

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 24th February 2015

Report of
Assistant Director, Planning,
Highways & Transportation

Contact Officer:
Andy Higham 020 8379 3848
Sharon Davidson 020 8379 3841
Ms Claire Williams 02083794372

Ward:
Ponders End

Ref: 14/04444/FUL

Category: Full Application

LOCATION: Oasis Academy Hadley, 143 South Street, EN3 4PX

PROPOSAL: Erection of second floor extension of the south wing including staircase, solar panels and plant to roof, associated landscaping and erection of fence.

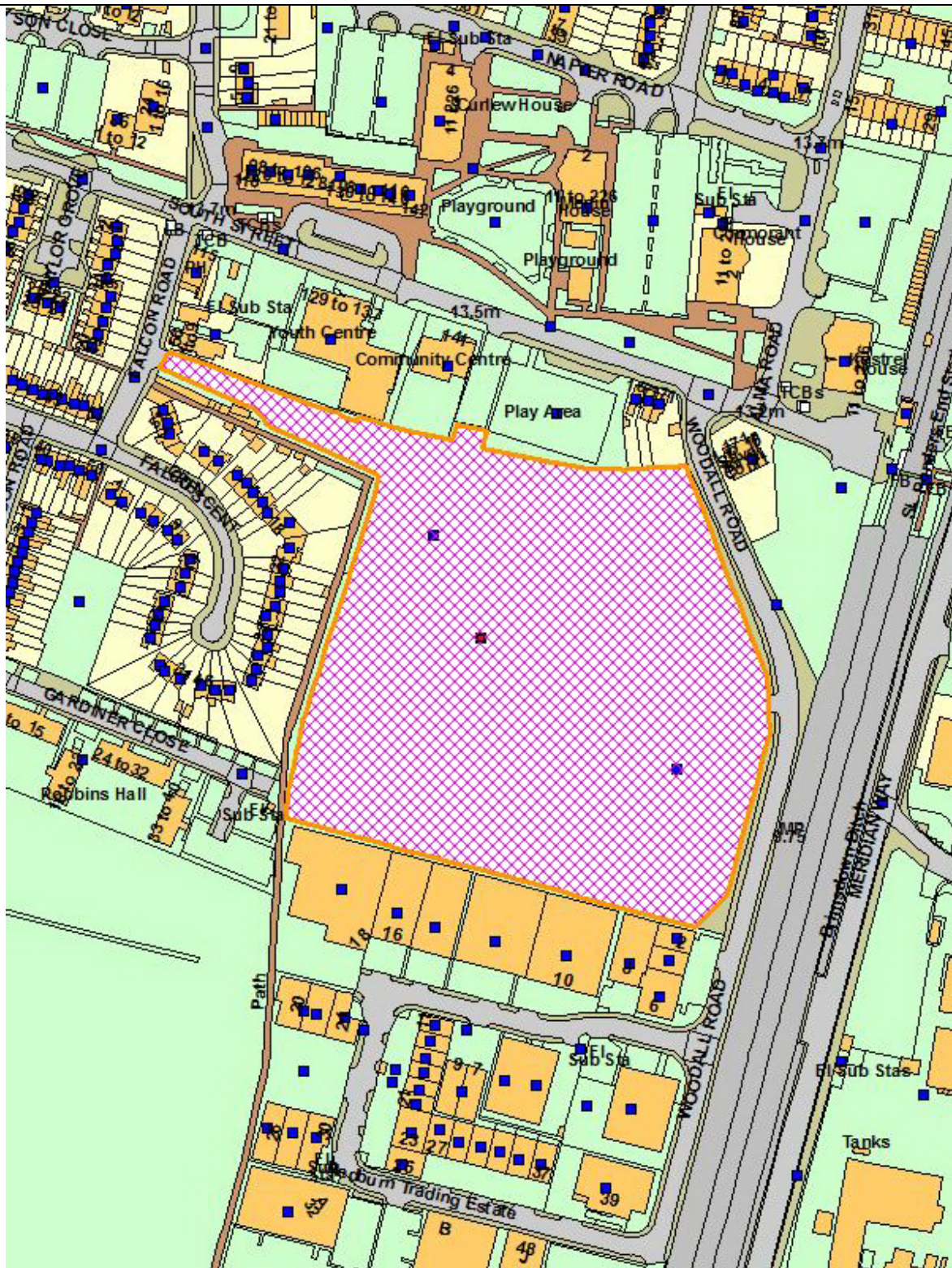
Applicant Name & Address:
Oasis Academy Hadley
Oasis Academy,
143 South Street
Enfield
Middlesex
EN3 4PX
United Kingdom

Agent Name & Address:
Mr Thomas Angior
John McAslan and Partners
7-9 William Road
London
NW13ER
United Kingdom

RECOMMENDATION:

That subject to the completion of a S106 Agreement, the Head of Development Management/Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.

Ref: 14/04444/FUL LOCATION: Oasis Academy Hadley, 143 South Street, EN3 4PX,



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North



1. Site and Surroundings

- 1.1 The application site has an area of 2.76 hectares and is bounded by South Street to the north, Woodhall Road to the east and Redburn Trading Estate to the south. The site is located to the east of Falcon Road and approximately 600 metres east of Hertford Road.
- 1.2 The site comprises a primary and secondary school known as the Oasis Academy Hadley. The school has been built in recent years following demolition of the original gas holders on the site. The school building is located to the north of the site, a car parking area to the east and a sports pitch and multi-use games area (MUGA) to the south. The school is sited in a single building with four wings that are predominately three storeys with the exception of the primary school to the south of the building which is two storeys.
- 1.3 The application site is located in Flood Zone 1.

2. Proposal

- 2.1 The application seeks planning permission for the erection of a second floor extension of the south wing including staircase, solar panels and plant to roof, associated landscaping and the erection of a fence.
- 2.2 The proposal is required to accommodate a primary school expansion. The school seeks to expand the primary school years for Reception to Year 6 from a 2 form entry to a 3 form entry system (additional form of 30 pupils), and reduce the secondary school years from an 8 form entry to a 6 form entry system for years 7 – 11 (two forms totalling 60 pupils) beginning in September 2015. There would be an increase from 60 to 90 pupils per year in the Primary school years and a reduction of 60 pupils from 240 to 180 per year in the secondary school years. Fifteen additional full time members of staff would be required to cater for the primary school expansion.
- 2.3 The extension would be an infill development that would provide an additional gross internal floor space of 738 square metres. It would accommodate teaching accommodation, office space, storage and toilet facilities. An outdoor terrace is proposed to be sited to the west of the extension. Solar panels, a green roof, two plants and an access hatch are proposed to be sited on the flat roof of the extension.
- 2.4 The 'T' shaped extension would measure 31 - 41 metres in depth, 10.4 – 23 metres in width and match the height of the existing three storey element of the school. A section of the extension would extend beyond the existing southern elevation of the school to measure 3.2 metres in depth and 9.6 metres in width; this element would accommodate stairs.
- 2.5 A new fence and minor landscape changes to suit the new escape stair are proposed.
- 2.6 The current car, pedestrian, cycle access, parking, drop off and service areas are proposed to remain the same.

- 2.7 A Transport Assessment, Travel Plan, BREEAM Pre-Assessment Report, an Energy Assessment and Statement of Renewable Technology, Design and Access Statement and a Business Case for Change in Admission Numbers of Oasis Academy Hadley from September 2015 have been submitted with the application.

3. Planning History

- 3.1 LBE/11/0012: Erection of a part 2-storey, part 3-storey Primary and Secondary education academy (for 1935 pupils aged 3 - 18) incorporating an indoor 4 court sports hall and an outdoor Multi Use Games Area with floodlights and an all-weather games pitch, staff car park and access from Woodall Road and additional car park and access from Falcon Road. Granted with Conditions
- 3.2 TP/10/0352 Planning permission was granted in May 2010 for the demolition and dismantling of existing buildings and structures (including the decommissioning of gas holders), the remediation of soil and groundwater and removal of below ground obstructions.

4. Consultations

4.1 Statutory and Non-Statutory Consultees

4.1.1 Traffic and Transportation

Further information required covering the issues set out below.

- The Transport Statement contains a number of errors and contradictory statements relating to the number of staff and students/ places.
- Trip Generation - There will be a reduction in pupils but the Transport Statement fails to acknowledge the higher dependence on private cars associated with primary school pupils and the measures proposed in the Travel Plan do not adequately address this matter. The report fails to demonstrate the existing and proposed mode splits associated with the development proposals. A survey of usage of the Falcon Spur car park would also be required.
- Car Parking – Although there would be an increase in staff members, there is no proposal to increase the overall parking provision because the existing car park is underutilised – this is supported. There is no consideration of the existing issue of drop-off/ pick-up of students in the surrounding residential streets including the Falcon Road car park.
- The Falcon Road car park records high levels of use throughout key periods, with occasions when demand significantly exceeds supply. The submission only refers to observed car park usage with minimal references at just two time periods; no data was provided with the submission which does not assist the pick-up / drop-off issues on the surrounding streets.
- Cycle Parking – The underutilisation by both staff and pupils is noted and needs to be addressed through more exacting targets in the Travel Plan.

Current proposals should be in line with the minimum standards proposed in the London Plan.

- Several conditions would need to be attached to any permission.

4.1.2 Tree Officer

No objection. Landscaping plan/ report condition required.

4.1.3 Environmental Health

Environmental Health provided comments that an acoustic report is required before Environmental Health can confirm the acceptability of the scheme. However following a discussion with an Environmental Health Officer they have confirmed that the matter could be dealt with by condition.

4.1.4 Environment Agency

No comments to make because the site is located in Flood Zone 1 and the proposal is for a minor extension.

4.1.5 Business and Economic Development

Employment and Skills Strategy required as set out in the S106 SPD.

4.1.6 Schools and Children's Services

Fully support the application and are assisting the school with the delivery of the expansion.

4.2 Public response

4.2.1 Letters were sent to 105 adjoining and nearby residents. In addition site notices and a press notice have been displayed. No responses have been received.

5 Relevant Policy

5.1 London Plan (July 2011)

3.16 Protection and Enhancement of Social Infrastructure

3.18 Education Facilities

5.1 Climate Change Mitigation

5.2 Minimising Carbon Dioxide Emissions

5.3 Sustainable Design and Construction

5.5 Decentralised Energy Networks

5.6 Decentralised Energy in Development Proposals

5.7 Renewable Energy

5.8 Innovative Energy Technologies

- 5.10 Urban Greening
- 5.11 Green Roofs and Development Site Environs
- 5.13 Sustainable Drainage
- 5.14 Water Quality and Wastewater Infrastructure
- 5.15 Water Use and Supplies
- 5.16 Waste Self Sufficiency
- 5.18 Construction, excavation and demolition waste
- 6.3 Assessing the Effects of Development on Transport Capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing Traffic Flow and Tackling Congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.1 Building London's Neighbours and Communities
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture
- 7.15 Reducing Noise and Enhancing Soundscapes
- 7.19 Biodiversity and Access to Nature

5.2 Core Strategy (adopted November 2010)

- SO1 Enabling and Focusing Change
- SO2 Environmental Sustainability
- SO5 Education, Health and Wellbeing
- SO8 Transportation and Accessibility
- SO9 Natural Environment
- SO10 Built Environment
- CP1 Strategic Growth Areas
- CP8 Education
- CP9 Supporting Community Cohesion
- CP20 Sustainable Energy Use and Energy Infrastructure
- CP21 Delivering Sustainable Water Supply, Drainage and Sewerage Infrastructure
- CP22 Delivering Sustainable Waste Management
- CP24 The Road Network
- CP25 Pedestrians and Cyclists
- CP28 Managing Flood Risk through Development
- CP30 Maintaining and Improving the Quality of The Built And Open Environment
- CP32 Pollution
- CP36 Biodiversity

5.3 Development Management Document (adopted November 2014)

- DMD16 Provision of New Community facilities
- DMD18 Early Years Provision
- DMD37 High Quality and Design Led Development
- DMD38 Design Process
- DMD45 Parking Standards and Layout
- DMD48 Transport Assessments
- DMD49 Sustainable Design and Construction Statements
- DMD50 Environmental Assessments Method

DMD51 Energy Efficiency Standards
DMD52 Decentralised Energy Networks
DMD53 Low and Zero Carbon Technology
DMD55 Use of Roofspace/ Vertical Surfaces
DMD56 Heating and Cooling
DMD57 Responsible Sourcing Of Materials, Waste Minimisation and Green Procurement
DMD58 Water Efficiency
DMD64 Pollution Control and Assessment
DMD68 Noise
DMD78 Nature Conservation
DMD79 Ecological Enhancements
DMD81 Landscaping

5.4 Other relevant Policy/ Guidance

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)
North East Enfield Area Action Plan (Proposed Submission 2014)

6. **Analysis**

Principle of Development

- 6.1 The NPPF states that Local Planning Authorities should give weight to the need to create, expand or alter schools to ensure that a sufficient choice of school places is available to meet the needs of existing and new communities. Policy 3.18 of the London Plan supports and promotes the need for additional school places in London to correlate with both housing and population growth.
- 6.2 Policy CP8 of the Core Strategy states that the Council will contribute to improving the health, lives and prospects of children and young people by supporting and encouraging provision of appropriate public and private sector pre-school, school and community learning facilities to meet projected demand across the Borough. Policies DMD16 and DMD18 of the Development Management Document encourage the provision of school and early year provision.
- 6.3 The principle of extending and expanding the existing school is considered acceptable and in accordance with relevant national, regional and local planning policies. The proposal seeks to extend the school to accommodate an expansion of the primary school which would meet an ongoing need for additional primary school places in the borough. There would be reduction in the number of secondary school form entries. However it is noted that the Planning Committee recently resolved to grant planning permission, subject to the completion of a S106 agreement, for the conversion of the Broadbent building to provide an eight form entry secondary academy at the Middlesex University campus in 2014. Consequently there would not be a shortage of secondary school places in the vicinity. Furthermore the proposal is supported by the Council's Schools and Children's Services department.

Impact on Street Scene and Design

- 6.4 Policy CP30 requires new development to be of a high quality design and in keeping with the character of the surrounding area. Policy DMD37 requires development to be suitable for its intended function and to have appropriate regard to its surroundings.
- 6.5 The second floor extension would be an infill development that would match the height of the existing three storey element of the school. A three storey projection to the south is proposed measuring approximately 3.2 metres in depth and 9.6 metres in width. The proposed projection would be modest in size compared to the overall size of the building and is therefore considered acceptable. The proposed external materials to be used, the design of the extension and the style and positioning of fenestration would match the existing building which would ensure that the extension does not appear out of keeping with the character and appearance of the existing building. The reasons set out above in addition to the proposed siting of the extension set back from the boundaries of the site by a minimum of 38.5 metres would ensure that the proposal would not result in any significant harm to the visual amenity within the street scene.
- 6.6 A new fence and landscaping is proposed, although full details have not been provided this would be dealt with by condition.

Impact on Neighbours

- 6.7 Any new development should not impact on the residential amenity of neighbouring residents. It is noted that planning permission has been granted for a new residential development to the west of the site but the development has not been implemented.
- 6.8 The second floor extension would be set in from the western boundary by approximately 38.5 metres and the southern projection would be set in from the western boundary by approximately 50.5 metres. Due to the location of the proposed extension on the site and its distance from neighbouring residential dwellings, the proposed development would not result in any significant impact on residential amenity.

Transportation, Access and Parking

- 6.9 Traffic and Transportation Policies 6.3, 6.9 and 6.13 of the London Plan (2011) seek to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel.
- 6.10 Policy DMD45 requires parking to be incorporated into schemes having regard to the parking standards of the London Plan; the scale and nature of the development; the public transport accessibility (PTAL) of the site; existing parking pressures in the locality; and accessibility to local amenities and the needs of the future occupants of the developments.
- 6.11 Assessing the transport impact of new development is important particularly in terms of the likely trip generation in relation to the impact on the existing transport network and the environment. A Transport Assessment and Travel Plan were submitted with the application. However there are several errors and contradictory statements within the documents and a lack of information. Traffic and Transportation were consulted on the scheme and require further

information, in particular consistent results on staff and student numbers is required.

- 6.12 For instance whilst there would not be a net gain of pupils there would be an increase in primary school pupils who have a higher dependence on private cars and the submitted information fails to acknowledge this. Furthermore the measures proposed in the Travel Plan do not adequately address this matter. There has been no consideration on the existing issue of drop-off/ pick up of students in the surrounding residential streets including the Falcon Road car park which records high levels of use throughout key periods, with occasions when demand significantly exceeds supply. The submission only refers to observed car park usage with minimal references at just two time periods; no data was provided with the submission which does not assist the pick-up / drop-off issues on the surrounding streets.
- 6.13 A revised transport submission has been requested in addition to a survey of usage of the Falcon Road car park in relation to drop-offs and parking. Members will be updated at the Planning Committee on transport issues. However it should be noted that although there are discrepancies in the submitted transport documents, mitigation of any impact of the proposal on the highway can be managed through a Travel Plan and S106 Agreement.

Trees and Landscaping

- 6.14 Policy DMD80 seeks to protect trees of significant amenity or biodiversity value. There are no trees on the site that would be affected by the proposed development and therefore no objection has been raised by the Tree Officer. However a landscaping plan condition would be attached to any grant of planning permission.

Pollution

- 6.14 Policy DMD64 sets out that planning permission will only be permitted if pollution and the risk of pollution is prevented, or minimised and mitigated during all phases of development. In terms of noise, Policy DMD68 states that development involving noise sensitive uses close to sources of significant noise will only be permitted if mitigation measures reduce noise to an acceptable level to safeguard the amenity of future occupants.
- 6.15 Environmental Health have requested an acoustic report and following discussions with the department they have confirmed that it could be dealt with by condition.

Sustainable Design and Construction

- 6.16 Policy DMD49 states that all new development must achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. An Energy Assessment was submitted with the planning application and sets out the feasibility of several low and zero carbon technologies. Solar panels and a green roof would be sited on the roof of the extension and the proposal is to be built in accordance with BREEAM 2014 level 'Very Good'. Several conditions relating to sustainability would be attached to any grant of planning permission.

Flood Risk

- 6.17 The site is located within Flood Zone 1. Policy DMD 59 states that new development must avoid and reduce the risk of flooding, and not increase the risk elsewhere. Policy DMD 59 requires new development to manage surface water as part of all development to reduce run off in line with Policy DMD61 which requires all development to demonstrate how proposed measures manage surface water as close to its source as possible and follow the drainage hierarchy in the London Plan.
- 6.18 The Environment Agency were consulted and made no comments because the site is located in Flood Zone 1 and the proposal is for a minor extension. The extension would predominately consist of a second floor extension and therefore there would be no significant increase in the opportunity for flooding to occur on the site. A condition relating to surface water drainage is proposed.

S106

- 6.19 S106 agreements are required to make acceptable development which would otherwise be unacceptable in planning terms. In accordance with CP46 of the adopted Core Strategy, contributions may be sought and pooled where necessary for development that places demand on the road network within the locality of the development, and contributions may be required for significant highway works in the borough's place shaping priority areas. A Travel Plan and associated management fee would be secured through a Section 106 Agreement. The adopted S106 SPD does not require a contribution towards business and employment initiatives associated with school development and therefore this will not be an obligation within the S106 Agreement.

CIL

- 6.20 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 2015. Not all developments are CIL liable and developments used wholly or mainly for the provision of education as a school or college (as defined by the Education Act) are exempt. The proposed development would not be liable to the Mayor's CIL.

7.0 Conclusion

- 7.1 The proposed extension of the scheme would meet an ongoing need for additional primary school places in the borough. The proposal would not result in any significant impact on the character and appearance of the building, the visual amenity within the street or the residential amenity of existing or future occupants in the area. Although there are discrepancies within the submitted transport documents, additional transport information and revised transport

documents have been requested and it is expected matters will be capable of being managed through a Travel Plan and S106 Agreement.

8.0 Recommendation

That subject to the completion of a S106 Agreement, the Head of Development Management/Planning Decisions Manager be authorised to **GRANT** planning permission subject to the following conditions:

1. (C51 Time Limit) - The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In pursuance of Section 91(1) of the Town and Country Planning Act 1990 and as amended by the Planning and Compulsory Purchase Act 2004.

2. (C60 Approved Plans) - The development hereby permitted shall be maintained 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. (C8 Materials) The external finishing materials shall match those used in the construction of the existing building and/or areas of hard surfacing.

Reason: To ensure a satisfactory appearance.

4. The extension shall not be occupied until details of existing planting to be retained and trees, shrubs and grass to be planted and the treatment of any hard surfaced amenity areas have been submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped in accordance with the approved details in the first planting season after completion or occupation of the development whichever is the sooner. Any trees or shrubs which die, becomes severely damaged or diseased within five years of planting shall be replaced with new planting in accordance with the approved details.

Reason: To provide a satisfactory appearance and ensure that the development does not prejudice highway safety.

5. The extension shall not be occupied until details of the new fencing is submitted to and approved in writing by the Local Planning Authority. The fencing shall be erected in accordance with the approved details before the development is occupied and maintained thereafter.

Reason: To ensure satisfactory appearance and safeguard the privacy, amenity and safety of adjoining occupiers and the public and in the interests of highway safety.

6. No development shall commence until a Construction Traffic Management Plan has been submitted to and approved in writing by the local planning authority. The statement should include:

- a) condition survey of highways in vicinity of the site

- b) routing of demolition and construction vehicles;
- c) access arrangements to the site;
- d) the estimated number and type of vehicles per day/week;
- e) details of any vehicle holding area;
- f) details of the vehicle call up procedure;
- g) details of any changes to on-street waiting and loading restrictions that will be required;
- h) details of measures to protect pedestrians and other highway users from construction activities on the highway;
- i) Coordination with other development projects in the vicinity;
- j) Work programme and/or timescale for each phase of the construction works; and
- k) 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.
- l) Details of facilities and methodology for cleaning the wheels of construction vehicles leaving the site. The approved facilities and methodology shall be provided prior to the commencement of site works and shall be used and maintained during the construction period.

The development shall be carried out in accordance with the approved Construction Traffic Management Plan.

Reason: To minimise the impact of construction works upon highway safety, congestion and parking availability

7. Prior to the commencement of the works for the construction of the extension, details of the siting, number and design of secure/covered cycle parking spaces have been submitted to and approved in writing by the Local Planning Authority. The approved details shall thereafter be installed and permanently retained for cycle parking.

Reason: To ensure the provision of cycle parking spaces in line with the Council's adopted standards.

8. Maximum numbers for primary and secondary pupils.

Reason: To safeguard the character of the area and efficient functioning and operation of the adjacent highways.

9. Travel Plan

10. Following practical completion of works a final Energy Performance Certificate with accompanying Building Regulations compliance report shall be submitted to an approved in writing by the Local Planning Authority. Where applicable, a Display Energy Certificate shall be submitted within 18 months following first occupation.

Reason: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO2 emission reduction targets are met in accordance with Policy CP20 of the Core Strategy, DMD51 of the Development Management Document, Policies 5.2, 5.3, 5.7 & 5.9 of the London Plan 2011 and the NPPF.

11. Evidence confirming that the development achieves a BREEAM (2014 version or relevant equivalent if this is replaced or superseded) rating of no less than 'Very Good' shall be submitted to and approved in writing by the Local planning Authority. The evidence required shall be provided in the following formats and at the following times:
 - b. a post construction assessment, conducted by and accredited Code / BREEAM Assessor and supported by relevant BRE accreditation certificates for each of the units, shall be submitted following the practical completion of the development and within 3 months of first occupation.

The development shall be carried out strictly in accordance with the details so approved, shall be maintained as such thereafter and no change there from shall take place without the prior approval of the Local Planning Authority.

Reason: In the interests of addressing climate change and to secure sustainable development in accordance with the strategic objectives of the Council and Policies 3.5, 5.2, 5.3, 5.7, 5.9, 5.12, 5.13, 5.15, 5.16, 5.18, 5.20 & 6.9 of the London Plan 2011 as well as the NPPF.

12. 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 drainage system in accordance with the principles as set out in the Technical Guidance to the National Planning Policy Framework and shall be designed to a 1 in 1 and 1 in 100 year storm event allowing for climate change. 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.

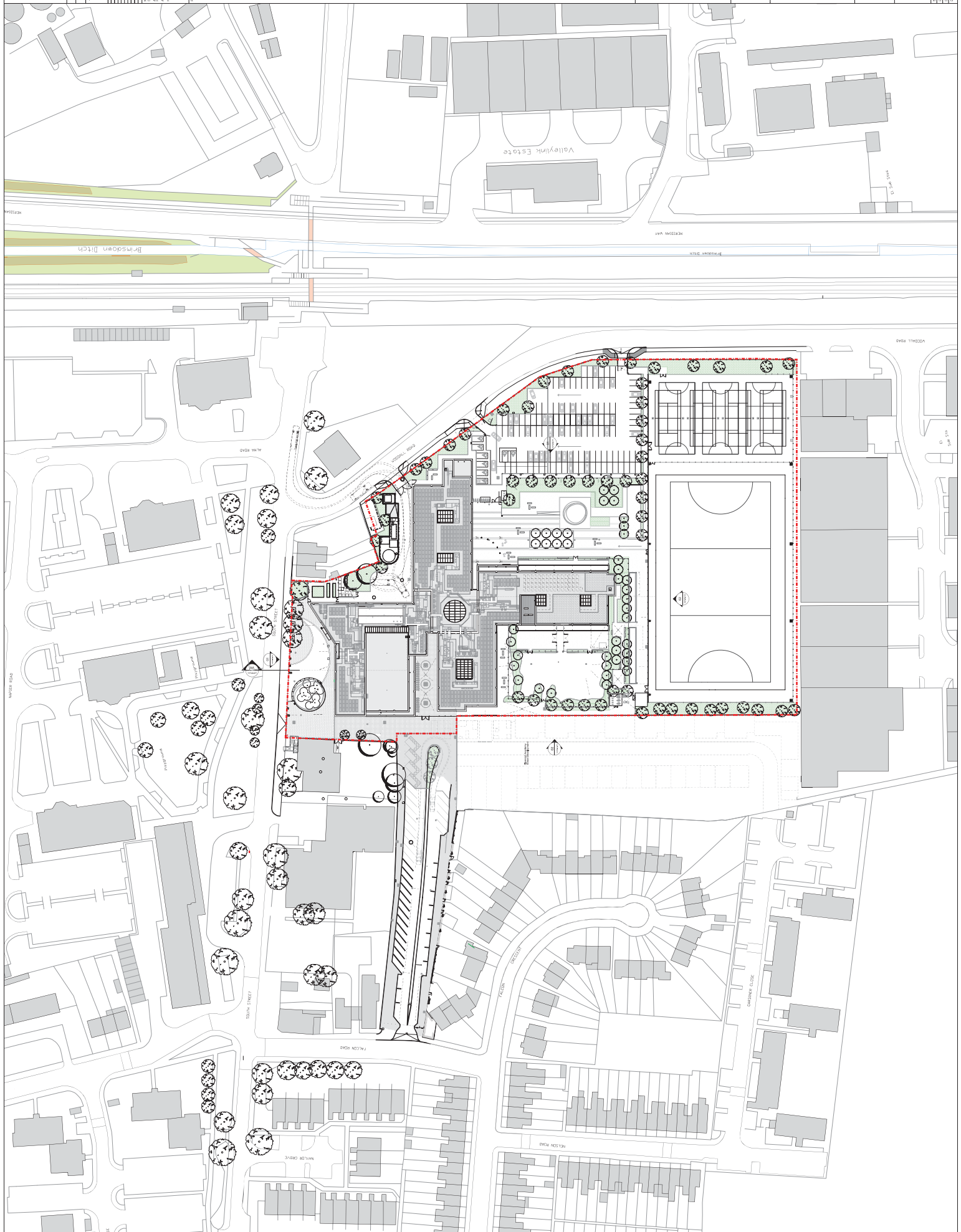
Reason: To ensure the sustainable management of water, minimise flood risk and to minimise discharge of surface water outside of the curtilage of the property in accordance with Policy CP28 of the Core Strategy, DMD61 of the Development Management Document, Policies 5.12 & 5.13 of the London Plan and the NPPF.

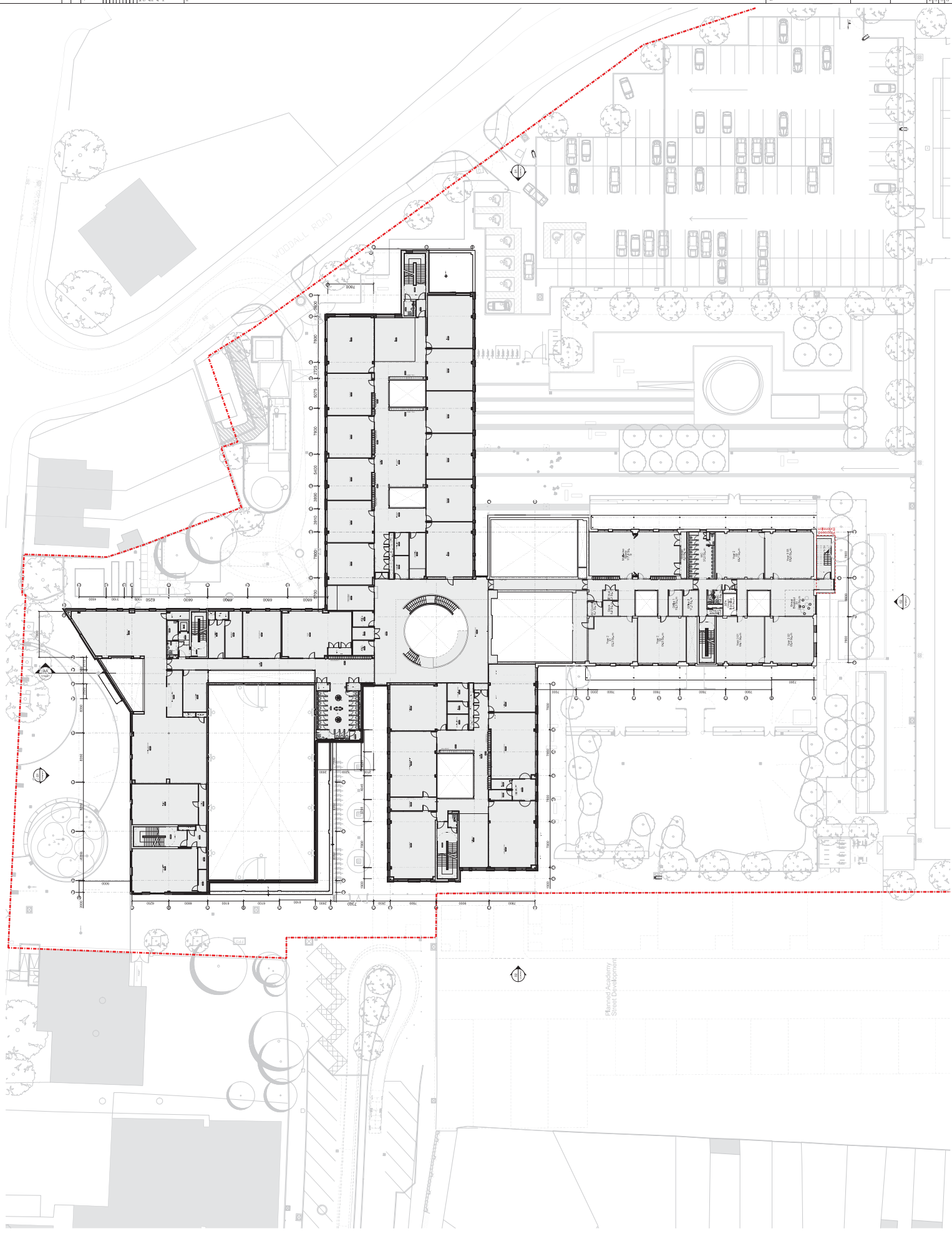
13. The development shall not commence until an undertaking to meet with best practice under the Considerate Constructors Scheme and achieve formal certification has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the implementation of the development does not adversely impact on the surrounding area and to minimise disruption to neighbouring properties.

14. No development shall take place until an acoustic report has been submitted to and approved by the Local Planning Authority. The report must set out the sound level generated from the proposed plants and state the noise control measures to be employed to ensure the noise from the plants do not exceed a level of 10dB(A) below background noise levels measured as L(A)90 30 minutes at the nearest noise sensitive premises which will be the proposed Academy Street development.

Reason: To reduce the likelihood of a noise nuisance occurring.





Eliminated Academy
Street Development

