LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 24th May 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: Southbury

Application Number : LBE/11/0010

Category: Other Development

LOCATION: RUSSETT HOUSE SCHOOL, 11, AUTUMN CLOSE, ENFIELD, EN1 4JA

PROPOSAL: Part single, part 2-storey extension to provide a classroom block, dining room and kitchen with a plant room at first floor level, pick up and drop off bay at front, relocation of fence to southern boundary between Russett House School and Carterhatch School and new car parking area and associated landscaping and formation of a Multi Use Games Area (MUGA) with 8m high lighting columns to Carterhatch School playing fields.

Applicant Name & Address:

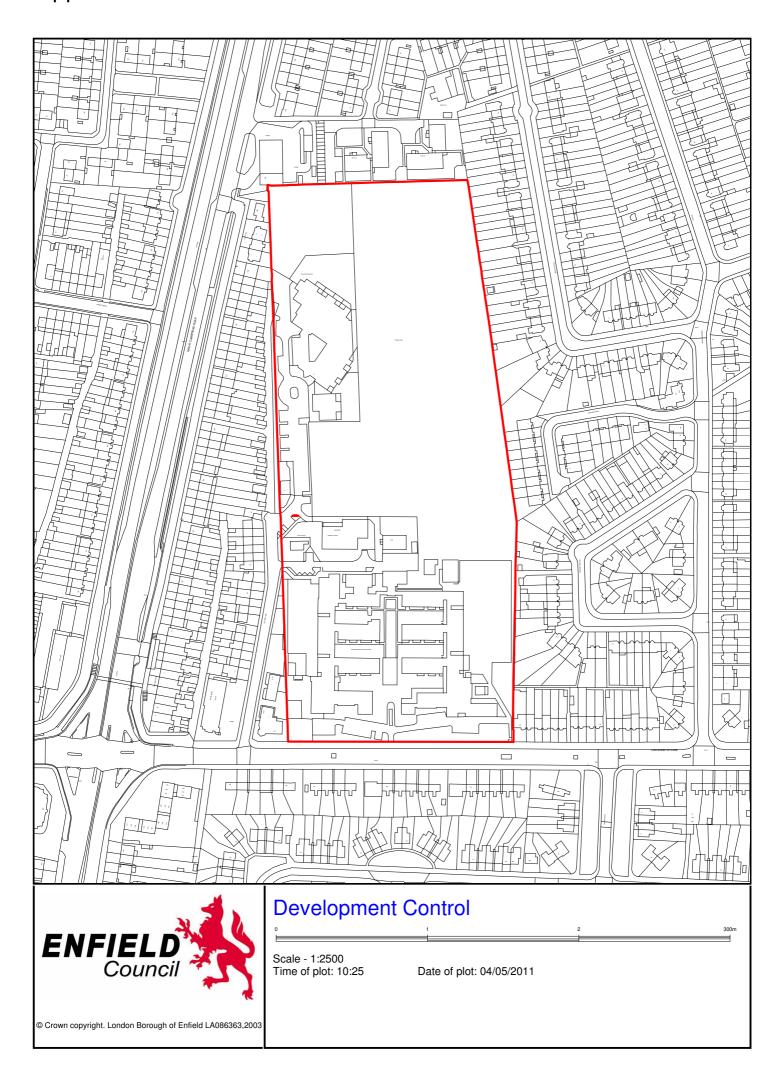
Andrew Fraser,
Director of ECSL
London Borough of Enfield,
Po Box 51,
Civic Centre,
Silver Street,
Enfield,
Middlesex,
EN1 3XQ

Agent Name & Address:

Johnathan Ringshall, BHP Architects Nicholas House River Front Enfield Middlesex 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 condition

Application No:- LBE/11/0010



1. Site and Surroundings

- 1.1 Russett House is a Special Needs School is located immediately to the north of Carterhatch School, on the northern side of Carterhatch Lane. The main school buildings are situated between the backs of houses on the Great Cambridge Road to the west, school playing fields to the south and east, and a petrol filling station and flats, to the north.
- 1.2 The existing development is predominantly single-storey, with some of the core elements of the school complex rising to two-storey in height. Most of the single storey buildings have mono-pitch roofs rising to just over 4m in height. The two storey elements, which are located in the centre of the site or towards the southern or eastern boundaries, have pitched roofs of which the highest is 10m in height. The taller buildings are situated away from the residential boundaries.
- 1.3 Access into the school, which is also shared with Carterhatch Infant School and the Children's Centre, is via Autumn Close. This leads to a parking area for staff / drop-off / pick-up area on either side of the access road along the western elevation of the school buildings. The site of the proposed extension and car park is currently laid out as a 5-a-side football pitch.

2. Proposal

- 2.1 Permission is sought for a part single, part 2-storey extension to provide a classroom block, dining room and kitchen with a plant room at first floor level, pick up and drop off bay at front, the relocation of fence to southern boundary between Russett House School and Carterhatch School and new car parking area and associated landscaping and formation of a Multi Use Games Area (MUGA) with 8m high lighting columns to Carterhatch School playing fields.
- 2.2 The proposed classroom / dining hall element will be a maximum of 30m wide and 20m deep. The classroom element will be approximately 2.8m high to eaves level with a maximum overall height of approximately 5m. Each classroom will open out onto its own external play area. The extensions to the school will occupy the playing field to the south of the existing school which forms part of Carterhatch Primary and as a result, the boundaries between these schools will be modified.
- The dining hall element will be approximately 5.1m in height to eaves level,7.7m in height to the top of a pitched roof, and approximately 9.1m in height to the top of two 'monodraught windcatchers'.
- 2.4 A new link will be formed between the class room element and the existing building which will also form an additional lobby. This element will have a maximum width of approximately 9.2m and a depth of 5m. It will be approximately 3m in height, with eaves to match that of the classroom element.
- 2.5 A Multi Use Games Area (MUGA) is to be provided towards the southern end of the playing fields and the application site extends to include this part of the existing playing field. The MUGA will be 50m by 40m and will have a porous macadam all-weather surface and will be enclosed by fencing between 3m and 4m in height. Six 8m high lighting columns are proposed around the

- perimeter of the pitch. The hours of proposed use of the MUGA 06:30 hours to 21:30 hours on weekdays and 09:30 hours to 13:30 hours on weekends.
- 2.6 Carterhatch Junior School will have direct access to the MUGA via their playing field whilst 'out-of-hours users' will gain entry via the Carterhatch Infant site using the gates on either side of the scout hut.
- 2.7 A new car park will be provided between the southern end of the classroom / dining hall extension and the Children's Centre, increasing capacity from 43 no. spaces (inclusive of 2no. dedicate minibus spaces) to 56 no. spaces. A new and extended drop-off / pick-up facility will also be provided along the western elevation of the school building as a result of relocating staff parking into the new car park.
- 2.7 Student levels will increase from 84 to 91 and staffing levels will increase from 65 to 68. The high staff to pupil ratio is required due to the special needs of the students.

3. Relevant Planning Decisions

- 3.1 There is an extensive planning history relating to the site. The most recent applications are summarised below:-
 - An application for the installation of a temporary building to provide 1 classroom with ancillary facilities (LBE/04/0011) was granted a limited period permission on 29/06/2004, with the permission expiring on 01/10/2005. The application was made in combination with an application for permanent additional classrooms (detailed below).
 - An application for the erection of single storey extensions to north and south elevations to provide additional classrooms, therapy rooms and associated facilities, together with erection of store to hall (LBE/04/0012) was granted planning permission on 02/07/2004. These structures have been completed.
 - An application for the installation of a temporary classroom building to the north of existing block, along the school's eastern boundary (ref: LBE/10/0023) was granted at Planning Committee on 27/07/2010.

4. Consultations

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

4.1.1 Traffic and Transportation advises that there are no objections as it is considered that the layout will improve the circulation of vehicles within the site and the increase in parking spaces will remove vehicles from Autumn Close, improving access to both Russett House School and the Community Centre.

4.1.2 Thames Water advise:

- In relation to sewerage and water infrastructure, there are no objections.
- It is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer.

- Prior approval is required from Thames Water where it is proposed to discharge to a public sewer.
- Where a developer proposes to discharge groundwater into a public sewer, a groundwater discharge permit will be required.
- It is recommended that petrol / oil interceptors are fitted in all car parking / washing / repair facilities. The failure to enforce effective interceptors could result in oil-polluted discharges entering local watercourses.
- Properly maintained fat traps are recommended on all catering establishments.
- 4.1.3 Any other comments including those of Sport England, if received, will be reported at the meeting.

4.2 Public

- 4.2.1 Consultation letters have been issued to 161 neighbouring and nearby occupiers.
- 4.2.2 Two letters of objection have been received from the occupiers of 60 & 62 Boleyn Avenue, raising some or all of the following points:
 - Loss of view from the proposed football pitch (MUGA).
 - Increase in noise from the use of the pitch. Noise arising from existing buildings is tolerable.
 - A few years ago, residents fought to stop buildings being built on the above land.
 - There were no issues at the time with the proposed school as we were assured that it would be a certain size and no bigger now you are proposing to extend and eke away more of the field.
 - · This strikes of "salami tactics".
 - As it is we do not have enough greenery for children to play on and I think
 it would be a nice gesture if you would make a promise to the electorate of
 this section of Enfield.
 - No more development of Carterhatch School Field please!
- 4.2.3 Any further comments received will be reported at Committee.

5. Relevant Policy

5.1 Local Development Framework

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

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

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

CP46: Infrastructure contributions

5.2 <u>Saved UDP Policies</u>

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 Community Services
(II)CS2	Siting and design of buildings and equipment
(II)CS3	Effective and efficient use of land and buildings
(II)GD3	Aesthetics and functional design
(II)GD6	Traffic
(II)GD8	Site access and servicing
(II)T1	To ensure development takes place in locations which have appropriate access to transport networks

5.3 The London Plan

Policy 2A.1 Policy 3A.17 Policy 3A.18	
Policy 3A.24	Education facilities
Policy 4A.1	Tackling climate change
Policy 4A.2	Mitigating climate change
Policy 4A.3	Sustainable design and construction
Policy 4A.6	Decentralised Energy: heating, cooling and power
Policy 4A.7	Renewable energy
Policy 4A.9	Adaptation to climate change
Policy 4B.1	Design principles for a compact city
Policy 4B.2	Promoting world-class architecture and design
Policy 4B.3	Enhancing the quality of the public realm
Policy 4B.5	Creating an inclusive environment
Policy 4B.8	Respect local context and communities
Policy 4C.4	Natural landscape

5.4 Other Relevant Policy

PPS1:	Sustainable development
	Sustainable development
PPS9:	Biodiversity and Geological Conservation
PPG13:	Transport
PPG17:	Planning for Open Space, Sport and Recreation
PPS22:	Renewable energy
PPG23:	Planning and pollution control

Policy 3D.14 Biodiversity and nature conservation

PPG24: Planning and Noise

Policy 3C.23 Parking strategy

6. Analysis

6.1 Principle / Loss of Playing Field

- 6.1.1 It is recognised that there is an ongoing demand for a full range of school places. The proposed development will therefore improve and expand upon existing school facilities in terms of the buildings proposed which is to be welcomed in keeping with Policy CP9 of the LDF Core Strategy. However, in terms of land use, it must also be acknowledged that the proposal involves a loss of existing playing field.
- 6.1.2 Although no formal response ha been received, it has been assumed that Sport England will object to the proposal on the basis that the proposal involves the loss of existing playing field and does not accord with any of the exceptions in Sport England's playing fields policy,
- 6.1.3 Whilst the above policy objection is noted, particularly as the school extensions and the new car park will be built upon the field currently associated with Carterhatch School, three grass pitches will still be provided in addition to the provision of the MUGA. The development results in an increase of formal pitches from 1.13 hectares to 1.27 hectares and the MUGA certainly increase the range and availability of sporting activity that can take place.
- 6.1.4 Guidance on the assessment of planning applications can be found at Paragraph 15 of PPG17. It 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 (e.g. 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; 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.
- 6.1.5 Whilst it is acknowledged that the existing playing field is available for use, the quality and quantity of pitches is not affected and with the MUGA, actually improved. Moreover, it is contended that the MUGA is sufficient to meet test of a loss being offset by re-provision of the same or better quality. The MUGA with flood lights will also permit sporting activity to take place through out the year and into the evening thus increasing the overall sporting offer. Consequently, it is considered that taking these factors into account together with the educational need identified by the school and supported by Policy CP9 of the Core Strategy as well as Policies (II)CS1-3 of the saved UDP that if an objection is received from Sport England it would not be justified or outweigh the identified benefits to the Borough. In this regard therefore, the proposal is considered acceptable in principle.

6.2 <u>Impact on Character of Surrounding Area</u>

- 6.2.1 The overall design comprising a mix of single and two storey buildings is considered acceptable with the external finishing materials matching those on the existing buildings. As a result, the appearance of the development would not impact on the character or visual amenities of the surrounding area.
- 6.2.2 In addition the provision of the MUGA with the floodlighting and fencing, would not harm the character and appearance of the area.
- 6.2.3 The extensions, as discussed in section 6.6 of this report, have been designed incorporating the principles of sustainable design and construction through the adoption of specific measures to reduce energy consumption and improve energy efficiency through the overall building design, building fabric and renewable technologies.

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

- 6.3.1 The nearest affected dwelling to any part of the proposed extension is approximately 50m distant to the west. It is therefore considered that there will not be any detrimental harm to the amenities of the adjoining residential occupiers. More over, due to distancing levels, there will be no impact from the proposed extensions on neighbouring occupiers in terms of loss of light and outlook.
- 6.3.2 The provision of floodlights and fencing to the proposed MUGA is also considered acceptable as the nearest residential properties on Monroe Crescent and Newland Drive are some 20 metres away. This distance is considered sufficient to not result in a detrimental loss outlook. The issues surrounding floodlighting are discussed below at section 6.6 of this report.
- 6.3.3 Noise issues are discussed below.

6.4 Parking

6.4.1 The ratio of spaces to staff will be increasing from 0.66 to 0.82. The new car park for staff will provide 32 spaces for staff vehicles taking them off Autumn Close where there is currently congestion caused by vehicles from the community centre and the school itself. The provision of the designated drop off area separate to the staff parking bays also ensures that vehicles dropping off pupils will not add to the congestion but should hopefully reduce it within the site and within Autumn Close.

6.5 Access and Traffic Generation

- 6.5.1 The increase in the number of staff and students is low considering that two new classrooms are being provided, however this has been discussed with the applicant and can be assumed to be a realistic figure due to the nature of the students who attend the school. As the numbers are not increasing by a large amount, the rearrangement of the parking layout and the increase in the number of spaces is considered to be an improvement over the existing situation.
- 6.5.2 A new refuse storage area will be provided near to the existing vehicle entrance. Refuse lorries accessing the site will therefore immediately turn into

the new car parking area negating the need to travel the full length of the site for collections. Whilst the siting of the refuse store is considered acceptable, a condition will be imposed securing the details of the store.

6.6 External Play Area

Noise

- 6.6.1 PPG17 advises that Local Authorities should locate new sports and recreation facilities where they would avoid any significant loss of amenity to residents, neighbouring uses or biodiversity. PPG24 also advises that the impact of noise can be a material planning consideration. It is also advised that where possible, noise-sensitive land uses should be separated from noisy activities but where it is not possible to separate such competing uses, planning conditions or obligations could potentially be used to control or mitigate noise.
- 6.6.2 The existing playing fields are in everyday use with additional activity also taking place outside of the usual school hours by community groups. The existing pitch at the southern end of the field is sited between approximately 7m from the rear boundary of Nos.24 Boleyn Avenue and between approximately 9m to 17m from the boundaries with Nos.9-17 Newland Drive (with a further 9m to the rear of the dwelling houses). The proposed MUGA will be sited between 8m and 12m from the boundaries with Nos.9 to 13 Newland Drive.
- 6.6.3 Whilst the nature of the use of the fields will not change, it is accepted that there is the potential for increased noise and disturbance later into the evenings as the provision of floodlighting and an all-weather surface will enable extended operating hours of the use of the MUGA. Whilst it will be unreasonable to limit the use of the MUGA to school operating hours due to the existing hours of use of the fields, a condition will be imposed to ensure that activity will cease at an appropriate time. This condition would be linked to the suggested condition on hours of use for the proposed floodlighting.
- 6.6.4 It is therefore considered that through the imposition of appropriately worded conditions, the use of the MUGA should not detrimentally harm the amenity of neighbouring residential occupiers through undue noise and disturbance.

Flood lighting

6.6.5 In relation to the floodlighting proposed, the nearest dwellings potentially affected are those that front Newland Drive (Nos.9-17) and Monroe Crescent (Nos.40-46) to the east. To mitigate any potential impact, hooded, directional lighting will be used. To support the application, a light assessment has been provided and in making the assessment, the Institution of Lighting Engineers publication "Reduction of Light Pollution (2nd Revision)" establishes four Environmental Zones. For the purposes of the MUGA site, it was considered appropriate to use Environmental Zone 'E2' (areas of low district brightness, for example in rural locations) to take into account the darkness of the playing fields. The assessment confirms that the proposed lighting scheme will result in light trespass of 0.8lux, which is within the permitted level of 1, for Zone E2 after 10pm (typical curfew period). The appearance of the floodlights is also considered to be acceptable.

6.6.6 It is therefore considered that the proposed lighting scheme should not unduly impact on the amenity of the neighbouring residential occupiers or the visual amenities of the surrounding area. Suitably worded conditions will be imposed to ensure that the floodlighting is only in operation between specified and appropriate hours.

Fencing

6.6.7 The fencing proposed will be 3m in height on the northern and southern elevations and 4m in height on the eastern and western elevations. The distancing to the dwellings fronting Newland Drive (Nos.9-17) is between 17 and 21m, and to the property boundaries is between 8m and 12m. Whilst there may be some loss of outlook, the level of distancing is sufficient to not impact on those dwellings and properties in terms of overshadowing and loss of light.

6.7 Sustainable Design and Construction

- 6.7.1 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). Whilst the proposed development is not a 'major proposal', Core Policy 20 of the Core Strategy requires that all new developments (and existing developments where possible) need to address the causes and impacts of climate change by minimising energy use, supplying energy efficiently, and using energy generated from renewable sources.
- 6.7.2 The submitted Energy Statement has provided baseline figures using the 2006 and 2010 standards. Council's Sustainable Design Officer has confirmed that the 2010 standards should be used therefore any following reference to data is based upon the 2010 standards.
- 6.7.3 In terms of renewable energy, 46m2 of photovoltaic (PV) panels will be incorporated into the south facing roof surface of the dining hall. This is anticipated to achieve a reduction in the building energy rating (BER) of 36%.
- 6.7.4 In relation to energy efficiency savings, there will be a 4% reduction in energy demand through the adoption of natural ventilation in all spaces (excluding the kitchen) through the use of the windcatchers, insulation levels exceeding current building regulations standards, and with fenestration designed to achieve daylighting whilst minimising solar gain.
- 6.7.5 A suitably worded condition will be imposed to ensure that the development incorporates the proposed measures and that they achieve the stated standards.

6.8 <u>Biodiversity</u>

6.8.1 The site currently has limited ecological value. However, all schemes should enhance the ecological of their respective sites by providing increased planting (of native species) and the provision of bird / bat boxes where appropriate.

6.8.2 Whilst additional plantings are proposed, the school is limited in what it can provide due to the special needs of the children. A condition can be imposed however, seeking ecological enhancements in the form of native, wildlife friendly plantings.

6.9 <u>Drainage</u>

- 6.9.1 Site drainage includes a 'Turbosider' water storage system and pumping stations for both surface and foul water drainage. The proposed extension incorporates sustainable drainage systems (SUDS) for the additional surface water that will be produced from the scheme. These will be located within the car park and the MUGA to attenuate the water before it is connected into the existing drainage system. The capacities of the systems have been calculated following the undertaking of a Flood Risk Assessment and Sustainable Drainage Strategy, which has been provided to the LPA.
- 6.9.2 The above document recommends that a survey is undertaken to conform the discharge rates of the storm water and foul water pumping stations in order to inform the final drainage design. A condition can be imposed to secure those details.

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. Furthermore, notwithstanding the assumed objection of Sport England, it is considered that the redevelopment and reorganisation of the playing field involving the provision of the MUGA increases the provision of useable play areas and in this regard, provides for better play facilities for Carterhatch School and for the wider public sufficient to outweigh any disbenfit identified by Sport England.
- 7.2 In arriving at this conclusion, weight has also been given to the fact that the classroom development will increase and improve facilities at the school for which there is a recognised shortage. On balance therefore, the proposal are considered acceptable for the following reasons:
 - 1. The proposed development improves facilities at Russet House School and Carterhatch School as well as providing for additional teaching space for which there is a recognised shortage for the proposed type of accommodation 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, 3D.13 4B.1, 4B.8 of The London Plan, and with PPS1: Sustainable Development, PPG17: 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 Core Policies 30 and 34 of the Core Strategy, Policies (II)CS3 (II)CS3 (II)GD3 and (II)H8 of the Unitary Development Plan and with Policy 4B.8 of The London Plan.

3. The development 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 an objection by Sport England to the loss of playing fields and therefore, subject to the views of the Secretary of State, 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:



