

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 18th October 2016

Report of
Assistant Director, Planning &
Environmental Protection

Contact Officer:
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Ward: Southbury

Application Number 16/01805/RE4

LOCATION: Enfield Playing Fields, Great Cambridge Road, Enfield, EN1 3SD

PROPOSAL: Construction of an enclosed artificial grass pitch with 6 x 15m high flood lighting columns together with installation of hardstanding, outdoor store for maintenance equipment and operational works to create bund fronting Cambridge Close to north eastern corner of playing fields .

Applicant Name & Address:

Mr Matthew Watts
Enfield Civic Centre
Silver Street
Enfield

Agent Name & Address:

Mr Tom Betts
Surfacing Standards Ltd
1A Perth House
Corbygate Business Park
Priors Haw Road
Corby
NN17 5JG
United Kingdom

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

1. Site and Surroundings

- 1.1 The application site is located in the northeast corner of Enfield Playing Fields. The playing fields are bordered to the east by Great Cambridge Road, to the north by Cambridge Gardens, Donkey Lane and the Queen Elizabeth II Stadium, to the west by Ladysmith Road and to the south by Sketty Road, Cobham Close and Southbury Leisure Centre.
- 1.2 Enfield Playing Fields are designated as Metropolitan Open Land (MOL) and the Queen Elizabeth II stadium which is home to Enfield Football Club is a Grade II Listed Building.
- 1.3 The playing fields are split down the centre by a tree lined path leading from Sketty Road to the stadium and the fields on each side are tree lined around their perimeter. At the southern end of the site there is an area of allotments and a number of enclosed pitches.
- 1.4 The closest residential neighbours to the identified site are 2-storey semi-detached houses on Cambridge Gardens.

2. Proposal

- 2.1 The applicant seeks full planning permission for the construction of an artificial grass pitch in the northeast corner of the site. Associated with this the proposal would include a pathway leading from the corner of the carpark on Donkey Lane to the development, 6x15m high floodlighting columns, 4.5m high fencing around the pitches, an acoustic fence along the northern side of the pitches and a landscaped bund to the north of the development for further noise attenuation. The proposal also includes an outdoor store for maintenance equipment.
- 2.2 The artificial grass pitches will enable the playing fields to be utilised throughout the year enabling training or matches to continue when the rest of the site may be water logged. The introduction of floodlight also enables the use of the pitches later in the evening, particularly benefitting the winter months.
- 2.3 The proposal is supported by a grant awarded by the Football Association and Enfield Town FC have expressed interest in utilising the pitches to develop teams across the junior age groups, women's football and disability football. The changing facilities at the QEII stadium will be available for users of the pitches.

3. Relevant Planning History

- 3.1 There is no planning history relevant to the northern end of the playing fields.

4. Consultation

Public Consultations

- 4.1 The original 21 day public consultation period started on the 25th May 2016 and concluded on 15th June and a number of site notices were posted close to the site. Seven objections have been received from the public, as well as an objection from Friends of Enfield Playing Fields.

Concerns raised include:

- Existing disturbance of noise from David Lloyds centre to the rear of Cambridge Gardens
- The Donkey Lane car park is poorly used other than by boy racers
- There are already floodlights in the Donkey Lane car park until 1am even when its not in use
- There are floodlights and disturbance form the rugby pitches which aren't always turned off at night,the annual pageant at Enfield football club and the proposed cycle lane.
- Why can't they pitches be away from Cambridge Gardens?

- We wish to see the maximum grass open space preserved and another all-weather pitch would be further urban creep to add to the two pitches already at the south end of the playing fields and the more recent three car parks related to the George Spicer School development.
 - It is unreasonable to place such a facility where it would clearly have a big impact on local residents.
 - Present green outlook will be ruined.
 - Noise will inevitably emanate from the development later into the night including shouting.
 - There will be people chatting and loitering on Cambridge Gardens.
 - The view of the proposal from Cambridge Gardens has not been described fully.
 - The bush type proposal on the bund will act as cover for people/potential thieves.
 - Selecting this location is ignoring the wishes of the community subjecting them to the inconvenience associated with construction plus the ongoing noise and light pollution.
 - It is a big park and it must be possible to select a location that will not have detrimental effects on local residents seeking to enjoy the peace and tranquillity of their homes.
 - Do not want view of the fields to be obstructed by a large bund
 - It may become a focus for hanging around resulting in antisocial behaviour.
 - Enfield pageant once a year results in heavy parking along Cambridge Gardens making it difficult for residents to park or manoeuvre.
 - Enfield playing fields is Metropolitan Open Land and should receive the strongest level of protection. Despite this designation, the council has allowed part of the
 - Enfield Playing Fields (EPF) to be lost forever to the residents of Enfield by the building of a school and two new car parks on EPF.
 - Appropriate development on MOL should be limited to small-scale structures to support outdoor open space uses and minimise any adverse impact on the openness of MOL.
 - The development is possibly on the site of the Roman Ermine Way.
 - The mound will compromise security by making areas invisible.
 - Parking problems caused by a reluctance to park in the Donkey Lane car parks due to access problems.
 - There have been incidents of abusive/threatening behaviour towards residents who have complained to drivers parking in Cambridge Gardens about blocked drives and littering.
 - Lack of impartiality of the Councillors on the Planning Committee, especially Cllr Levy and Cllr Jemal because the application has been adopted by the Council in
 - partnership with the FA. These Councillors have been made aware of the objections of the local residents and the Friends of Enfield Playing Fields with a view to Councillors supporting their objections but they have declined to act for the local electorate because of the partnership.
 - Is there any need for this pitch.
- 4.3 All neighbouring residents who were originally consulted and those who have objected have been re-consulted on the proposal, following the receipt of further information from the applicant which will be discussed below. This consultation is for 14 days from 4th to 18th October 2016.

Internal

- 4.4 Environmental Health – Further details were requested resulting in the submission of a noise report, the mitigation measures proposed are satisfactory.
- 4.5 Conservation officer – Heritage statement, further drawings and explanation of site selection requested, the received heritage statement is acceptable.
- 4.6 SUDS and Flood Risk – Demonstrate that there is no increase in run-off (due to the nature of the site this is not anticipated to be the case however details are requested by condition).

External

- 4.7 Sport England – No objection. The loss of the football pitches are considered mitigated by the proposed provision of a flood lit senior/junior pitches compliant with Football Association

Design Guidance which would facilitate use into the evening and allow increased use all year round.

5. Relevant Policy

5.1 Development Management Document

DMD44	Conserving and Enhancing Heritage Assets
DMD45	Parking Standards and Layout
DMD59	Avoiding and Reducing Flood Risk
DMD64	Pollution Control and Assessment
DMD 71	Protection and Enhancement of Open Space
DMD 74	Playing Pitches
DMD80	Trees on Development Sites
DMD81	Landscaping

5.2 Core Strategy

CP30	Maintaining and improving the quality of the built and open environment
CP31	Built and Landscape Heritage
CP32:	Pollution

5.3 London Plan (March 2015) (FALP)

Policy 6.9	Cycling
Policy 6.10	Walking
Policy 6.13	Parking
Policy 7.2	An inclusive environment
Policy 7.3	Designing out crime
Policy 7.4	Local character
Policy 7.5	Public realm
Policy 7.6	Architecture
Policy 7.8	Heritage Assets and Archaeology

5.4 Other Relevant Policy

- National Planning Policy Framework

6. Analysis

6.1 The main issues for consideration regarding this application are as follows:

- Principle of the development;
- The selected location;
- Impact on neighbouring amenity;
- Impact on the Character of the Surrounding Area and Heritage Assets;

6.2 Principle of the Development

6.2.1 Enfield Playing Fields are designated as Metropolitan Open Land and as such are given the highest level of protection. Development which is appropriate includes essential structures and facilities that would support the enjoyment of the open space. It is also necessary that the development should maintain the openness and be acceptable in terms of size, siting, location, design and materials.

6.2.2 The site is open for general public access but specialises in providing sports pitches which are marked out across the playing fields. The proposed artificial grass pitch, as set out

above, seeks to enhance this use by providing a pitch which is usable in all weather. It will offer a variety of football pitches and training areas within the enclosed space and will support the borough's development plans into grassroots football.

- 6.2.3 In terms of the principle, the proposed use is considered to be acceptable, supporting and enhancing the use of the existing playing fields.
- 6.2.4 The proposed mesh fencing is necessary for practical purposes to secure the facility when it is not in use, it is not however a solid structure and maintains visual openness. The inclusion of floodlighting is not normally encouraged on MOL unless there are very special circumstances. In this instance the value of the facility would be significantly undermined if it did not have floodlights, the aim is to maximise the usability of the site and without floodlights it would be unusable during all evenings in the winter. On balance it is considered that the provision of floodlights is acceptable.
- 6.2.5 The facility supports the existing playing fields and enables their benefit to the borough to be maximised.

6.3 Proposed Location

- 6.3.1 Many of the residents objections query the specific location selected within the playing fields and officers have also explored this issue to see if there are alternatives. The applicant has set out that the specific location has been selected for a number of practical reasons and advises that the proposal would be unlikely to be feasible, due to the funding requirements and connection to the QEII stadium, if situated elsewhere within the playing fields and other locations also present practical issues.
- 6.3.2 The availability of the underused car park at Donkey Lane makes the site very easily accessible and would not be anticipated to put strain on street parking. A location towards the south of the playing fields may rely on Southbury Leisure Centre which is used much more extensively and does not accommodate demand sufficiently.
- 6.3.3 The changing facilities within the QEII stadium will be available for users of the proposed facility and conveniently close. The proximity of the QEII stadium also reinforces the future relationship with Enfield Town FC which was a fundamental part of the delivery of the football development plan and the funding from the Football Foundation has been granted with this in mind. The other facilities of the stadium including the café, toilets, outdoor gym etc. will also be available enhancing the attractiveness of the pitch in this location particularly for parents who are expected due to the significant junior use anticipated.
- 6.3.4 In this location is it separated from the closest residential neighbours by a road and does not abut residential gardens as it would if located on the western side of the fields. The relationship with neighbours is discussed further below.
- 6.3.5 An alternative location would also require additional surveys or example to establish whether there is sufficient power supply, for the avoidance of doubt it has been confirmed that if the development were to be relocated it would not be able to continue under the current grant offer.
- 6.3.6 The location has also been selected with the views of the listed building in mind, the QEII stadium is a Grade II Listed building and a Heritage Statement has been submitted to consider the relationship between the facility and the heritage asset, this is discussed in more detail below.
- 6.3.7 As explained above, the proposed location is considered to be acceptable in principle. However, the concerns of the nearby residents on Cambridge Gardens are understood and it is therefore necessary to move on to amenity considerations to deal with those concerns.

6.4 Neighbouring amenity

- 6.4.1 The proposed site section drawing very usefully shows distance between the front elevation of the houses to the north, through the bund and to the proposed pitches. The edge of the park is tree lined creating an initial screen though neighbours do have views into the playing fields. The bund is proposed to be up to 3m in height, this is part of the noise attenuation measures, but as it will be in the foreground it will limit direct views to the pitch and its fencing and floodlights. Officers recommend that details of the landscaping proposed on the bund be required by condition. The section indicates that the separation distance between the residents and the pitch is a minimum of 73.8m, this separation and the existing and proposed trees and planting prevents an unacceptable impact in terms of visual amenity.
- 6.4.2 Since the initial submission and consultation a full and detailed noise report has been submitted in line with similar MUGA proposals elsewhere. The assessment considered the impact of environmental noise on the nearby noise sensitive residential properties. The assessment includes the prediction of noise emission from the pitches at the nearby noise sensitive properties, based on noise level data from activities measured at existing facilities.
- 6.4.3 The highest predicted noise level at the facades of the residential properties is 46 dB LAeq(1 hour) without the acoustic barrier, this should be reduced by 2 decibels with the inclusion of the barrier. The predicted Equivalent Noise Level of 46 dB LAeq(1 hour) in gardens is below the level of community noise for moderate community annoyance in outside living areas (such as gardens), stated in World Health Organisation 1999 as 50 dB. The World Health Organisation guidance states "To enable casual conversation indoors during daytime, the sound level of interfering noise should not exceed 35 dB LAeq." The report concludes that noise produced by the use of the pitches will be noticeable, but not on a level that would be considered intrusive. This is important given experiences elsewhere.
- 6.4.4 The report also advises that noise complaints are often caused by specific behaviours such as language used, therefore it is recommended that a noise management plan be produced and communicated to all users of the facility. A noise management plan would include a method of informing users that swearing and anti-social behaviour is unacceptable and the centre reserves the right to dismiss users from the pitch and ban future use if this is the case. It should also include detail of how neighbours can report excessive noise or anti-social behaviour directly to the centre to enable complaints to be investigated and addressed quickly. There should be an action plan for dealing with any instances and a log of complaints.
- 6.4.5 The light report demonstrates that the efficiency of the proposed floodlights minimises light spillage beyond the immediate area around the pitches. The lit area will of course be visible to residents or passers-by who look towards it but there will be no direct lighting of the residential road and the model shows that light spillage will not pass beyond the bund.

6.5 Heritage Asset

- 6.5.1 Any impact that the proposal would have on views of the façade of the listed stadium need to be considered. Although trees, boundary fencing and parked cars obscure much of the view from within the playing fields there are points that afford uninterrupted views of the building. More specifically, the views are most prominent adjacent to the avenue of trees that runs through the centre of the playing fields.
- 6.5.2 Due to the mature and semi-mature trees that are present on the southern side of the Stadium car park, there are very few views from the proposed 3G pitch site across to the listed building. The proposed positioning of the facility has been chosen to ensure that no current vistas of the stadium building are obscured and users of the open space would continue to benefit from glimpses of the listed building as they walked around the playing fields.
- 6.5.3 Where it is considered that there is any harm to a heritage asset it is advised by the NPPF that the benefits of the proposal should be considered against the harm. In this instance it is

not considered that there is harm of any significance however the proposal is intended to deliver a facility which can be used by the community developing grass roots football, public health objectives and addressing the deficiency in artificial grass pitches in the borough identified by the sport's national governing body.

6.6 Other

6.6.1 It is understood that maintenance of the Artificial Grass Pitch will be managed by Enfield Playing Fields grounds team on a daily and weekly basis. The provision of access to the pitches is still to be determined but could include a pin code for example, a condition is recommended to request the final details.

6.6.3 A sinking fund will be developed using the income from community hire in order to replace the artificial grass surface at the end of its working life, along with other necessary refurbishment works.

7. **Conclusion**

7.1 Having considered the proposal against the policies applicable to MOL officers are satisfied that the proposal supports and enhances that existing use of the open space and delivers a community benefit. It does not unacceptably impact on the character or use of the open space.

7.2 Officers, sharing some of the concerns shared by residents, have sought further information to consider alternative locations and a detailed assessment of the potential impact of the facility in its proposed location. The conclusion is that the proposed location is significantly more desirable for the proposed use both in terms of the applicant's requirements and practicality and convenience for the users. In terms of noise from the facility and lighting the reports demonstrate factually that whilst the development will be noticeable it should not be intrusive in a way that would cause a direct nuisance.

7.3 On the basis of the information provided officers recommend, on balance, that approval be granted.

8. **Recommendation**

8.1 It is recommended that planning permission be granted subject to conditions.

Conditions

Approved Plans

The development hereby permitted shall be carried out in accordance with the approved plans including plans(s) that may have been revised, 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.

Time Limited Permission

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: As required by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Sports Pitch – Maintenance Plan

Before the artificial grass pitch is brought into use, a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority. This should include measures to ensure that the surface is replaced at the end of its usual lifespan. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the artificial grass pitch.

Reason: To ensure that a new facility is capable of being managed and maintained to deliver a facility which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport and to accord with Development Plan Policy.

Hours of Use and Floodlights

Unless otherwise agreed in advance and in writing by the Local Planning Authority, the artificial grass pitch, grass sports pitch and its associated sports lighting shall not be used outside the hours of:

09:00 to 22:00

There shall be a mechanism in place for the lighting to be turned off outside of these times prior to the commencement of the use.

Reason: To balance illuminating the playing field/sports facility for maximum use with the interest of neighbour amenity and sustainability in accordance with Development Plan Policy.

Flooding

Prior to the commencement of the development the applicant shall submit details to demonstrate that the hardstanding areas will be sustainably drained and will not result in any increase in runoff.

Reason: In the interest of sustainable drainage.

Management of access to the site

Prior to the commencement of the use of the facility details shall be submitted to and approved in writing by the LPA demonstrating how visitor access to the pitches will be managed. Once approved those details shall be permanently maintained.

Reason: In the interest of security and amenity of neighbouring residents.

Travel plan

Prior to the commencement of the use of the facility details of a simple Travel Plan shall be submitted to and approved in writing by the LPA, details shall include:

- promotion of sustainable transport modes
- that visitors to the site travelling by car should park in Donkey Lane car park
- how the Travel Plan will be communicated to visitors

The approved Travel Plan shall be implemented for the lifetime of the development.

Reason: In the interest of sustainable transport, highway safety and neighbouring amenity

Root protection

Prior to the commencement of the development a drawing shall be submitted to and approved in writing by the LPA identifying Root Protection Areas of the adjacent trees, including those near to the proposed bund. The submission shall demonstrate that the work will be undertaken in accordance with good arboricultural practice and British Standard 3998 and the development shall be carried out in accordance with the approved details.

Reason: In order to maintain the tree(s) amenity value and health.

Landscaping

Prior to the commencement of the use detailed drawings showing trees, shrubs and grass to be planted (including species, size and number) on the bund 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. The submission shall also include a cross section of the makeup of the bund to demonstrate that it will provide a suitable environment for the proposed planting.

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

Noise management plan

Prior to the commencement of the use a noise management plan, in line with the recommendations of the Noise Report, shall be submitted to and approved in writing by the LPA. The noise management plan shall be communicated to all visitors to the site and shall be reviewed on an annual basis and/or following the receipt of any noise complaints. Once approved the plan shall be permanently maintained.

Reason: In the interest of neighbouring residential amenity.

Construction Methodology

That development shall not commence until a construction methodology has been submitted to and approved in writing by the Local Planning Authority. The construction methodology shall contain:

- (a) details of construction access, associated traffic management and vehicle routing to the site
- (b) hours of access for construction servicing and delivery purposes
- (c) arrangements for vehicle servicing and turning areas
- (d) arrangements for the parking of contractors vehicles clear of the public highway
- (e) arrangements for wheel cleaning
- (f) details of the site compound and the layout of temporary construction buildings
- (g) arrangements for the storage of materials
- (h) hours of work
- (i) 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.

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, to minimise disruption to neighbouring properties and schools.

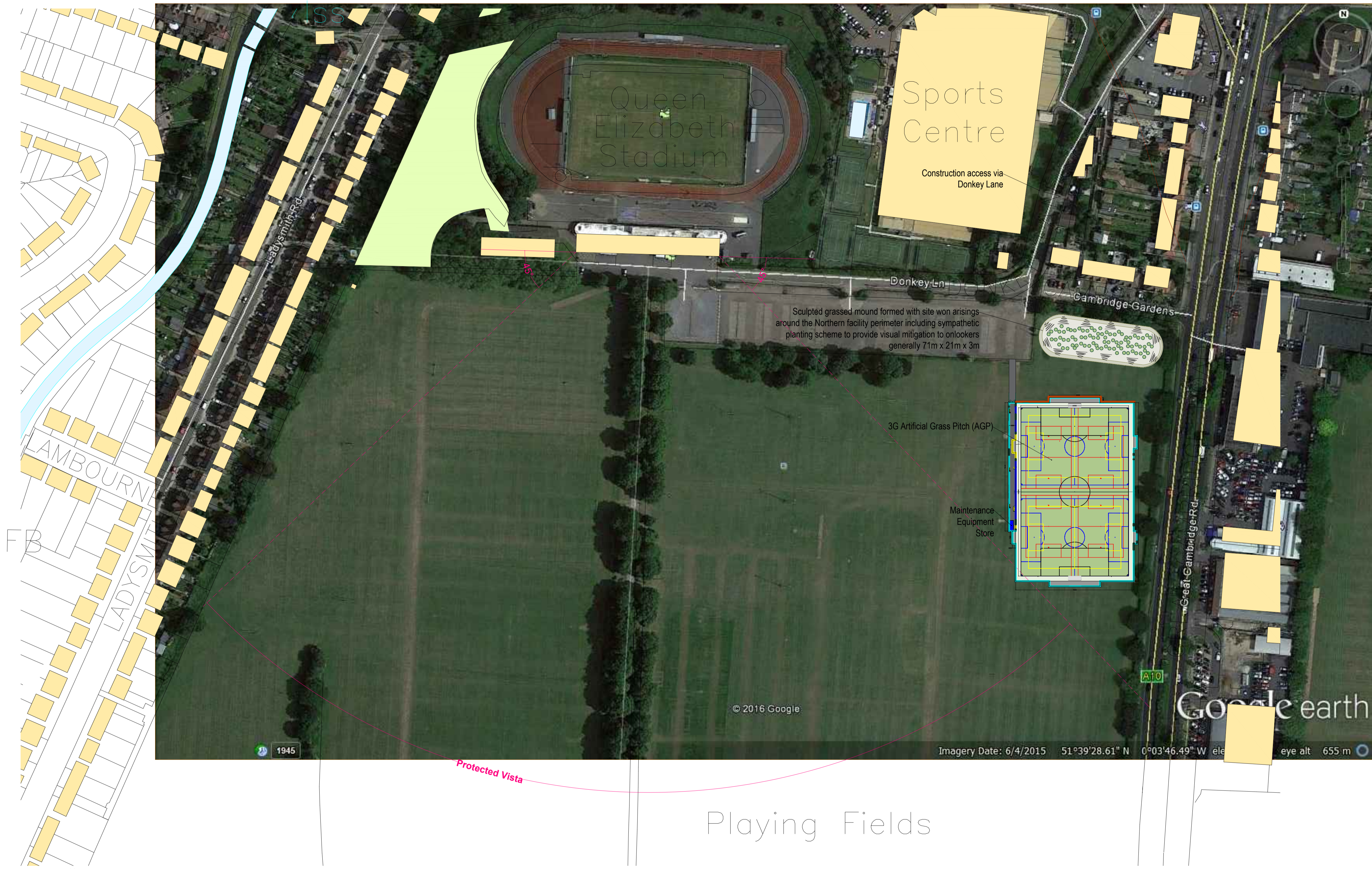
Enfield Playing Fields

3G Artificial Grass Pitch (AGP)

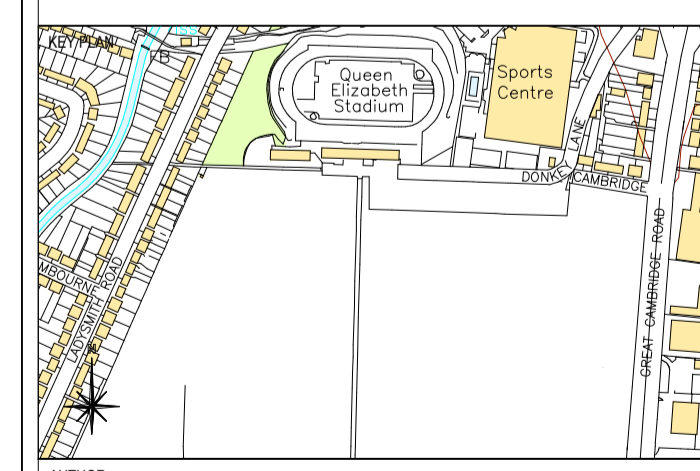
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NOTES



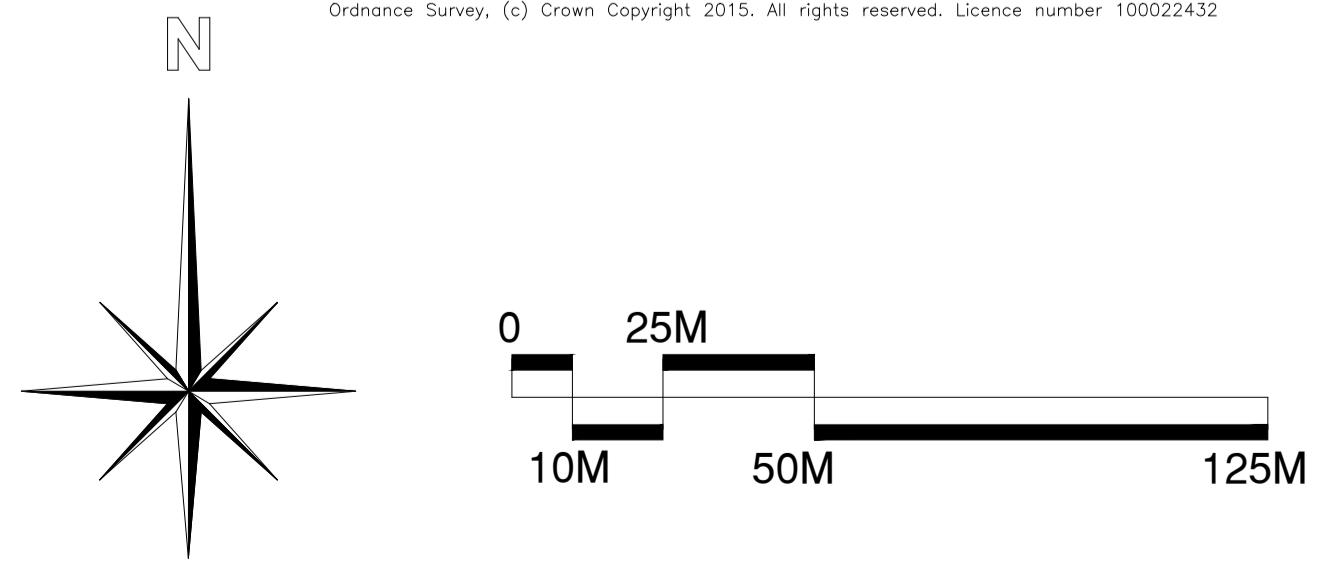
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O3	ACOUSTIC BARRIER ADDED	SMD	23/03/16
O2	AGP RELOCATED / ACOUSTIC BARRIER ADDED	YB	16/03/16
O1	PEDESTRIAN FENCE ADDED	SMD	11/01/16
D0	PLANNING ISSUE	SMD	15/12/15
REV	DESCRIPTION	BY (CHK)	DATE



AUTHOR
 Sam McDonald

TITLE
Enfield Playing Fields
3G Artificial Grass Pitch (AGP)
Proposed Site Plan

PROJECT	SCALE	SIZE
SS2008	1:1250	A1
DRAWING No	REVISION	
03	04	



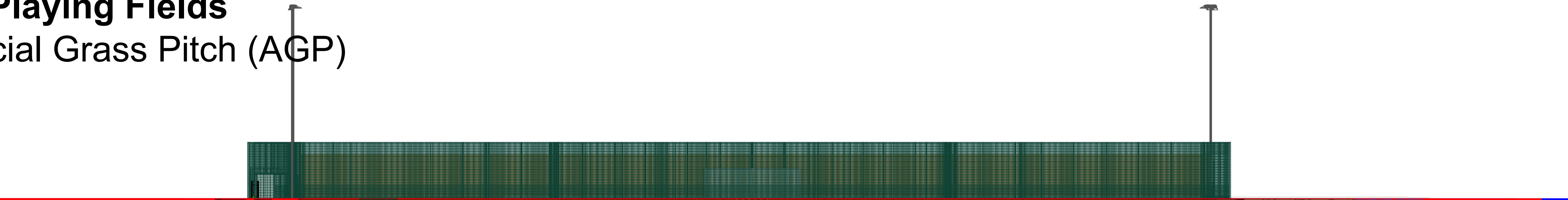
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Enfield Playing Fields

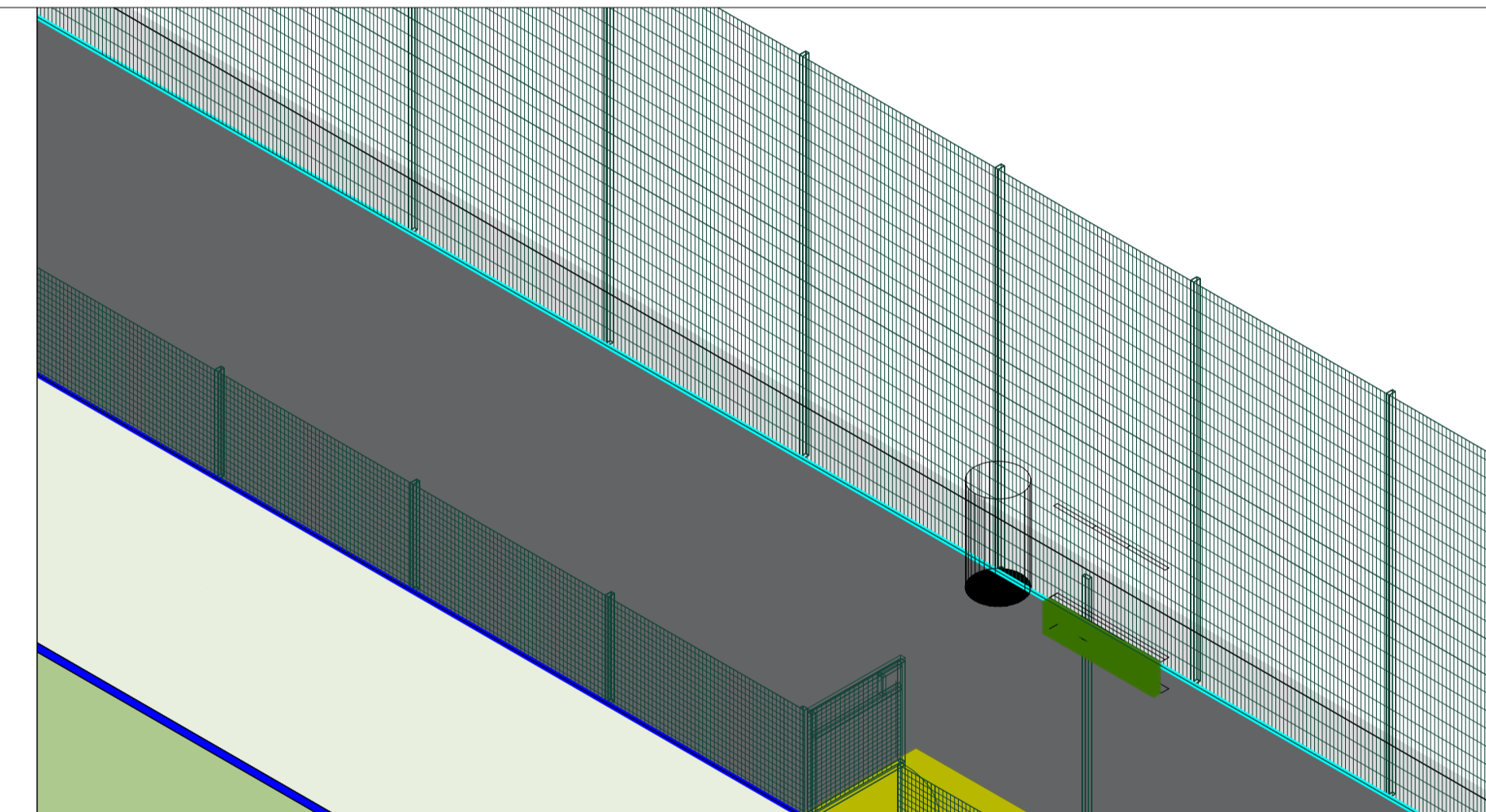
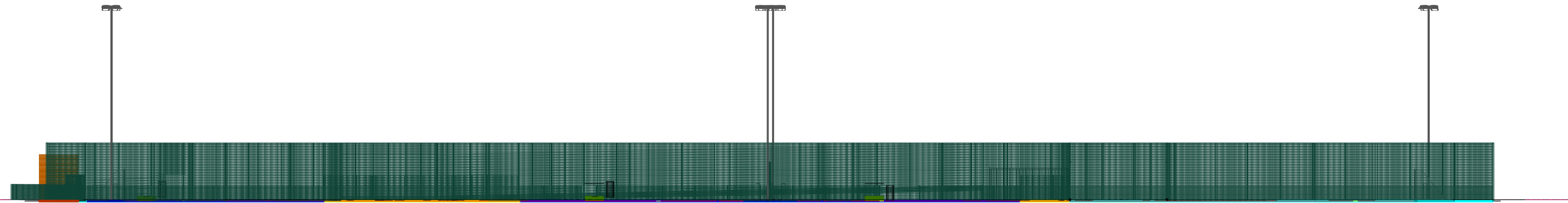
3G Artificial Grass Pitch (AGP)

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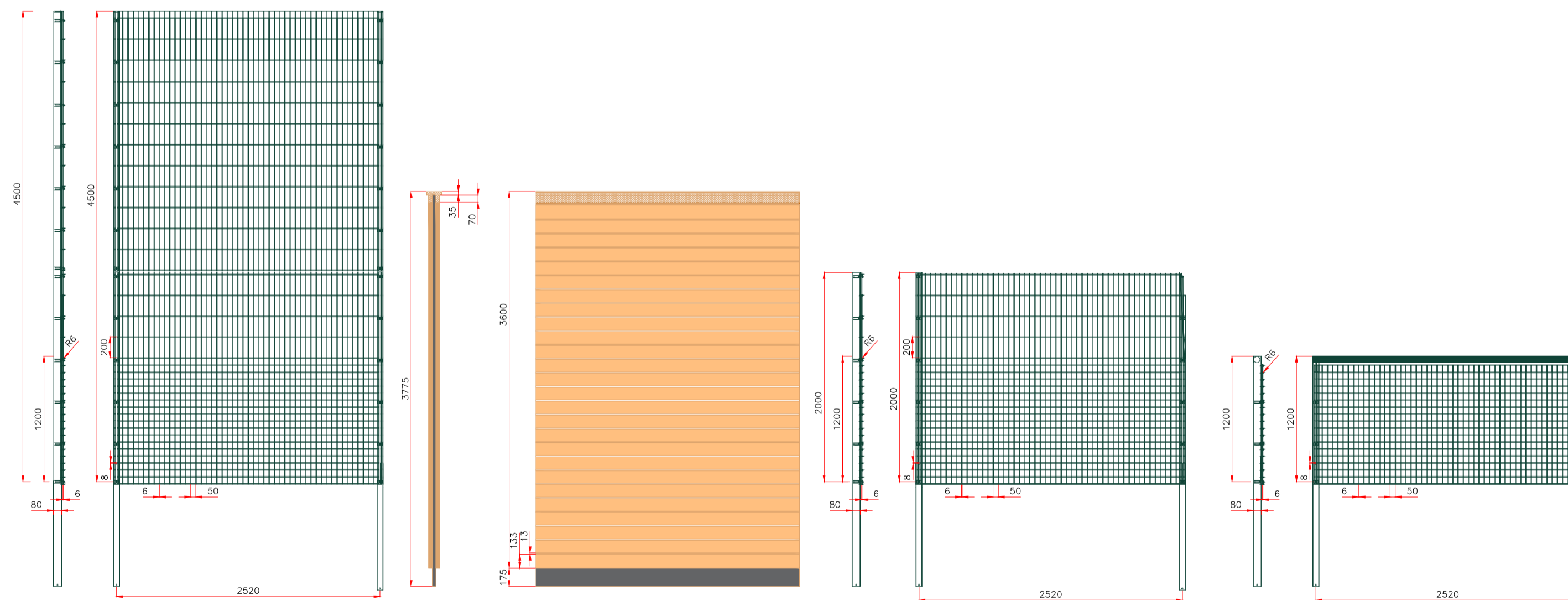
Elevation Viewpoint from South East to North West - Scale 1:200



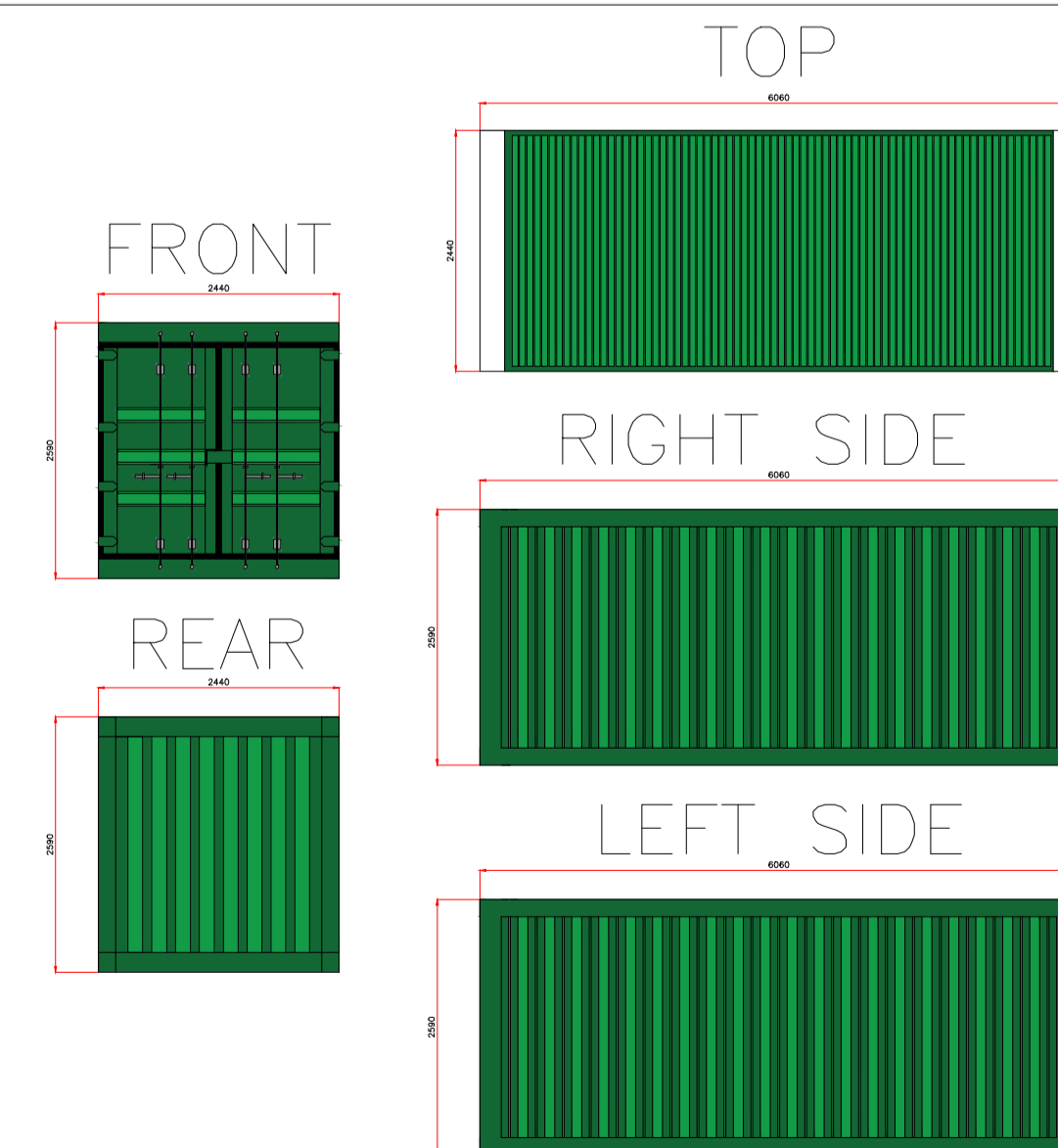
Elevation Viewpoint from South West to North East - Scale 1:200



Fencing Elevation Isometric View - Not To Scale

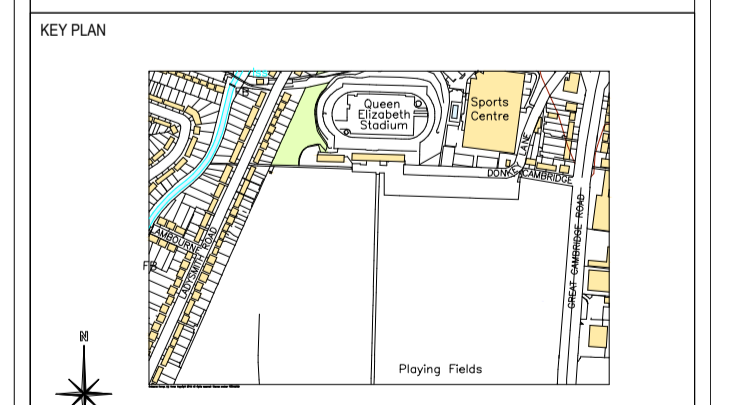


Fencing Elevation Section - Scale 1:40



Storage Container Dimensions - Scale 1:75

02	ACOUSTIC FENCE ADDED & CONTAINER CHANGED	SMD	23/03/16
01	FENCING ISOMETRIC ELEVATION ADDED	SMD	11/01/16
00	PLANNING ISSUE	SMD	15/12/15
REV	DESCRIPTION	BY	CHK/ DATE



AUTHOR
Sam McDonald

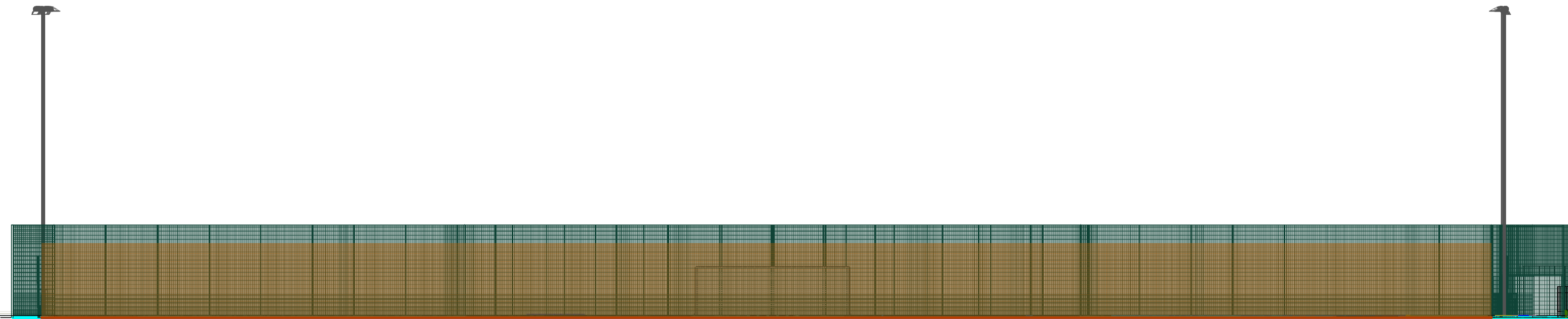
TITLE
**Enfield Playing Fields
3G Artificial Grass Pitch (AGP)
Proposed Elevations**

PROJECT	SCALE	SIZE
SS2008	As Stated	A1
DRAWING No	REVISION	
05	02	

Enfield Playing Fields

3G Artificial Grass Pitch (AGP)

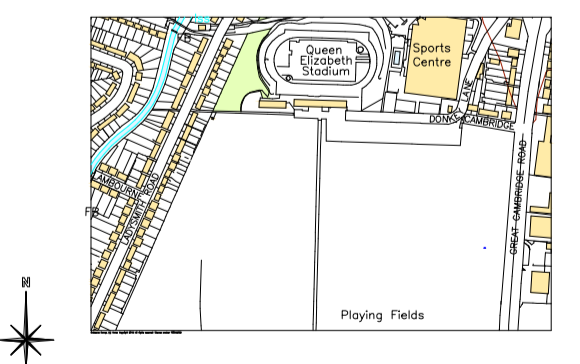
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REV	DESCRIPTION	BY	CHK	DATE
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KEY PLAN



AUTHOR

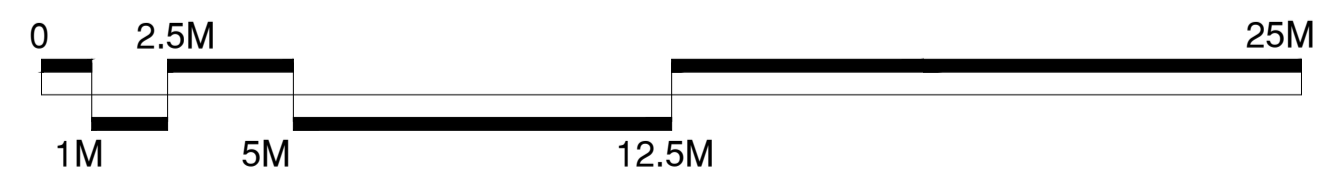
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TITLE

Enfield Playing Fields
3G Artificial Grass Pitch (AGP)
Proposed Acoustic Fence
Elevation

PROJECT	SCALE	SIZE
SS2008	1:150	A1

DRAWING No	REVISION
05b	00

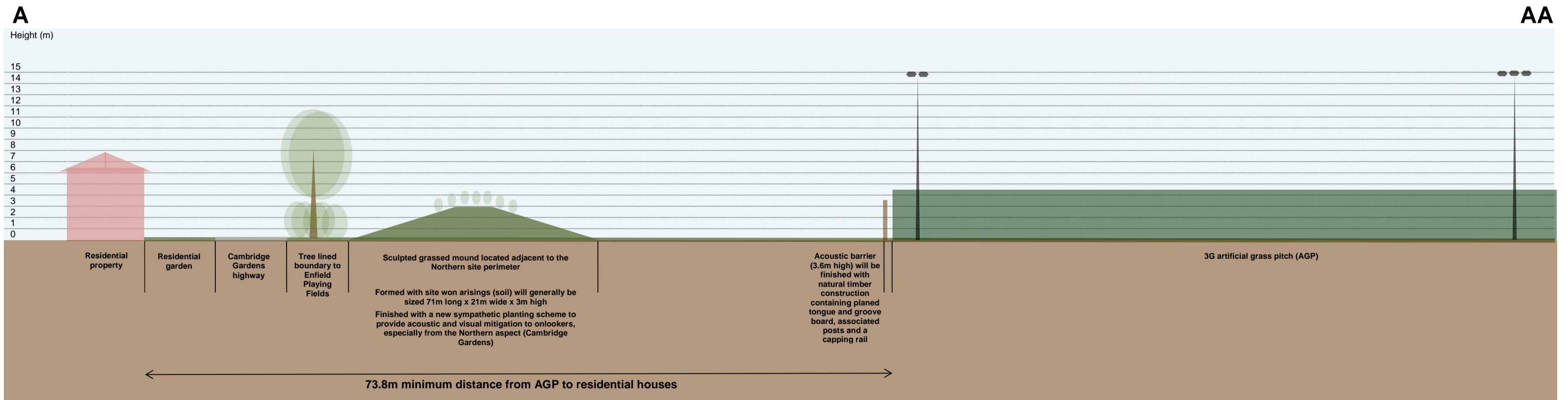
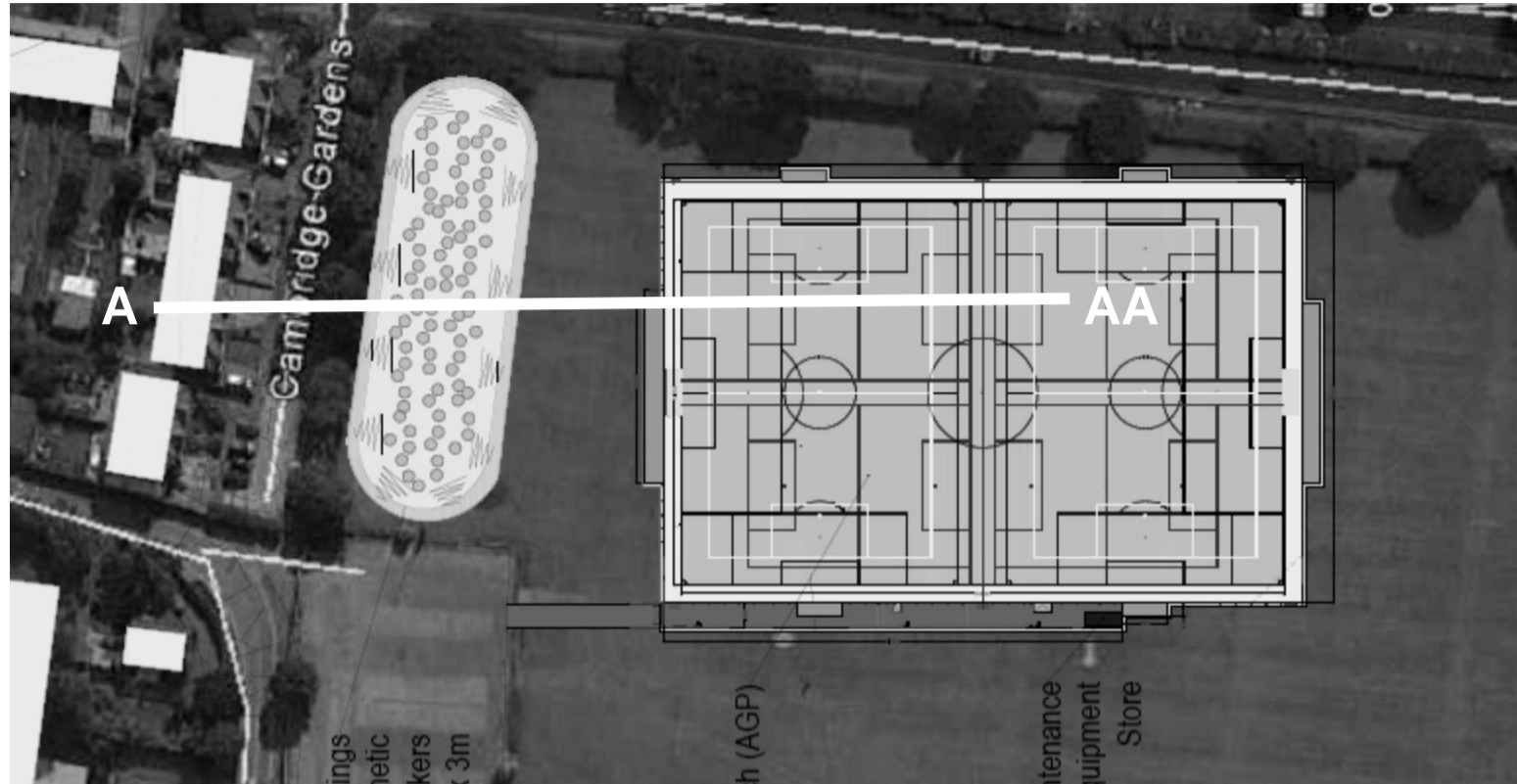


Elevation of proposed acoustic fence North to South - Scale 1:150 - AGP Pitch Location Southwards

Enfield Playing Fields

Creation of new external 3G Artificial Grass Pitch (AGP)

Site Section Illustration



FMC project code	BM25583/0197
Client	Enfield Playing Fields
Document Title	Site Section Illustration

Figure 4: Predicted AGP Noise Emission with Barrier

