## LONDON BOROUGH OF ENFIELD

# PLANNING COMMITTEE

**Date**: 22<sup>nd</sup> July 2014

Report of

Assistant Director - Planning, Highways & Transportation

**Contact Officer:** 

Andy Higham Tel: 020 8379 3848 Sharon Davidson Tel: 020 8379 3841 Ms M. Demetri Tel: 020 8379 6843 Ward: Jubilee

Application Number: P14-02136PLA

**Category**: Other Development

LOCATION: 206A, NIGHTINGALE ROAD, LONDON, N9 8PT

**PROPOSAL:** Expansion of Bowes Edmonton (Annex) to One-Form Entry School comprising the erection of a temporary single storey modular classroom, permanent single storey modular building with two classrooms and one flexible teaching space and link building.

#### **Applicant Name & Address:**

Schools and Children's Services
Education Asset Management Unit,
7th Floor,
Civic Centre,
Enfield,
Silver Street,
EN1 3XQ

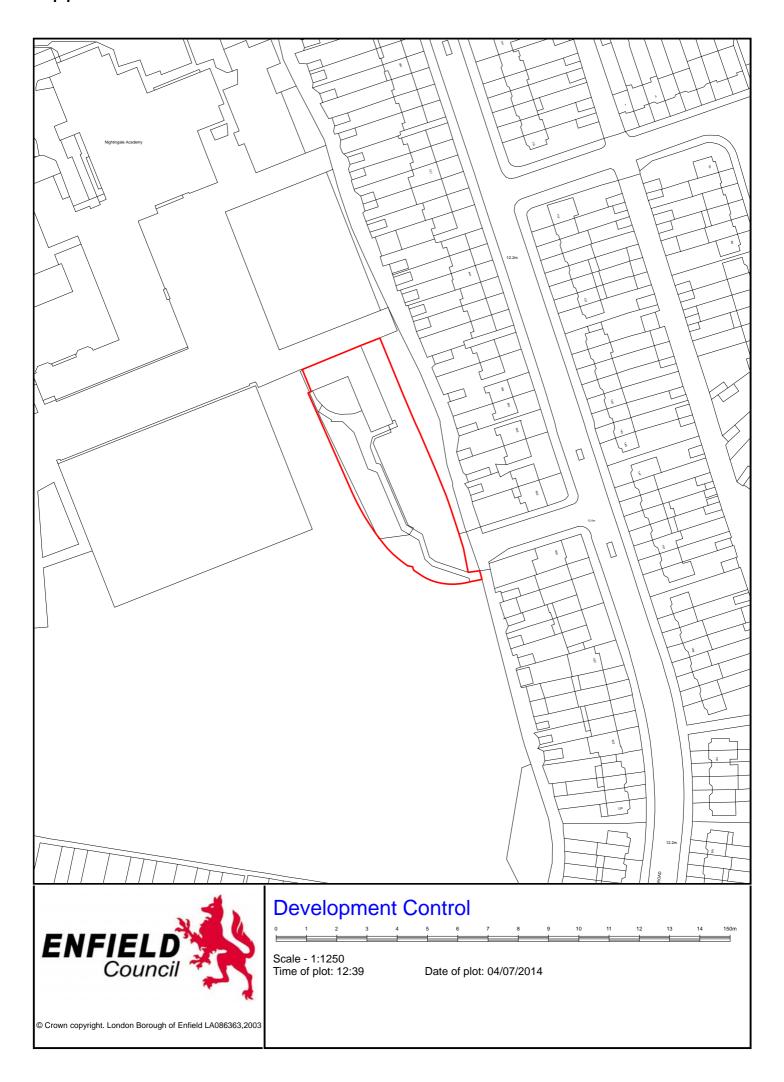
#### **Agent Name & Address:**

Mr John Harvey, BHP Architects Ltd Nicholas House Riverfront 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 conditions

# Application No:- P14-02136PLA



#### 1.0 Site and Surroundings

- 1.1 Bowes Edmonton (Annexe) is part of the Bowes Learning Alliance which is a successful federation of Bowes Primary School and Chesterfield School. Bowes Edmonton (Annexe) Primary School comprises the former Delta Learning Centre and was refurbished for use as a Bowes Learning Alliance partner school in Edmonton. In January 2011, this site was opened to accommodate pupils from Reception to Year 2 (bulge classes of 30 pupils of primary school age). The Annexe has undergone recent expansion and refurbishment in 2012. Pupils at Bowes Edmonton (Annexe) are part of the school rolls at Bowes Primary School, New Southgate.
- 1.2 The Bowes Edmonton (Annexe) site is bounded by the gardens of residential properties fronting Nightingale Road to the east and the buildings and grounds of Nightingale Academy to the north, west and south. Access to the site is obtained between 206 and 208 Nightingale Road which is shared with rear vehicular access serving the properties which front Nightingale Road on either side.
- 1.3 The site is situated in Flood Zone 2 and has Surface Water Flood Risk. The whole site in its totality is designated as Local Open Space, including the buildings and areas of land that cannot be used as open space.

#### 2.0 Proposal

- 2.1 This application proposes the expansion of Bowes Edmonton (Annexe) to include 2 additional class rooms comprising the erection of a temporary single storey modular classroom, permanent single storey modular building with two classrooms and one flexible teaching space and link building.
- 2.2 Bowes Annexe has 4 classes of children and a total roll of 120 pupils. Bowes Edmonton Annexe only accommodates reception and year one pupils. The current proposal is therefore to deliver the following in September 2014:
  - 30 additional students in reception year.
  - 30 additional students in year one.
  - This is a total of 60 additional students in 2014/2015 at Bowes Edmonton Annexe only
  - As the pupils move up to year 2 they will move to accommodation in the main school building.

- The nurture room demonstrated on the plans is to be used by the existing and proposed students and does not mean that a nursery class is to be accommodated in the Annexe.
- There is to be an increase to the number of pupils in year two to year six, however, this increase does not fall within the assessment of this application for the extension to Bowes Edmonton Annexe.
- 2.3 In 2012, it was proposed that Bowes Edmonton Annexe did not admit any additional pupils beyond September 2012, and that the current pupils in the bulge classes were to remain on the Nightingale Road site until they completed their primary education. This was reviewed again in 2013 as part of Enfield Council's review of pupil places in line with the Council's statutory responsibility to provide pupil places and to respond to parental choice and growing demand at Bowes Edmonton. The decision to expand provision at Bowes Edmonton is based on the May 2013 release of GLA projections and assessment of 2013 school capacity.

#### 3.0 Relevant Planning Decisions

#### 3.1 LBE/07/0018

Replace existing west boundary fence with 3m high weldmesh security fence, construction of 8 new parking spaces together with associated works and new 3m high weldmesh security fence with two pedestrian access gates alongside the existing paved area. Granted with conditions

#### 3.2 P12-00542PLA

Erection of single storey modular building with associated landscaping and additional car parking. Granted with conditions

#### 3.3 LBE/02/0010

Erection of single storey building for use as a City Learning Centre, access road and parking. Granted with conditions

#### 4.0 Consultations

#### 4.1 Statutory and non-statutory consultees

#### 4.1.1 Environment Agency

No objections are raised. Standing advice applies.

#### 4.1.2 Biodiversity

No objection is raised subject to conditions.

#### 4.1.3 <u>Traffic and Transportation</u>

No objection raised subject to conditions.

#### 4.1.4 Sustainable Design Officer

No objection subject to conditions.

#### 4.1.5 Environmental Health

The site is identified as contaminated land, which means that pollution has been found within the vicinity of the site. The Environmental Health Officer has stated that there is potential for landfill gas being present at the site. Therefore, a contamination land condition, with remedial measures, is recommended.

#### 4.2 Public response

- 4.2.1 Letters were sent to 150 adjoining and nearby residents. In addition a notice has been displayed at the site. As a result 1 response has been received and this raises the following objections":
  - The school has been extended previously.
  - The value of surrounding properties will decrease.
  - Privacy implications.
  - · Overlooking implications.
  - Issues in regards to parking.
  - Issues in regards to access.

#### 5.0 Relevant Policy

- 5.1 The National Planning Policy Framework (NPPF) published in March 2012 allowed local planning authorities a 12 month transition period to prepare for the full implementation of the NPPF. Within this 12 month period local planning authorities could give full weight to the saved UDP policies and the Core Strategy, which was adopted prior to the NPPF. The 12 month period has now elapsed and as from 28th March 2013 the Council's saved UDP and Core Strategy policies will be given due weight in accordance to their degree of consistency with the NPPF.
- 5.2 The Development Management Document (DMD) policies have been prepared under the NPPF regime to be NPPF compliant. The submission version DMD was approved by Council on 27<sup>th</sup> March 2013 and has now been submitted for examination to the Secretary of State. Hearing sessions are scheduled for late April and the examination period is anticipated to run through to the end of summer of 2014. The DMD provides detailed criteria and standard based polices by which planning applications will be determined.
- 5.3 The policies listed below are considered to be consistent with the NPPF and therefore it is considered that due weight should be given to them in assessing the development the subject of this application.

#### 5.4 <u>London Plan</u>

| Policy 3.16 | Social infrastructure |
|-------------|-----------------------|
| Policy 3.18 | Education facilities  |

Policy 5.1 Climate change mitigation

Policy 6.13 Parking

Policy 7.1 Building London's neighbourhoods and communities

Policy 7.2 An inclusive environment

Policy 7.4 Local character
Policy 7.5 Public realm
Policy 7.6 Architecture

#### 5.5 <u>Core Strategy</u>

CP8 Education

CP9 Supporting community cohesion

CP20 Sustainable energy use and energy infrastructure

CP21 Delivering sustainable water supply, drainage and sewerage infrastructure

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

CP34 Parks, playing fields and other open spaces

#### 5.5 UDP

| (II) GD3 | Aesthetics and | functional | design |
|----------|----------------|------------|--------|
|----------|----------------|------------|--------|

(II) GD6 Traffic Generation

(II) GD8 Site Access and Servicing

#### 5.6 Submission Version DMD

| DMD35 | Achieving high quality and design led development |
|-------|---|
| DMD37 | Achieving High Quality and Design-Led Development |
| DMDOO | Design Process                                    |

DMD38 Design Process

DMD45 Parking Standards and Layout

### 5.7 Other

**NPPF** 

**NPPG** 

#### 6.0 Analysis

#### 6.1 Principle

6.1.1 The need for the provision of new school accommodation is directly linked to the need to provide additional school places. The Council has an overriding statutory duty to provide sufficient pupil places for children of compulsory school age to meet anticipated demand, as detailed in Section 14 of the Education Act 1996. In the light of current demand and future predicted growth in the Borough's child population, projections indicate a deficit of primary school places. The proposal to expand will assist in delivering the additional projected places required in the areas of the highest demand. This will also ensure that pupil mobility across the

Borough is kept to a minimum. Meeting this need is a recognised consideration and there is currently a presumption in favour of allowing such development unless material circumstances dictate otherwise.

- 6.1.2 Having regard to the above, it is considered that the identified deficit in primary school places within the Borough, together with the projections for continued deficit of Primary School places across the Borough, are material considerations but subject to the normal design and amenity considerations. Further, this is an existing educational site and therefore there is no objection in principle to the provision of additional buildings on the site for education use.
- 6.1.3 The application site is designated as Local Open Space in the Core Strategy (2010). The land to be lost to accommodate the extension is a derelict strip of grass land and part of the existing playground. Although the site is designated as Local Open Space, it is not considered that the land actually being lost would be a loss to Local Open Space. Further, the main playground and surrounding fields, which provide the functional open space are still being retained.

#### 6.2 Impact on the surrounding area

- 6.2.1 Although not all the elevations of the temporary building have been submitted on the plans, an assessment of the proposal in terms of appearance can still be undertaken. The temporary building is conventional in design and is typical in terms of a temporary structure.
- 6.2.2 The proposed link between the existing building and the proposed modular extension would be screened by the existing buildings and therefore would not be generally visible. The proposed modular building would be situated in close proximity to the existing cluster of development within the school site. Although the proposed building would have a large floor area, it is considered that its single storey nature, simple and uncluttered elevations and close proximity to the existing Annexe would enable the proposed development, to be sympathetic to the appearance of the site and avoid any undue impact on residential amenity.
- 6.2.3 A condition is recommended requesting details of the external material to be submitted. This would ensure that the finished materials of the modular building and the link building would complement the existing building.

#### 6.3 Impact on neighbouring properties

- 6.3.1 The distance between the proposed permanent link and modular building and nearest residential curtilage would be approximately 9m with the rear elevation of the nearest house at 20 metres away. Whilst it is acknowledged the building would come closer to neighbouring properties, given the existing building and the distance, no additional harm would be caused.
- 6.3.2 The temporary building would be screened by the existing buildings and thus views to this temporary modular structure would not be visible from neighbouring properties. The remainder of views would be from fields and the playground from within the site. This does not cause concern as the

building would be situated within the existing internal alignment of the Annexe.

- 6.3.3 The hours of use have been detailed within the application form. These hours are less than the approved modular building in the 2012. A condition has been imposed detailing that the hours shall be no more that those approved with the 2012 application. The hours are 07:00hrs to 19:15hrs Monday to Friday only.
- 6.4 Traffic and Transport
- 6.4.1 The Traffic and Transport Officer raises no objection to the scheme. The assessment is as follows:

Pedestrian access

6.4.2 The submitted plans do not give the details and dimensions of any pedestrian footpaths/access arrangements between Nightingale Road and the main entrance into the building. It appears that the access will be shared between pedestrians and vehicles which can raise safety concerns. As there is sufficient space within the site to secure a safe and convenient environment for pedestrians a condition has be applied securing the details of design of the access arrangements. Subject to a condition being imposed the application can be made consistent with DMD policy 47 and policy 6.10 of the London Plan.

Swept path

6.4.3 Although the access for service and delivery vehicles remains unchanged, it appears very restricted and the applicant should provide an updated swept path analysis to the one included in the Transport Statement. The updated swept path should clearly demonstrate that service vehicles will be able to turn into and out of the site and Nightingale Road without overrunning the footways or third party land. As there is sufficient space within the site to secure turning of vehicles a condition has been recommended securing the details of the turning arrangements. Subject to such a condition the application can be made consistent with the London Plan Policy 6.13 and the DMD 47.

- 6.4.4 There are currently nine car parking spaces on site, including one for a mini bus and three disabled spaces for use by staff or visitors. The proposals do not include any increase in car parking provision on site, meaning that any demand generated by the expansion will need to be accommodated on-street. The information provided in the Transport Statement demonstrates that any increase in car parking demand associated with the school's expansion will be modest and can be adequately accommodated on street. The survey data suggests that there is a large surplus of parking spaces throughout the day both on Nightingale Road itself and the surrounding roads. The proposal is therefore consistent with DMD policy 45 and London Plan policy 6.13.
- 6.4.5 Parking by parents dropping off and collecting children generally takes place along Nightingale Road (classified road), sometimes illegally on the zig-zag lines and on both sides of the access road creating congestion and obstructing access for emergency and delivery vehicles. Part of mitigation measures for the school's expansion involves provision of a CCTV in Nightingale Road which will enforce against any obstructive parking. Any indiscriminate and obstructive parking/stopping in the unadopted access road, having regard to its legal status, will be enforced using powers under the Road Traffic Regulation Act 1984. This is consistent with the DMD policy 48 and London Plan policy 6.12.

Cycle parking

6.4.6 No details have been submitted regarding cycle parking. Such parking should be provided in accordance with the cycle parking standards set out in table 6.3 of the Further Alterations to the London Plan published by the Mayor, which requires 20 cycle spaces for pupils and three for staff. There is likely to be sufficient space within the site and therefore a condition has been recommended to secure the details. Subject to this the application can be made consistent with DMD policy 45 and policy 6.9 of the London Plan.

Hard standing and drainage

6.4.7 Limited details have been submitted regarding the design and construction of the hard standing in respect of drainage and means of enclosure to ensure proper enclosure of the site and an acceptable streetscape. These

details should be reserved in order to ensure consistency with DMD policy 37 and 45.

#### Travel Plan

6.4.8 The school does not have its own Star Track compliant Travel Plan but falls within the Bowes Primary School's Travel Plan which is located in a completely different location, circa 5 miles away in the post code area of N11 2HL. The Council's records reveal that the current School Travel Plan for Bowes Primary does not include the expansion plans for Bowes Annexe in Nightingale Road. A revised STAR TRACK compliant Travel Plan that takes into account the proposed new expansion in Nightingale Road is required to be secured by condition for approval prior to implementation of the application in order to ensure consistency with DMD policy 48.

#### Trip generation

- 6.4.9 In terms of trip generation, the Transport Statement takes the same approach that was agreed for other school expansions that have taken place in Enfield. This involves taking data from the travel plan to demonstrate the existing modal split of the pupils, and applying the modal split as a percentage to the additional number of pupils that will be attending over the coming years.
- 6.4.10 The total increase in the number of car trips to the site will be approximately 18 and the increase in walking trips will be 84. The predicted increase is not considered to give rise to conditions prejudicial to the free flow and safety of traffic using the adjoining highway. Also, any increase in traffic can be adequately controlled through the effective school travel plan and by applying hard measures. The Transport Statement includes a number of mitigation measures to help overcome the potential safety impacts associated with the increase in the traffic around the school:
  - introduction of dropped kerbs in the vicinity of the school and junctions;
  - installation of CCTV system to monitor and enforce against dangerous/inappropriate stopping and parking in Nightingale Rd and access road;

- introduction of a Traffic Regulation Order (TRO) for double yellow lines in the service road:
- installation of a raised entry treatment at the junction of the access road and Nightingale Road together with improvement works to the junction itself:
- highway improvements to the unadopted access road including provision of lighting;
- installation of School children crossing warning signs on each approach to the proposed crossing in Nightingale Road;
- turning the informal crossing into a zebra priority junction for pedestrians in Nightingale Road;
- installation of vehicle speed activated signs on the approach to the proposed zebra crossing to slow down traffic speeds.

#### 6.5 Biodiversity

6.5.1 The Biodiversity Officer has raised no objection to the proposal subject to two conditions. The conditions relate to how the proposal should increase the natural space on the site and enhance the biodiversity value of the area. The first condition is a landscaping condition linking it to biodiversity enhancement and the second condition is a green roof strategy. These conditions should be imposed to ensure that the proposal meets the requirements of the NPPF and the Core Strategy.

#### 6.6 Other

- 6.6.1 A condition is required to be imposed to ensure that once the link extension and modular building have been erected the temporary building is demolished. It is understood that this is the applicants intention, however, a condition would ensure that this would be undertaken.
- 6.6.2 A construction method statement condition to ensure that there would be no undue harm to the public highway and to ensure noise and dust from the works do no harm the amenities of neighbouring occupiers.

#### 6.7 Sustainable Development

5.7.1 The Sustainable Design Officer has raised no objection to the scheme subject to conditions. The condition is the same as the approved 2012 application as the details currently submitted are very similar to those submitted in 2012. The condition relates to surface water drainage and how this can be appropriately managed.

#### 6.8 CIL

6.8.1 As of the April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for

certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development. Since April 2012 the Mayor of London has been charging CIL in Enfield at the rate of £20 per sqm. The Council is progressing its own CIL but this is not expected to be introduced until spring / summer 2015. The development is not CIL liable.

#### 7.0 Conclusion

7.1 The proposed development is considered to meet the need for additional pupil places and has appropriate regard to its local context and the amenities of the occupiers of adjoining and nearby properties.

#### 8.0 Recommendation

- 8.1 That planning permission be GRANTED subject to the following conditions:
  - 1. C51A Time limit.
  - 2. C60 Plans.
  - 3. The development shall not commence until a feasibility report of a biodiversity (green/brown) roof(s) has been submitted to and approved in writing by the Local Planning Authority. If the feasibility report confirms that a biodiversity roof can be provided then details of the proposed roof shall be submitted to and approved in writing by the Local Planning Authority and this shall comprise:
    - a. Biodiversity based with extensive substrate base (depth 80-150mm):
    - b. Planted/seeded with an agreed mix of species within the first planting season following practical completion of the building works.

The biodiversity (green/brown) roof shall not be used for any recreational purpose and access shall only be for the purposes of the maintenance and repair or means of emergency escape. Details shall include full ongoing management plan and maintenance strategy/schedule for the green/brown roof to be approved in writing by the Local Planning Authority.

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

Reason: To minimise the impact of the development on the ecological value of the area and to ensure the development provides the maximum possible provision towards the creation of habitats and valuable areas for biodiversity in accordance with Policy CP36 of the Core Strategy, DMD55 of the Development Management Document, the Biodiversity Action Plan and Policies 5.11 & 7.19 of the London Plan.

4. C38 Restricted Hours - Opening. The modular building shall only be open for school use between the hours of 07:00hrs to 19:15hrs Monday to Friday and at no other time.

Reason: To safeguard the amenities of the occupiers of nearby residential properties.

5. The development shall not commence until 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.

6. On completion of the construction of the permanent modular extension, shaded in dark orange, the approved temporary building, shown on drawing number 713 120 shaded in blue, shall be removed from the site.

Reason: In the interest of visual amenities.

7. Construction Methodology / Traffic Management Plan

Development shall not commence until a construction methodology / traffic management plan has been submitted to and approved in writing by the Local Planning Authority. The plan shall contain:

- a. a photographic condition survey of the roads, footways and verges immediately adjacent to the site;
- b. details of construction access, including any temporary heavy duty access:
- c. details of any vehicle holding area;
- d. details of the vehicle call up procedure;
- e. details of any changes to on-street waiting and loading restrictions that will be required;
- f. details of measures to protect pedestrians and other highway users from construction activities on the highway;
- g. Work programme and/or timescale for each phase of the demolition, excavation and construction works;
- h. Where works cannot be contained wholly within the site a plan should be submitted showing the site layout on the highway including extent of hoarding, pedestrian routes and remaining road width for vehicle movements;
- i. arrangements for the loading, unloading and turning of delivery, construction and service vehicles:
- j. arrangements for wheel cleaning;k. arrangements for the storage of materials;
- I. hours of work;
- m. number and type of vehicle movements per day/week;
- n. A construction management plan written in accordance with the 'London Best Practice Guidance: The control of dust and emission from construction and demolition':
- o. size and siting of any ancillary buildings.

The development shall be carried out 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 highway and to minimise disruption to neighbouring properties and the environment.

8. Development shall not commence until details of the design (including lighting provision) of a pedestrian footway for all persons including disabled persons from Nightingale Road to the new entrance into the School's building have been submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the development is occupied or use commences.

Reason: In the interests of access for all within the site

- 9. Details of hard standing and drainage conditions C9 and C10
- 10. Details of enclosure condition C11
- 11. Detail of cycle parking condition C59
- 12. That prior to the occupation of the approved permanent modular building details of the programme of off- site highway works shall be submitted to and approved in writing by the Local Planning Authority. The works shall include:
- introduction of dropped kerbs in the vicinity of the school and junctions,
- installation of CCTV system to monitor and enforce against dangerous/inappropriate stopping and parking in Nightingale Rd and access road.
- introduction of a Traffic Regulation Order (TRO) for double yellow lines in the service road.
- installation of a raised entry treatment at the junction of the access road and Nightingale Road improvement works to the junction itself,
- highway improvements to the unadopted access road including provision of lighting,
- installation of School children crossing warning signs on each approach to the proposed crossing in Nightingale Road,
- turning the informal crossing into a zebra priority junction for pedestrians in Nightingale Road; and
- installation of vehicle speed activated signs on the approach to the proposed zebra crossing to slow down traffic speeds.

The works shall be undertaken in accordance with the approved programme unless otherwise agreed in writing by the Local Planning Authority.

Reason: To mitigate the impact, in terms of vehicular and pedestrian safety and the free flow of traffic, of the increased car journeys resultant from the increase in pupil and staff numbers.

#### 13. Star Track compliant School Travel Plan:

The premises hereby approved shall not be occupied until such time as an updated STAR TRACK compliant School Travel Plan for the Bowes Primary School, which also includes and clearly covers the new Bowes Annexe expansion, is submitted. This should include initiatives and options aimed at reducing car usage and promote the use of more sustainable modes of transport, such as walking, cycling and the use of public transport including a school travel plan co-coordinator. The travel plan will be an ongoing document which will evolve to reflect changes in travel patterns by effective monitoring by the co-coordinator to ensure that vehicle trips to the site are kept to a minimum shall be submitted to and approved by the Local Planning Authority. The approved Travel Plan shall thereafter be implemented and adhered to at all times.

Reason: In the interests of highway safety, ensure that traffic generated from the site is minimized and encourage more sustainable modes of transportation other than the private motor vehicle.

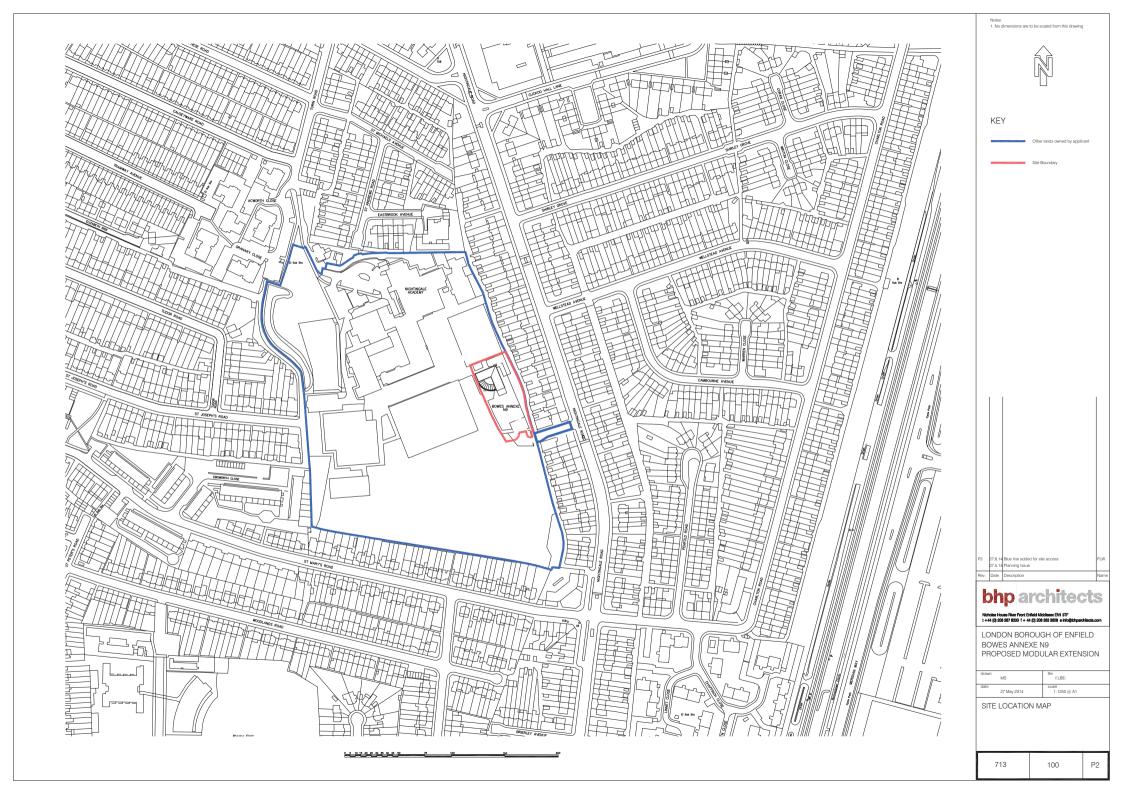
14. The development shall not commence until details of surface drainage works have been submitted and approved in writing by the Local Planning Authority. The details shall be based on an assessment of the potential for disposing of surface water by means of a sustainable drain age system in accordance with the principles as set out in the London Plan Policy 4A.14 and the Code for Sustainable Homes. The drainage system shall be installed/operational prior to the first occupation and a continuing management and maintenance plan put in place to ensure its continued function over the lifetime of the development. The development shall be carried out strictly in accordance with the details so approved and maintained as such thereafter.

Reason: To ensure the sustainable management of water, minimise flood risk and to minimise discharge of surface water outside of the curtilage of the property in accordance with Core Policy 28 of the Core Strategy, Policies 5.12 & 5.13 of the London Plan 2011 and the NPPF.

#### 15. C17 Details of landscaping.

#### 16. Contaminated Land

The development shall not commence until a scheme to deal with contamination of the site including an investigation and assessment of the extent of contamination and the measures to be taken to avoid risk to health and the environment has been submitted to and approved in writing by the Local Planning Authority. Remediation shall be carried out in accordance with the approved scheme and the Local Planning Authority provided with a written warranty by the appointed specialist to confirm implementation prior to the commencement of development. Reason: To avoid risk to public health and the environment.









Nicholas House River Front Enfeld Middlesex EN1 3TF 1 + 44 (5) 208 367 8000 1 + 44 (5) 208 363 3608 e info@lbn

LONDON BOROUGH OF ENFIELD BOWES ANNEXE N9 PROPOSED MODULAR EXTENSION

| drawn | MS          | 11.86-              |
|-------|-------------|---------------------|
| date  | 27 May 2014 | scale<br>1:200 ⊕ A1 |

PROPOSED SITE PLAN

713 102





