields Primary School, Enfield, BHP Architects/ Total Ecology Dated September 2010] and in order to minimise the risk of harm to bats and remain compliant with wildlife legislation the applicant should ensure that they follow these recommendations.
- 2. The development of this site is likely to damage heritage assets of archaeological interest. The applicant should, therefore, submit detailed proposals in the form of an archaeological project design. This design should be in accordance with appropriate English Heritage guidance.

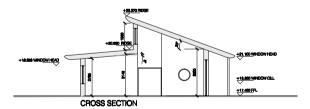


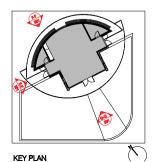












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ELEVATIONS

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1. No dimensions are to be scaled from this drawing

