

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 22nd July 2014

Report of
Assistant Director - Planning,
Highways & Transportation

Contact Officer:
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Ward: Town

Application Number : P13-03803PLA

Category: Other Development

LOCATION: ENFIELD GRAMMAR UPPER SCHOOL, MARKET PLACE, ENFIELD,
EN2 6LN

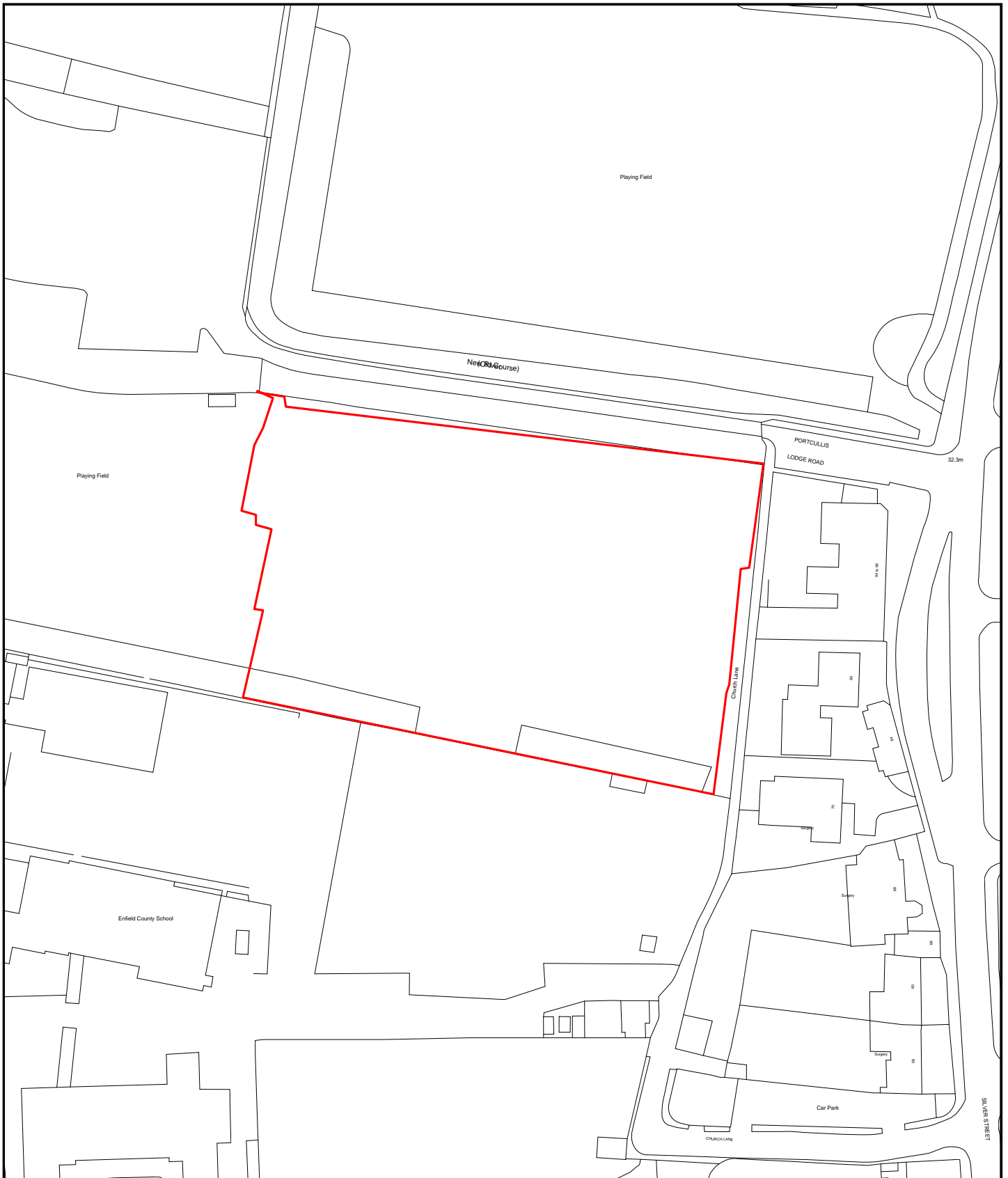
PROPOSAL: Erection of a single storey sports pavilion (changing facility) and installation of a 3G Artificial Turf Pitch (ATP) with perimeter ball-stop fencing, floodlights and associated works.

Applicant Name & Address:
Mr John Kerr
Enfield Grammar Upper School
Market Place
Enfield,
EN2 6LN

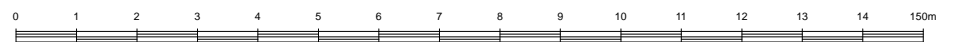
Agent Name & Address:
Tom Betts, Surfacing Standards Ltd
Perth House
1a, Corbygate Business Park
Priors Haw Road
Corby
Northants
NN17 5JG

RECOMMENDATION:

That planning permission be **GRANTED** subject to conditions.



Development Control



Scale - 1:1250
Time of plot: 13:02

Date of plot: 04/07/2014

1. Site and Surroundings

- 1.1. Enfield Grammar Upper School bounded by Baker Street and Parsonage Lane. The school comprises buildings and hard surfaced areas to the northern half, and playing fields to the eastern and western areas. The playing fields are Metropolitan Open Land.
- 1.2. The site is located within the Enfield Town Conservation Area with the boundaries of the school defining the Conservation Area's northern boundary.
- 1.3. The main school building is Grade II listed, though it is not attached to the portion of the site to which this application relates. The remaining buildings are predominantly two storey, though there are various temporary structures and single storey structures sited in-between the main buildings.
- 1.4. The school has existing vehicular and pedestrian access off Parsonage Lane, a pedestrian only entrance on Baker Street.

2. Proposal

- 2.1. The application proposes the erection of a single storey sports pavilion (changing facility) and installation of a 3G Artificial Turf Pitch (ATP) with perimeter ball-stop fencing, floodlights and associated works.
- 2.2. There would be eight floodlighting columns around the perimeter of the pitch, and these would be 12m high (reduced from 15m as originally submitted). The proposed perimeter fencing would be 4.5m high.
- 2.3. A single storey building is proposed that would be the changing rooms for the facility, and would be located in the north-west of the site. The design of the building has been amended during the course of the application, and proposes a flat roof design using traditional materials.

3. Relevant Planning Decisions

- 3.1. The school has an extensive planning history but there are no applications that are directly relevant to the current proposal.

4. Consultations

4.1. Statutory and Non-statutory consultees

Sport England

- 4.1.1 No objection, subject to a condition requiring that the facilities be made available for community use.

Environmental Health

- 4.1.2 No objection, Environmental Health have reviewed the lighting information associated with the application and are satisfied that it is acceptable, but that all pitch flood lights are to be turned off by 22:00. Conditions are recommended in relation to construction and wheel washing.

English Heritage

4.1.3 No objection, subject to conditions relating to archaeology.

Traffic and Transportation

4.1.4 No objection, subject to conditions.

Biodiversity

4.1.5 This development would cause increased light spillage on to the New River Loop (SINC) and therefore this is an ecological constraint to the proposed development.

Drainage Engineer

4.1.6 No objection, confirms that the site is outside the proposed flood storage area, hence there is no conflict from a flood risk point of view.

Arboricultural Officer

4.1.7 Concerns raised regarding the impact of the development on trees on/adjacent to the site.

Conservation Area Group (CAG)

4.1.8 On the basis of the original submission, the group objected to the proposals. Concern was expressed on the following:

- i) the poor architecture and design of the changing rooms
- ii) the effect of the height and appearance of the proposed mesh fencing on the appearance of the site within the Conservation Area
- iii) the height and appearance of the floodlights. There was also concern expressed regarding the effect of the “glow” on the amenities of nearby residents of Holly Walk.

The principle of an artificial pitch was acceptable subject to an appropriate colour (natural green tone). It was also felt that if the extent of fencing could be reduce with perhaps ball stops at wither end / lower fencing to side (if necessary), this could address the concerns.

4.1.9 Following discussions with the applicant, the group were presented with revised details for the sports pavilion. Since the publication of this meeting’s agenda officers have received two further options. These were discussed. The two options being (1) a single storey flat roof design and (2) a remodelled design embracing a pitched roof. The group favoured option 1, the flat roof design. Further design work is required on issues such as the depth of the flat roof and general proportions of the component parts. Qualified approval subject to further design improvements (see text above).

4.2 Public

4.2.1 Letters were sent to 13 adjoining and nearby properties. In addition, a notice was displayed on site and in the local press; the consultation period expired on the 06/03/2014. No comments were received.

5. 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 document was approved by Council on 27th March 2013 and is now under examination. An Inspector has been appointed on behalf of the Government to conduct the examination to determine whether the DMD is sound. The examination is a continuous process running from submission through to receiving the Inspector's Report. Part of this process involved oral hearing sessions and these took place in April 2014. The DMD provides detailed criteria and standard based policies by which planning applications will be determined, and is considered to carry greater weight now it is at examination stage.
- 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 On 11 October 2013, the Greater London Authority [GLA] published Revised Early Minor Alterations [REMA] to The London Plan 2011. From this date, the REMA are operative as formal alterations to The London Plan 2011 and therefore form part of the Development Plan for Enfield.
- 5.5 The London Plan (subject to REMA)
- 3.16 Social infrastructure
 - 3.18 Education facilities
 - 5.1 Climate change mitigation
 - 5.2 Minimising carbon dioxide emissions
 - 5.3 Sustainable design and construction
 - 6.13 Parking
 - 7.1 Building London's neighbourhoods and communities
 - 7.2 An inclusive environment
 - 7.4 Local character
 - 7.6 Architecture
 - 7.8 Heritage assets
 - 7.19 Biodiversity and access to nature
 - 7.21 Trees and woodland
- 5.6 Local Plan – Core Strategy
- 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

- CP28 Managing flood risk through development
- CP30 Maintaining and improving the quality of the built and open environment
- CP31 Heritage
- CP33 Green Belt and Countryside
- CP34 Parks, playing fields and other open spaces
- CP36 Biodiversity

5.6 Saved UDP Policies

- (II) GD3 Aesthetics and functional design
- (II) GD6 Traffic Generation
- (II) GD8 Site Access and Servicing
- (II) C30 Conservation Areas

5.7 Submission Version DMD

- DMD16 Provision of new community facilities
- DMD37 Achieving High Quality and Design-Led Development
- DMD38 Design Process
- DMD44 Preserving and enhancing heritage assets
- DMD45 Parking Standards and Layout
- DMD74 Playing Pitches
- DMD80 Trees and Landscaping
- DMD82 Protecting the Green Belt

5.8 Other Relevant Policy

National Planning Policy Framework
National Planning Practice Guidance

6.0 **Analysis**

6.1 The key considerations in the determination of this planning application will focus on the principle of development within Metropolitan Open Land (MOL), the impact of the development on the character and appearance of the Conservation Area, highways and access issues and neighbouring amenity.

6.2 Principle of development within MOL

6.2.1 The site is located within the MOL, and therefore the proposal must be assessed in the light of policy DMD74. The policy states:

1. *Development involving the loss of sports pitches will not be permitted.*
2. *The preference for new sports pitches is natural grass pitches. The Council will only permit artificial grass pitches if all of the following criteria are met:*
 - a. *The location must have very good accessibility by public transport;*
 - b. *The site must have adequate road access and be able to accommodate car parking;*
 - c. *The site must be level and have suitable ground conditions;*
 - d. *The proposal must not harm the character or appearance of the area;*
 - e. *There is no harm to residential properties in terms of noise and light pollution;*
 - f. *There is no adverse impact on local flora and fauna;*

3. Applications for new artificial pitches must provide details of proposed landscaping, enclosure and lighting. Applicants must demonstrate how lighting has been designed to prevent loss of amenity to local residents or harm to biodiversity.

4. Applications for artificial pitches that incorporate flood lighting on Metropolitan Open Land and in the Green Belt will be refused unless justified through very special circumstances. [note that the words 'very special' have replaced 'exceptional' as part of the DMD examination].

6.2.2 The policy is clear in that artificial pitches must meet specific criteria in order to be considered acceptable as the preference is for grass pitches, and furthermore, artificial pitches that incorporate floodlighting on MOL – such as the current proposal – will be refused unless justified by very special circumstances. The applicant has provided the following justification in relation to this policy:

“Is the location must be accessible by foot, road and public transport?”

- *Yes, pedestrian access will be provided into the facility from Church Lane, the footpath running along the Eastern boundary; via an existing gated entrance into the field. The site is in close proximity to Enfield town station and connected to public transport routes, for example; route W8 runs past the site. 10no. new cycle parking facility will be provided adjacent to changing facility.*

Does the site offer adequate road access and be able to accommodate car parking?

- *Yes, after the school day and at weekends (outside school hours), the pitch will be used by local community groups and sports clubs. The current parking provision at the Lower School offers 80 car parking spaces and the Civic Centre car park (accessed from Portcullis Lodge Road) offers 150 car parking spaces. • The overall onsite parking opportunity post development will therefore offer 230 parking spaces.*

- *The necessary car parking requirement will be a maximum 144no. parking spaces, presuming every participant reaches the college by car alone (which is considered to be very unlikely with car sharing, walking and cycling being promoted to pitch users).*

- *It is therefore concluded that the existing parking provision can accommodate the expected vehicular traffic both during and outside normal school hours.*

6.2.3 It should be noted that Portcullis Lodge does not form part of the application site and the parking available here cannot not be relied upon to support this application (see comments under Traffic and Transportation Impacts below).

Is the site must be level and have suitable ground conditions?

- *Yes, existing topography to the grassed playing field is shallow and proposed will be levels to the 3G Artificial Turf Pitch (ATP) will be designed to accommodate a (minor) balanced cut and fill of the existing sub-grade materials onsite, resulting in improved symmetry to longitudinal and lateral profiles.*

- *Finished floor (surface) levels will be similar to existing topography and modified to preserve unbiased ball roll characteristics.*
- *As a result of the proposed earthworks, target finished surface gradients will result in a single lateral profile 1:100 (1%) with no longitudinal slope.*

Does the proposal harm the character or appearance of the area?

- *No, the proposed visual appearance of the 3G Artificial Turf Pitch and associated features are sympathetic to the site's MOL designation.*
- *To protect the openness of an area, the proposed finished fencing appearance of ball-stop fencing will be coloured Dark Green RAL6005 and therefore will appear fitting and discreet against a rural background.*
- *The pitch playing surface (3G artificial turf) will replicate the appearance of fine sports turf.*
- *Floodlight masts will be positioned unobtrusively along the boundaries of the playing field.*
- *The intention is develop a facility with minimal visual appearance when viewed from any neighbouring properties looking into the playing field. Indeed, the Greenbelt vista is maintained and any onlookers will still be able to look directly through the facility (open aperture ball-stop fencing is proposed).*

Is there harm to residential properties in terms of noise and light pollution?

- *No, the proposed floodlighting design complies with ILE guidelines for an environmental zone E3, which is suburban surrounding with medium district brightness, for example a small town centres or suburban locations. Noise impact is controlled by limiting the permitted hours of operation.*

Is there adverse impact on local flora and fauna?

- *No, certain tree and shrubbery removal is inevitable to facilitate the development, although a replacement planting scheme may be conditioned and subsequently considered, prepared and approved prior to the commencement of work.*

Is this facility necessary?

- *Yes, the new pitch and associated changing rooms will provide enhanced facilities for the school and local sporting community, assisting and encouraging the uptake of physical activity through organised sport.*
- *The benefit to the school and local sporting community will be significant and lasting and should therefore be supported by the Local Planning Authority.*
- *A detailed appraisal of the demand and expected participation has been provided with this application.*
- *The intended program of use is supported by a detailed football development plan that delivers a broad program of youth and adult community use on the site.*
- *The school expects the pitch to be used by one of its key partners (Broomfield Youth FC) in delivery of aspects of the disability football program they are working on in partnership with the Enfield School Sports Partnership.*
- *The school are also in discussion with Enfield County School to build in some girl's football during the school day which is not yet included in the development plan.*

- *Enfield Grammar has achieved the School Games Gold Award and the Youth Sport Gold Partner School Award both of which recognized the strength of the Schools link with local community sports clubs as well as professional clubs.*
- *This project will leverage existing partnerships between the school and:*
 - *Wingate and Finchley Football Club*
 - *Old Grammarians Football Club (7 adult sides)*
 - *Pymmes Brook Football Club*
 - *Tottenham Hotspur Football Club community trust*
- *The school will also develop new partnerships with local youth clubs including Broomfield Youth Football Club, a Chartered Standard Community Club.*
- *The main youth partner clubs for the new facility aims to create 5 new football teams each season at Mini Soccer level, with an average squad of 10 players this would lead to 50 new participants each season.*
- *In addition teams moving up the age groups will increase in size with 3 teams increasing from 7v7 to 9v9 recruiting 9 children each year and teams increasing from 9v9 to 11v11 a further 9 children each year.*
- *Youth football clubs based on the facility developed as a result of the development will therefore deliver 68 new participants in physical activity each year. Also, kids' holiday programs and open sessions run by partner clubs aim to collectively recruit 15 new children per year.*
- *Adult 5v5 sessions and a Futsal program for the site aim to recruit 10 new adults a year each, with the aim of progressing some of these players into adult 11v11 teams as appropriate. This will provide 20 new adult participants each year.*
- *Success of the Project will be measured against the main aims:*
 - *Delivery of a new floodlit 3G pitch and changing room facility designed to meet the needs of both the school and community use for September 2014.*
 - *Increased school use for curricular practical games and PE lessons.*
 - *Extended extracurricular school sports program using the new facility.*
 - *Extend current school and local community links via greater community access to school facilities.*
 - *Retention of use on the pitch by Old Grammarians FC*
 - *Reduced school fixtures cancelled due to weather/wet pitches.*
 - *Growth of partner clubs and community programs supported by the provision of a new much needed facility.*
- *The success of the project will be monitored by the Steering Committee for the facility that will meet on a termly basis and will include representatives of the key partner clubs and the school. Bookings and Income and expenditure data will be produced by the school and reviewed in conjunction with information provided by the key partners delivering community programs on the pitch.*

Why is the proposed location the best place for the development?

- *There are no immediate residential neighbours and the visual impact of the field is obscured by existing tree lines to the North (adjoining Portcullis Lodge Road) and to the West (leading to further school playing fields), Enfield County School to the South and offices buildings to the East.*
- *As confirmed by Enfield Council Engineer's the proposed development area is located outside the proposed flood storage area, and is not in conflict from a flood risk perspective.*

- *The facility will be easily accessible for school pupils and community user arriving on foot, by bicycles, by public transport or by car.*
- *The wider playing fields located West of the development are unaffected and retained, to support the sporting curricular programme and protect the MOL designation*
- *The provision of the 3G Artificial Turf Pitch (ATP) and changing facility can be accommodated on the site without detriment to the environment, the surrounding setting of the town centre and its immediate neighbours.*
- *The proposed location will enable a secure facility, capable of being suitably managed by the schools facilities team on a daily and weekly basis.*

6.2.3 As set out above, a new pavilion building is proposed to serve as a changing room for the pitches. Concerns about whether the building was required, given that changing room facilities exist within the school that could be used, have been raised together and the applicant has been asked if the building could be made smaller because of the impact of a new building upon the MOL. The applicant has provided the following response:

“The primary purpose of the new changing pavilion is to facilitate effective use of the new ATP by the school and community users. The school is split into two campuses, located either side of the proposed pitch facility. Changing rooms located at each campus are a considerable distance from the pitch and whilst school use will continue to use these facilities, it is not practical to use the existing changing room accommodation out of school hours; as the security of the school sites will be compromised. The proposed location of a small changing pavilion alongside the new pitch provides the ideal scenario to enable effective use of the facilities with minimal disruption and management for both the school and the numerous community groups. The planned pitch use (in accordance the school’s Football Development Plan) shows significant growth to satisfy community demand. These local organisations need an ‘onsite’ facility for changing and welfare. Community users include Old Grammarians Football Club (seven adult teams) to continue using the new ATP for matches. Existing partnerships will also require convenient changing facilities, including Wingate and Finchley Football Club, Pymmes Brook Football Club, Tottenham Hotspur Football Club Community Trust. New partnerships between the school and local youth clubs including Broomfield Youth FC (a Chartered Standard Community Club) has been selected by Enfield Council to partner a borough wide disability football project.”

6.2.4 The arguments for the provision of a stand-alone building for the changing rooms are noted and accepted.

6.2.5 The arguments of the applicant with regards to policy DMD74 are noted. It is considered that significant weight can be afforded to the provision of new sports facilities, which would be located in a highly sustainable location, as a material planning consideration. The applicant has explored alternative locations and has adequately demonstrated that the current location is a suitable location in principle. The benefits of the development in terms of the creation of new sports provision is considered to be a significant consideration that constitutes the very special circumstances needed to comply with policy DMD74.

6.3 Impact on Character of the Enfield Town Conservation Area

- 6.3.1 The application site is located within the Enfield Town Conservation Area. It is unavoidable that the scheme will have an impact on the character and appearance of the Conservation Area. This is due to the nature and form of the proposed building works and the associated increase in activity. In particular, the introduction of artificial playing surface, the 12 metre high floodlights, the 4.5 metre fencing and the pavilion building are key elements in the proposal. These works will also have implications for trees sited adjacent to the site and careful consideration needs to be given to the effect on trees both within the application site and those situated along the boundary.
- 6.3.2 The NPPG advises that the conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It also advises that conservation is an “active process of maintenance and managing change”. Nevertheless, it must be recognised that heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.
- 6.3.3 Section 72 (general duty as respects conservation areas in exercise of planning functions) of the Planning (Listed Buildings and Conservation Areas) Act 1990 confirms that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. Section 38(6) of the Planning and Compulsory Purchase Act 2004 also confirms that regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts and that the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 6.3.7 The introduction to the Enfield Town Conservation Area Character Appraisal (the Appraisal) states that ‘conservation areas are areas of ‘special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’ and... designation imposes a duty on the Council, in exercising its planning powers, to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. In fulfilling this duty, the Council does not seek to stop all development, but to manage change in a sensitive way, to ensure that those qualities, which warranted designation, are sustained and reinforced rather than eroded.’
- 6.3.8 Section 12 of the NPPF (Conserving and enhancing the historic environment) advises LPAs to consider whether a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset. Proposals that lead to substantial harm or loss should be refused unless it meets with the test identified at paragraph 133. Where a development will lead to less than substantial harm, the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (para. 134). In addition, at paragraph 137, LPAs are also advised to look for opportunities for new developments within Conservation Areas and within the setting of heritage assets to better reveal their significance. A proposal which preserves those elements of the setting that make a positive contribution should be treated favourably.

- 6.3.9 The NPPF defines the setting of a heritage asset as: “The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral”. The NPPG advises that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which the asset is experienced is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.
- 6.3.10 Significance, as advised within the NPPF derives not only from a heritage asset’s physical presence but also from its setting. When assessing significance, it is advised that great weight should be given to the asset’s conservation and the more important the asset, the greater the weight to be applied. Where a development leads to less than substantial harm to the significance of the heritage asset, the harm should be weighed against the public benefits of the proposal, including its optimum viable use. The NPPG advises that what matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. It does also advise that ‘substantial harm’ is a high test, so may not arise in many cases.
- 6.3.11 The Character Appraisal identifies the application site as being located within Character Area 4: St.Andrews, Silver Street and the Schools. The view from Silver Street looking north down the access road to Portcullis Lodge car park, with the application site to the east, is identified as a key view within the Character Appraisal. The Appraisal also notes:

“For an area so close to the commercial centre and heavily trafficked roads, there is a great variety of green spaces and trees, ranging from open playing field to secluded graveyard and grassed areas and private walled gardens, complementing the townscape.

- 6.3.8 It goes on to state “ *Boundary treatments of the school fields throughout the area are low quality, either chicken wire or basic wooden fences, although the good 2m high hedge lining the wire fence at Pennyfather Lane shows what can be done to improve this*”.
- 6.3.9 The scheme proposed would have an impact on the Conservation Area by way of the proposed building, the proposed 4.5m high fencing and 12m high floodlighting columns and through the associated increase in the intensity of the activity that would take place. In addition, the development would impact on the existing on site trees, together with those adjacent to the site, which contribute to the character and appearance of the Conservation Area. Whilst not subject to a TPO the trees are protected by way of their location within, and contribution to the Conservation Area.

Intensity of use

- 6.3.10 Although the use of the site would remain the same, the artificial surface would permit a greater intensity of use and facilitate longer opening hours, especially if supported by floodlighting. Although within the Conservation

Area, the site is close to Silver Street and bounded by vehicle access to Portcullis Lodge car park along the northern boundary and a footpath along the eastern boundary. All these features generate a degree of activity, as does the existing use of the site (and the surrounding playing field) as sports pitches. It is not felt within the context of the Conservation Area that taking into account its existing use, that the increase in activity would be harmful to the character of the Conservation Area.

Physical development

- 6.3.11 In terms of the impact of the physical development upon the Conservation Area, this would be more significant. Whilst there is already fencing around the perimeter of the school site, the proposal would result in additional fencing (to what already exists) along the northern and eastern boundary, and new fencing on the southern and western boundaries of the application site, to enclose the new pitch.
- 6.3.12 In terms of the floodlighting proposed, there would be eight new columns around the perimeter of the pitch. These were initially proposed to be 15m high, but based on discussions with officers where concerns were raised regarding the height, these have been reduced to 12m. The applicant has stated that *“With regards to the visual impact of new floodlighting within the playing field, masts will be discreetly located close to the field boundary and the proposed galvanised finish will prevent preventing onerous long-term maintenance implications (for example if masts were coloured and then required continual re-painting). A galvanised finish is also conducive against a daytime skyline.”* The following image has been produced which indicates how the floodlights would appear:



- 6.3.13 In terms of the design of the new pavilion building, this has been amended during the course of the application to take account of concerns raised, in particular by CAG. This has resulted in amendments to the scheme to secure a more sympathetic design to the area, considering its Conservation Area and MOL status.
- 6.3.14 The amended design is of a more simple appearance, with a modern flat roofed pavilion with timber panelling and brickwork features to match the colour / texture found elsewhere on the school. The layout of the building is designed to meet the FA's requirements for facilities of this type and as such the applicant has not been able to reduce this (although the concern with the size of the building was less its impact on the Conservation Area and more the openness of the MOL).
- 6.3.15 It is considered that on the whole, the amended design of the building is more appropriate with regards to the impact on the Conservation Area, a view that is shared by CAG. There are a number of detailed matters that still need to be addressed, such as the thickness of the overhanging roof, and whether further windows (potentially false) are required to the elevations, particularly the northern and eastern elevations. Discussions are currently being held with the applicant regarding this matter, and any amendments to the scheme in relation to this matter will be report to the Committee directly.
- 6.3.16 Conditions should be attached to secure appropriate materials and confirm the detailing on the elevations.

Trees within the Conservation Area

- 6.3.17 The applicant has submitted an Arboricultural Impact Assessment (AIA) to support the removal of a number of trees to facilitate the development. On the southern boundary, T29 and T35, are "recommended for removal irrespective of the proposed development due to their poor condition. These trees have been assessed as being of category U value when considered in accordance with BS5837:2012." The applicant goes onto state that:
- "A further five trees (T30 to T34) are recommended for removal. These trees have been assessed as two category A trees, two category B and one of category C value. These are trees are located in the positions where their retention and construction of the 3G Artificial Turf Pitch are not possible."*
- 6.3.18 Consequently, to facilitate the development, the vast majority of the trees on the southern boundary including Category A and B trees, would be felled. The Council's Tree Officer has questioned the extent to which the Assessment concludes the 'majority of the trees are of a low retention value' as this does not correspond with the tree survey carried out which indicates due to their classification, that the majority of the trees are worthy of retention.
- 6.3.19 It must also be acknowledged that the survey is not an assessment of amenity value and does not take into account the value of the trees to the conservation area where they could be a key contributor to the character and appearance. Consequently, even low category trees may have a value in

terms of safeguarding the character and appearance of the Conservation Area and therefore need to be taken into account.

- 6.3.20 The proposed development, especially the boundary fence and flood lighting, would also affect the trees it is proposed to be retained along the northern boundary. While the trees can be pruned, the works together with other routine tree maintenance may be extensive and could potentially lead to a decline in health and amenity value.
- 6.3.21 Whilst the information submitted by the applicant is noted, unfortunately, the AIA does not refer to the conservation area or the impact that the boundary fence and flood-lighting will have on the trees adjacent to the northern boundary. The effect of the proposed development on these trees is at this stage undetermined and a further on site meeting is being arranged to discuss these points. An update will be provided at the meeting. Nevertheless, on the basis of the above, it is has to be highlighted that the removal of trees of a high amenity value would result in harm to the character and appearance of the conservation area.
- 6.3.22 As Members will be aware, there is a statutory presumption against granting planning permission for any development which fails to preserve the character or appearance of a Conservation Area. In this regard, it must be acknowledged that the proposal would result in harm to the character and appearance of the Conservation Area. It is necessary therefore to assess this harm so as to inform whether it is of sufficient weight to warrant refusal of planning permission (i.e. refer to paragraph 13e of the NPPF as set out above).
- 6.3.23 It is recognised that the trees on the southern boundary assist in delineating the boundary with the adjacent County School. Moreover, it is accepted that some of these trees in this area are of lower amenity value and that in terms of their contribution to the Conservation Area, their prominence from public view is limited primarily to the footpath that runs adjacent to the eastern boundary of the application site. From this perspective, while they are of course visible, and as referred to above, form a landscaped boundary, they are not a prominent feature of the area as they do not help to terminate a particular vista. With this in mind and taking into account other heritage considerations, it is considered that the contribution of these trees to the character and appearance of the Conservation Area is limited, and as such their removal would have a less than substantial impact. Options regarding additional planting on the adjoining land are being explored with the school
- 6.3.24 In terms of the trees on the northern boundary of the site, these do form a prominent landscape feature along the access road to Portcullis Lodge car park, a key vista identified in the Enfield Town Conservation Area Character Appraisal. The proposal would result in the loss of some of these trees although it is also noted that a significant number of trees would remain, including trees along this road that are outside of the application site. However, it is clear some of the remaining trees adjacent to the site would

need to be cut back and or/canopies lifted to accommodate the proposed 4.5m boundary fencing and floodlighting. The concern is that these works would harm their amenity value. Consequently, as these trees make an important contribution to the character and appearance of the Conservation Area, their loss would have an adverse impact resulting in harm to the character and appearance of the Conservation Area

6.3.25 To mitigate the impacts described above, the applicant is proposing additional landscaping. Given the significant concerns raised regarding the loss of the existing trees, it is considered the submitted landscaping scheme is at present not sufficient to mitigate those impacts, and as a consequence, further landscaping is required. Part of this additional landscaping could be within the application site, particularly on the eastern boundary adjacent to the existing footpath, and on the western side of the site around the new proposed pavilion building. In terms of new landscaping on the southern boundary, it is apparent that there is not sufficient room within the application site for this to take place. However, options are currently being explored regarding the possibility of new planting on this boundary but within the adjacent site which is outside the application site. For this to be secured, there would need to be a reasonable prospect of the adjacent landowner agreeing to it, and so at this time officers are unable to advise on how this would be secured. An update will be provided at the meeting.

6.3.26 Insofar as taking into account the impacts described above, and giving them the appropriate weight in terms of the assessment of the proposed developments acceptability, it is considered that the proposal would result in harm to the character and appearance of the Conservation Area but that this impact could be considered to be less than substantial harm. As per the statutory tests set out in the legislation, and noting the outcome of recent case law (*Forge Field Society v Sevenoaks DC* (12 June 2014)) which emphasised that “When an authority finds that a proposed development would harm the setting of a listed building or the character or appearance of a conservation area, it must give that harm considerable importance and weight” that this proposal would have an impact on the character and appearance of the Conservation Area, albeit this is found to be less than substantial harm, this is a significant material consideration weighing against the grant of planning permission for this application.

6.3.27 As the harm has been found to be less than substantial, as opposed to substantial, where planning permission would have been refused on that basis, the public benefits of the proposal can be balanced against that harm..

6.4 New sports facilities

6.4.1 The National Planning Policy Framework (NPPF) states (paragraph 73) that “Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.”

- 6.4.2 As outlined in Policy 3.18 of the London Plan, developments which support greater choice and improved facilities in education, as well as developments which maximise the extended or multiple uses of educational facilities for community or recreational use should be encouraged. DMD 16 of the Proposed Submission also encourages the provision of new community facilities that do not harm the amenities of the neighbouring properties.
- 6.4.3 The application proposes the erection of a single storey sports pavilion (changing facility) and installation of a 3G Artificial Turf Pitch (ATP) with perimeter ball-stop fencing, floodlights and associated works. The development is reliant on grant funding from the FA, and it is in response to the FA's minimum requirements that the scheme proposes the level of facilities that it does and why the application is brought before Committee at this time.
- 6.4.4 Sport England have commented on the application (as it involves the loss of existing playing fields) and support the proposal, subject to requiring that community use forms part of the scheme which should be secured by way of a planning condition.
- 6.4.5 The provision of new sports facilities, where access to the community can be controlled by a planning condition, is considered to have significant weight in favour of the application in terms of the overall balance of planning considerations.

6.5 Impact on amenity

- 6.5.2 Policy 7.6B, subsection D, of The London Plan (2011) states that new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.
- 6.5.3 Policy DMD74 sets out a criteria based approach for assessing the impact of new artificial pitches and requires that "*no harm to residential properties in terms of noise and light pollution*" occurs by way of the new development.
- 6.5.4 There are no nearby residential properties that would be impacted by the proposals. The Council's Environmental Health department are satisfied with the quality of the information submitted in terms of light spill, and as such have no objection to the application. As such, the application is considered to be acceptable in this regard.

6.6 Traffic and Transportation impacts

- 6.6.2 During the school day the Artificial Grass Pitch will essentially allow all weather use of the existing grass pitch by the schools. This has no transport implications. As part of providing an enhanced offer to the local community, and following discussion with Sport England, the AGP and associated changing pavilion will be available for local community groups and sports clubs outside of school hours. As the area is not currently available for such use this represents a potential intensification of use.

- 6.6.3 To assess the impact of this the applicant has assumed a worst case scenario where all potential players and coaches for the maximum eight teams that might arrive at one time all drive to the area alone. This represents 72 cars. Assuming that there could be some crossover between users a worst case parking demand of 144 spaces has been identified. Given that this demand will be in the evenings and weekends baseline demand for parking will be low. The applicant has identified 80 car parking spaces on the school site and a further 150 in the immediate vicinity and therefore concluded that there will be sufficient parking availability in the immediate vicinity to accommodate demand. It should be noted that as the AGP will be used by the local community and local sports clubs it is likely that many visitors will walk, cycle and take public transport. Therefore the calculation above represents a robust worst case scenario.
- 6.6.4 It should be noted that the assessment of the car parking provision is based on the use of Portcullis Lodge car park, which is immediately adjacent to the application site, but is not within the applicant's control. This is, of course, a car park which is owned by the Council and cannot be relied upon to support this development. This has therefore not been taken into account in the assessment of the traffic and parking implications arising from the development. Traffic and Transportation note that the school has 80 car parking spaces and there is also the Little Park Gardens public car park accessible via a footpath to Church Lane. On the basis that the use will be predominately from local people, it is not expected that there would be a significant demand for parking and moreover the peaks for the community use will be when the baseline demand is the lowest. On the basis of this analysis, there is no need for parking within Portcullis Lodge to support this application, nor is it included in the application.
- 6.6.5 The proposals are considered to be consistent with DMD policy 45 and London Plan policy 6.13 subject to securing a car parking management plan that sets out what parking will be available and when to support the use, including community uses, and how the 80 spaces within the school site will be available to support public use and how access thereto will be provided, including for disabled drivers.
- 6.6.6 To encourage visitors to cycle and to accommodate those that arrive by bike, cycle parking should be provided in accordance with the standards set out in the Further Alterations to the London Plan. The closest comparable standard would require one space per eight visitors or a minimum of 18 spaces. This is noted and a planning condition is recommended to ensure the proposals are consistent with DMD policy 45 and London Plan policy 6.9.
- 6.6.7 The arrangement of the two disabled parking spaces proposed is acceptable and consistent with DMD policy 45, subject to the access details, which can be established in the car park management plan. However, access to the disabled parking spaces is via the access to Portcullis Lodge Car Park. This will require the permission of the Council as landowner and the applicant will need to secure this permission separate from the planning application process.
- 6.6.8 On this basis the application is considered to be acceptable in terms of the traffic and transportation impacts.

6.6 Other matters

- 6.6.1 The applicant has provided information to address the concerns of the Council's Biodiversity Officer, and so this matter is considered to have been addressed.

6.7 Community Infrastructure Levy (CIL)

- 6.7.1 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 sum. The Council is progressing its own CIL but this is not expected to be introduced until spring / summer 2015.
- 6.7.2 As a health and education use, the proposed sports hall can be classified as a development which is not CIL Liable in accordance with the Mayor of London CIL exemptions list.

7 Conclusion

- 7.1 It is evident from the analysis above there are several concerns with the proposed development in this location. The development would be located on MOL where there is a presumption against such artificial pitches with supporting paraphernalia (e.g. floodlights, fencing etc) set out in the Council's DMD; the development is in the Enfield Town Conservation Area and would, in resulting in the loss of a significant number of trees and necessitating works to trees adjacent to the site which would undermine their amenity value and could lead to their decline and ultimate loss, harm the character and appearance of the Conservation Area and any harm to the Conservation Area must be given considerable weight.
- 7.2 This is therefore a finely balanced case and in this case, officers have attributed significant weight to the benefits that the proposed development would bring to the local community. Those benefits are the improved sports facilities for the use of the school itself, and the wider benefits to public health for local people through its community use, which would accord with wider key Council objectives. Given this approval is recommended with conditions to secure amongst other things, community use, replacement landscaping provision and management of the tree works necessary to achieve the development.

8. Recommendation

- 8.1 That planning permission be GRANTED subject to the following conditions.
1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the decision notice.
Reason: To comply with the provisions of S.51 of the Planning & Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the approved plans, as set out in the attached schedule which forms part of this notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The development shall not commence until details of the external finishing materials to be used in the pavilion building, artificial pitch and perimeter fencing 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.

4. No deliveries of construction and demolition materials shall be taken at or despatched from the site outside the following times 08:00 – 18:00 Monday to Friday, 08:00 - 13:00 Saturdays and at no other time except with the prior written approval of the Local Planning Authority.

Reason: To protect local residential amenity

5. That development shall not commence until a construction management plan 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 any temporary construction buildings
- (vii) arrangements for the storage of materials
- (viii) hours of work
- (ix) 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.

6. All pitch flood lights are to be turned off by 22:00.

Reason: To protect local amenities.

7. No development shall take place until details of a programme of archaeological investigation in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved in writing by the local planning authority. No development shall take place other than in accordance with the Written Scheme of Investigation.

Reason: Heritage assets of archaeological interest are expected to survive on the site. The local planning authority wishes to secure the provision of

appropriate archaeological investigation, including the publication of results, in accordance with Section 12 of the NPPF

8. Prior to the development being brought into use, a Community Use Scheme shall be submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. The Scheme shall include details of pricing policy, hours of use, access by non-school users/non-members, management responsibilities and include a mechanism for review. The approved Scheme shall be implemented upon commencement of use of the development.

Reason: To secure well managed safe community access to the sports facility, to ensure sufficient benefit to the development of sport and to accord with Policy

9. Notwithstanding the submitted details, before the first use of the facility hereby permitted, details of the facilities for secure cycle parking shall be submitted to and approved in writing by the Local Planning Authority, provided prior to the development being first occupied and retained thereafter.

Reason: To ensure the delivery of a sustainable development which seeks to minimise travel by private car in accordance with the National Planning Policy Framework.

10. The proposed development shall be undertaken in accordance with the approved scheme for the protection of the retained trees as set out in the documents submitted.

Reason: To protect existing planting during construction.

11. The development shall not commence until details of a landscaping scheme have been submitted to and approved in writing by the Local Planning Authority. The detailed landscaping scheme shall include the following details:

- a. an ecological report detailing how the landscaping scheme maximises and enhances the ecological value of the site;
- b. existing and proposed underground services and their relationship to both hard and soft landscaping;
- c. proposed trees: their location, species and size (specifically replacements for all trees removed as part of this development);
- d. soft plantings: including grass and turf areas, shrub and herbaceous areas;
- e. topographical survey: including earthworks, ground finishes, top soiling with both conserved and imported topsoil(s), levels, drainage and fall in drain types; and
- f. 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 7.4 and 7.8 of the London Plan.

12. No development shall take place until a scheme of works and protection measures for the trees adjacent to the application site has been submitted to and approved in writing by the local planning authority. The development shall be undertaken in accordance with the approved scheme for the protection of the retained trees as set out in the documents submitted.

Reason: To protect existing planting during construction.

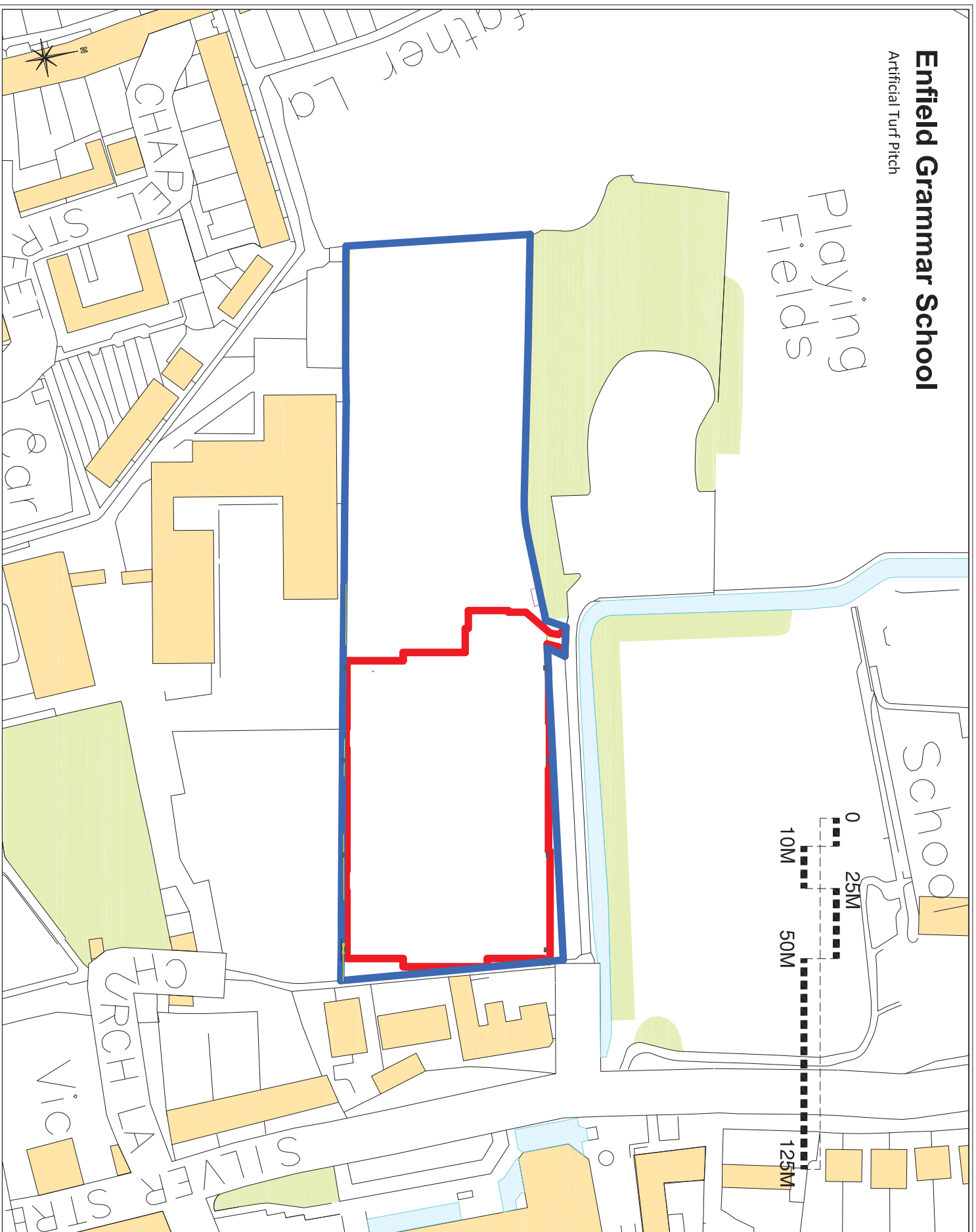
13. Prior to the commencement of development, a parking management plan setting out the arrangements for parking and access associated with use for the facility, including community use, shall be submitted to and approved in writing by the Local Planning Authority. The use of the site shall only operate in accordance with the approved package management plan.

Reason: To safeguard the residential amenities of neighbouring occupants and to preserve the free flow of traffic and pedestrian safety.

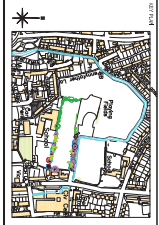
Enfield Grammar School

Artificial Turf Pitch

Playing Fields



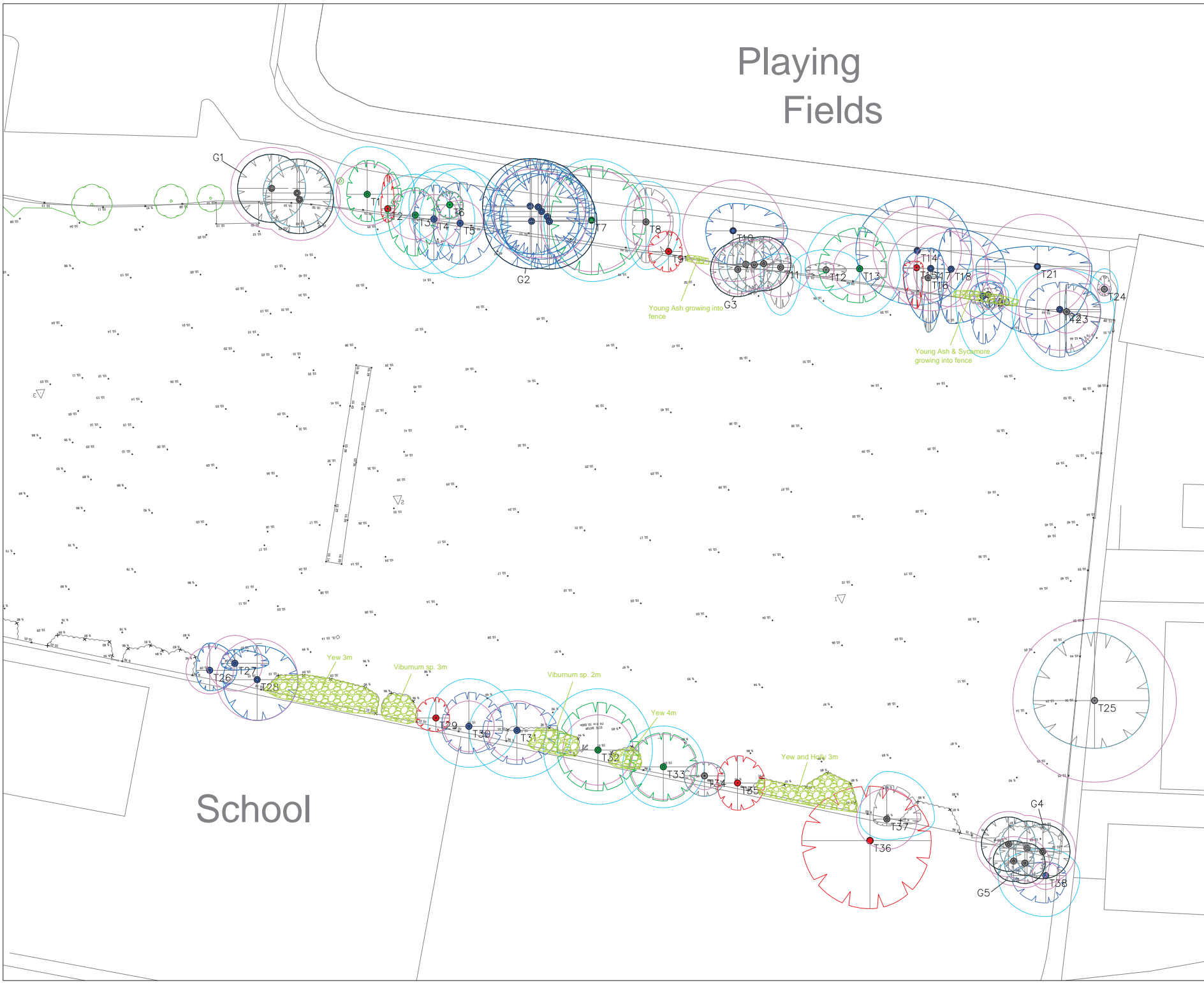
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Project Name	Enfield Grammar School
Client	Wesley Bugg
Project No.	SS1681
Scale	1:1250
Date	11/2020
Version	A1
Sheet No.	00

Playing Fields

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- Legend**
- Tree Position with Canopy Spread plus BS5837 Category A1, A2 or A3
 - Tree Position with Canopy Spread plus BS5837 Category B1, B2 or B3
 - Tree Position with Canopy Spread plus BS5837 Category C1, C2 or C3
 - Tree Position with Canopy Spread plus BS5837 Category U
 - T/G202 Tree / Group Number
 - Root Protection Area - Based on Simple Radius from Tree
 - Tree canopy Ultimate Spread
 - Tree Group BS5837 Category A
 - Tree Group BS5837 Category B
 - Tree Group BS5837 Category C
 - Tree Group BS5837 Category U
 - Existing Shrubs with Species and Height

Rev.	Description	By	Chk	Date
For guidance only. Do not scale off this drawing.				
1:200	[Scale bar]			
1:500	[Scale bar]			
1:1000	[Scale bar]			



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Client
 Project **Enfield Grammar School, Playing Field**

Title **Tree Constraints Plan**

Status	Scale	Date Created
Issue	1:200 @ A1	21 October 2013
Project Leader	Drawn By	Checked by
BW	BW	

Drawing Number	Rev
JKK8045 - Figure 1	-










Playing Fields

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Legend

-  Tree Position to be Retained
Canopy Spread plus BS5837
Category Colour Value in Centre
-  Tree Position to be Removed
Canopy Spread plus BS5837
Category Colour Value in Centre
-  Tree Position to be Retained off-site
Canopy Spread plus BS5837
Category Colour Value in Centre
-  T/G202 Tree / Group Number
-  Root Protection Area -
Based on Single
Radius from Tree
-  Extent of Proposed
New All Weather
Surfacing
-  Extent of Proposed 3G
Artificial Run Off Area
-  Extent of Proposed 'No
Dig' Surfacing
-  Extent of Proposed
New Tarmac Surfacing



Rev.	Description	By	Chk.	Date
For guidance only. Do not scale off this drawing.				
1:200	0 10 20 30 40 50 60 70 80 90 100			
1:500	0 100 200 300 400 500 600 700 800 900 1000			
1:1000	0 200 400 600 800 1000			



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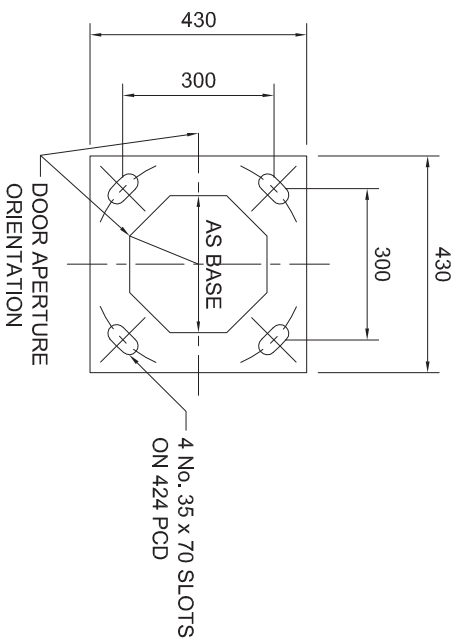
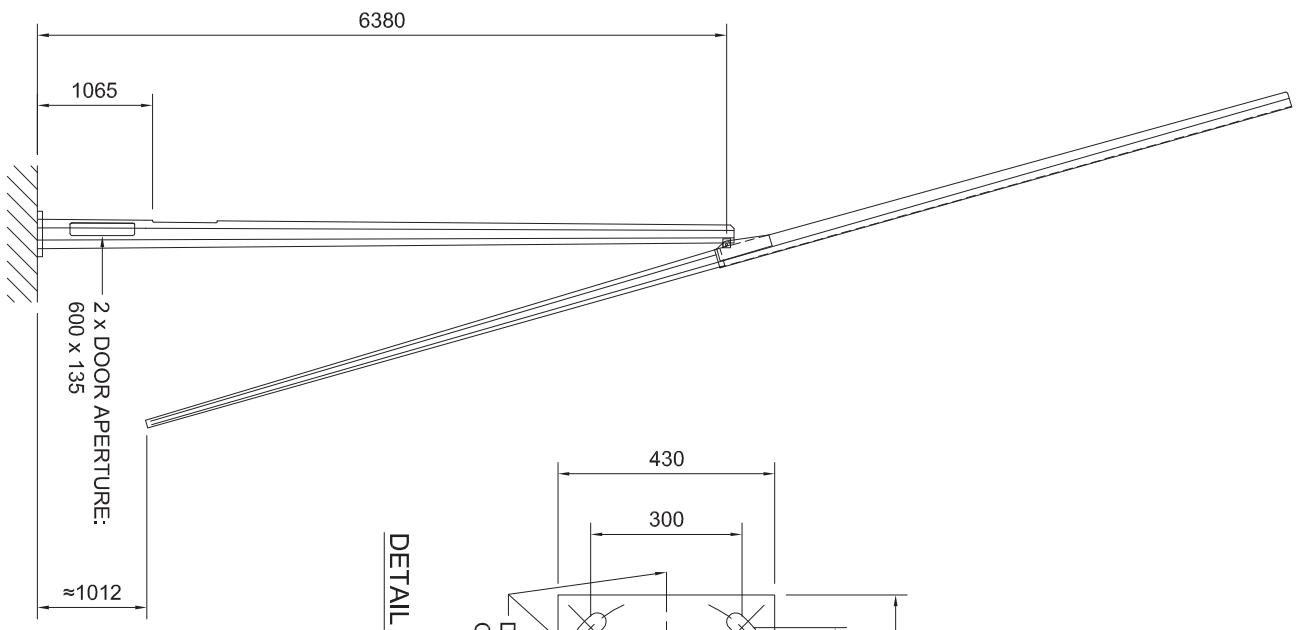
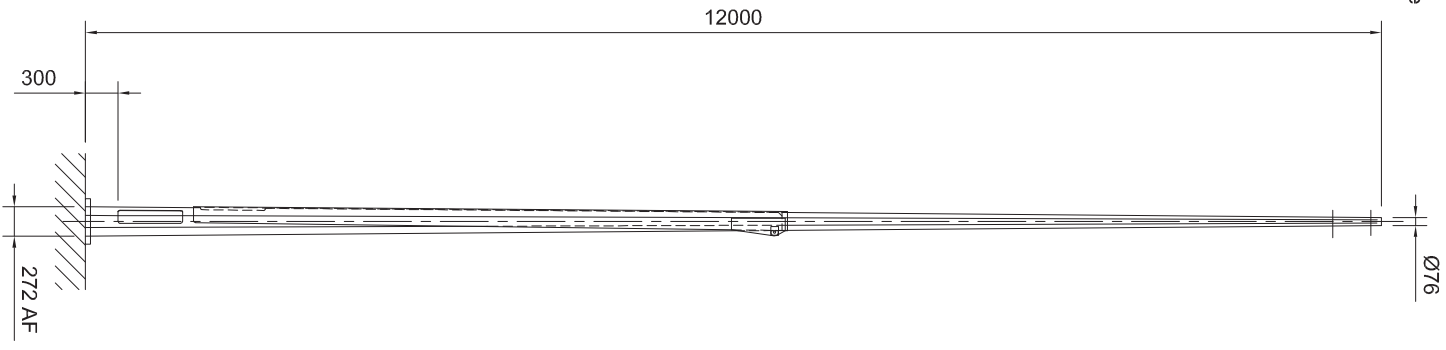
Client **Enfield Grammar School, Playing Field**

Title **Tree Retention and Removal Plan**

Status	Scale	Date Created
Issue	1:200 @ A1	5 November 2013
Project Leader	Drawn By	Checked by
BW	BW	

Drawing Number	Rev
JKK8045 - Figure 2	-

3rd Angle



DETAIL OF FLANGE PLATE

Nominal Height :	12000mm
Total Length :	12000mm
Planting Depth :	N/A Flange Plated
Column Top Diameter :	76mm
Column Base AF :	272mm
Height to Door :	300mm
Door Size :	600 x 135mm
Column Weight :	360kg
Reference No. :	Z

Notes
 All Dimensions in Millimetres unless stated otherwise.
 Where multiple views are shown 3rd Angle Projection is assumed.

Revisions	
Rev.	Date

PHILIPS

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 Guildford, Surrey. GU2 8XH

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Title 12m FLANGED AMARU²
 MID HINGED COLUMN

Drwg No. CC6080 Scale:NTS
 Sheet 1 of 1

Drawn By: NT Chkd: AS

Ref.

Contract:

Customer:

Date: 09/09/11