

# Southgate College, Southgate

in the London Borough of Enfield

planning application no. TP/09/0089

## Strategic planning application stage 1 referral (new powers)

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008

## The proposal

Outline planning application for the replacement and refurbishment of existing college buildings, the replacement of the public library and new restaurant, theatre and gymnasium. The application is for access and layout only.

## The applicant

The applicant is **Southgate College**, and the architect is **Dyer Architects**.

## Strategic issues

The redevelopment of the college site to improve the existing **education** offer is supported. The other facilities such as the new library building are also welcomed. The general layout is generally supported, however further information is awaited on **access** changes. Further analysis is required on the **transport, energy** and **sustainable design measures**.

## Recommendation

That Enfield Council be advised that the application does not comply with the London Plan, for the reasons set out in paragraph 54 of this report; but that the possible remedies set out in paragraph 56 of this report could address these deficiencies.

## Context

1 On 9 February 2009 the Mayor of London received documents from Enfield Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 20 March 2009 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Category 1B of the Schedule to the Order 2008: *"Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings –(c) outside Central London and with a total floorspace for more than 15,000 sq.m."*

3 Once Enfield Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website [www.london.gov.uk](http://www.london.gov.uk).

## Site description

5 The 2.65 hectare existing college site is located on the High Street, Southgate. The College provides vocational training for 16 – 19 year olds and adult education. The site contains a mixture of college buildings from the 1960/70s and range in height from single to six storeys. Many of the buildings are in a poor state of repair.

6 Much of the site is utilised for buildings, which have a low architectural quality although there is a central grassed courtyard with several large trees, trees around several of the boundaries and a pocket of trees on the southern boundary. This also an expansive area of surface level car parking. The applicant has stated that there are 272 existing spaces, although this is the total number this site main site and another site on the other side of High Street (Minchenen Campus).

7 This application does not propose the redevelopment of the Minchenen Campus at this stage, although the overall objective of the College is to consolidate the college uses on to the subject site, which will free up the Minchenen site for future redevelopment for other uses.

8 The site fronts the High Street to the east and the existing public library, to the north/northeast is a mix of commercial properties some with residential above, to the west is Ashmore School, while to the south is a residential area. The site is adjacent to a row of grade II two storey residential buildings along High Street.

9 The nearest section of strategic road network is the A111, Chase Side that is located approximately 0.32km north of the site. The site has a public transport accessibility level of between 4 and 5 (on a scale where 1 is low and 6 is high). The nearest London Underground station is Southgate (on the Piccadilly line) located approximately 200 metres north of the site. There are a total of seven bus routes within walking distance of the site, providing services to Potters Bar, Enfield, and Wood Green.



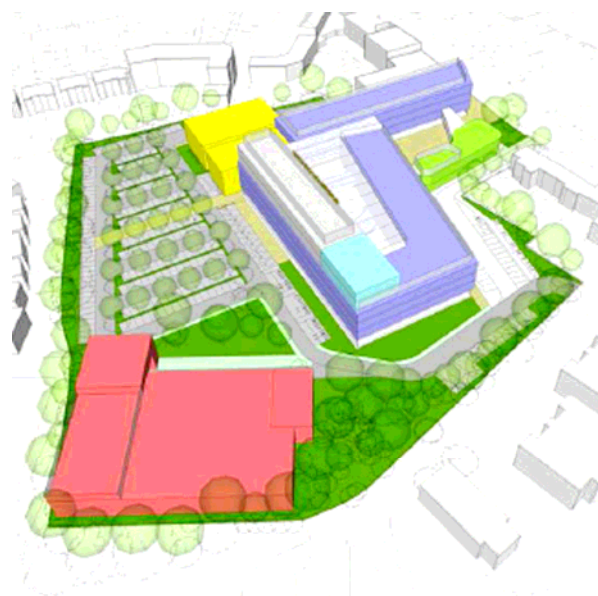
## Details of the proposal

10 The proposal seeks to provide new education facilities including teaching floorspace, a learning resource centre, , gymnasium, energy centre, new access routes, landscaping and the recladding of an existing six storey building.

11 The scheme also includes reprovision of the public library and the introduction of more public uses such as the restaurant, hair/beauty salons and a theatre.

12 The application has been made in outline for access and layout only.

13 The College is not specifically planning for growth of its operation, instead it is seeking to address the poor standard of accommodation to meet the Learning Skills Council standards.



Source: all images from design and access statement, Dyer Architects

## Case history

14 There is none relevant to this application.

## Strategic planning issues and relevant policies and guidance

15 The relevant issues and corresponding policies are as follows:

- Urban design *London Plan; PPS1*
- Mix of uses *London Plan*
- Transport *London Plan; the Mayor's Transport Strategy; PPG13; Land for Transport Functions SPG*
- Parking *London Plan; the Mayor's Transport Strategy; PPG13*
- Access *London Plan; PPS1; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*
- Sustainable development *London Plan; PPS1, PPS Planning and Climate Change Supplement to PPS1; PPS3; PPG13; PPS22; the Mayor's Energy Strategy; Sustainable Design and Construction SPG*

16 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 1994 Enfield Council Unitary Development Plan and the London Plan (Consolidated with Alterations since 2004).

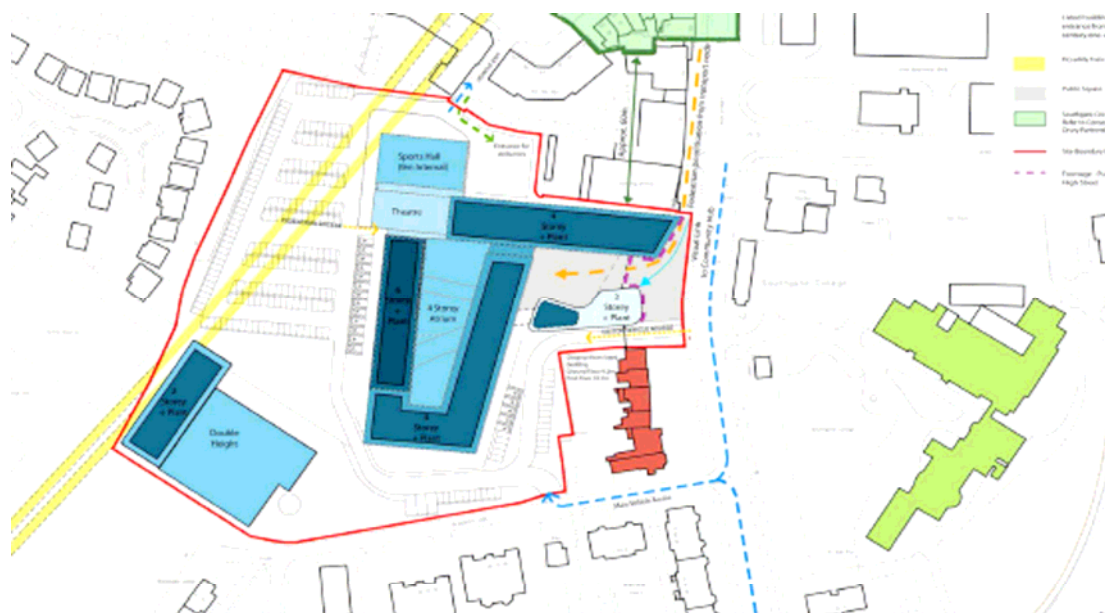
17 The Enfield Core Strategy development plan document (preferred options) is also a relevant material consideration.

## Urban design

18 As the application is made only in outline, there is limited information available on the detailed design. However, a design and access statement has been submitted in support of the application which discusses the design rationale.

19 The application seeks to create a more coordinated built form on site, compared to the disjointed existing layout. The new layout is based around the retained main block, the relationship with High Street and the listed buildings, and the surrounding development including the residential properties to the south. Although, bulk and height are not part of the application, information is provided as to proposed building heights that range from two storeys on that portion of the site adjacent to High Street and the listed buildings, raising up four or six storeys on other parts of the site.

20 The proposals create a public square on to High Street adjacent to the new public library and the public uses such a hair/beauty salons. The main teaching areas are located away from the main road. A three-storey atrium will be created between the retaining main block and the new south block.



21 The proposed layout provides for 2,457 sq.m. of open space an increase on the existing 1,915 sq.m. This increased provision of open space is welcomed, much of it being public space in accordance with policy 4B.3 'Enhancing public realm'.

22 Given that building height and design does not form part of this application, it is not possible to fully assess the impact of the proposals on the adjoining listed buildings in line with London Plan policy 4B.12 'Heritage conservation', however, the separation and lower built form appear appropriate.

23 The re-use of the existing building is supported in line with London Plan policy 4B.1 *'London's buildings – retrofitting'* and the re-use of the existing college site is also welcomed.

24 It is hoped that in the detailed design stage, those buildings fronting the street are of high architectural quality to give the College a strong identity within the area.

25 The provision of access road wrapping around the site from both High Street and from the north is queried and appears a little convoluted. It is understood, the access arrangements are subject to change as the applicant is in discussion with Enfield Council and neighbouring residents. Further comments will be provided on this once the new arrangements are known.

26 Subject to further detail on the access arrangement and internal site layout, the proposal is in general accordance with London Plan policy 4B.1 *'Designs for a compact city'*.

## **Mix of uses**

27 The re-provision of the college and the public library and the introduction of more public uses such as the restaurant and hair/beauty salons are welcomed in terms of London Plan policies 3A.25 *'Higher and further education'* and 3B.3 *'Mixed use developments'*. The mix of uses should provide benefit to the wider community and create a lively addition to the Southgate area.

## **Transport**

28 Further clarification is required on the anticipated increase in staff and students following completion of the proposal. If there is an anticipated increase in the number of staff and students, then a trip rate assessment should be carried out in accordance with Transport for London's best practice guidance.

29 The scheme proposes 236 car parking spaces on this site. This is in compliance with London Plan policy 3C.23 *'Parking Strategy'* (including Annex 4). However, any reduction in car parking numbers would be welcomed, in light the excellent public transport that serves the site.

30 A total of 120 cycle parking spaces are proposed for this development. A comment on the appropriateness of this provision will be made, once the staff and student numbers have been confirmed by the applicant. All cycle parking should be provided in line with Transport for London's cycle parking standards of 1 per 8 staff/students. All cycle parking provided should be safe, covered and secure. A plan showing the location of cycle parking should be submitted and reviewed prior to any planning grant of planning permission. This will ensure compliance with London Plan policy 3C.22 *'Improving conditions for cycling'*.

31 It is noted that the site will have shared surfaces between pedestrians, cyclists and vehicles. Within the detailed design of this space, careful consideration should be given of the shared surface to avoid user conflicts, particularly in relation to students or staff with limited mobility or impaired vision.

32 A full walking audit should be undertaken to assess the condition of all footways and crossings and, where deficiencies exist, a financial contribution will be sought. All footways should be DDA compliant and crossings should be in line with BV165 standards. This will ensure compliance with London Plan policy 3C.21 *'Improving conditions for walking'*.

33 Transport for London expects a bus stop audit survey to be carried out by the applicant. All bus stops within 400 metres of the site should be surveyed as should routes to bus stops and where deficiencies exist a capped contribution of £10,000 per bus stop will be sought.

34 No information has been provided on bus trip numbers to be generated by the development, including origin and destination projections for new travellers. It is noted that bus route 121 is already operating near capacity. Following submission of passenger numbers and trip origins, it may be necessary to make financial contributions towards increasing capacity on route 121. This will ensure compliance with London Plan policy 3C.20 *'Improving conditions for buses'*.

35 A construction logistics plan and delivery and servicing plan as set out in the London Freight Plan 2008 should be secured by condition or S.106. These should aim to consolidate delivery trips in order to reduce the number of road trips generated.

36 A commitment by the developer to use environmentally sustainable firms who are members of Transport for London's Freight Operator Recognition Scheme. This will ensure compliance with London Plan policy 3C.25 *'Freight Strategy'*.

37 Should this planning permission be granted, the developer and their representatives are reminded that this does not discharge the requirements under the Traffic Management Act 2004. Formal notifications and approval may be needed for both the permanent highway network scheme and any temporary highway works required during the construction phase of the development.

38 A draft travel plan has been submitted as part of this application. Further attention should be paid to students and visitors, as well as staff. SMART targets need to be set. The travel plans should be produced in guidance with TfL's *Guidance for workplace travel planning for development*. A final version of the travel plan should be submitted and reviewed prior to grant of planning permission. This is required in order to conform with London Plan policy 3C.2 *'Matching development to transport capacity'*.

## **Energy**

39 Given the limited information on the detailed design and facades and given the outline nature of this application, modelling results of another college have been used. The baseline emission of the school modeled are representative of a school that complies with building regulations 2006 and unregulated energy usages have been considered, this is acceptable.

40 Following that approach, the baseline emissions have been estimated to be circa 760 tonnes of carbon dioxide per annum.

41 As required by London Plan policy 4A.3 *'Sustainable design and construction'*, the applicant has proposed a series of energy efficient design measures. It has been estimated that these measures will reduce the carbon emissions by 10-20% beyond building regulation 2006 minimum requirements. Given the outline nature of the scheme, it is difficult to comment on the appropriateness of this or the thoroughness of the measures proposed, therefore it is suggested that a condition be included on the planning permission requiring detailed modeling to be undertaken and the confirmation that the proposed demand reduction/energy efficiency measures will achieve carbon savings beyond building regulations 2006 minimum requirements. Examples of some relevant conditions are included in Appendix 1 of this report.

42 In line with policy 4A.6 *'Decentralised Energy: Heating, Cooling and Power'*, the applicant has considered the suitability of using combined heat and power for the proposed scheme and the conclusion is that the heat base load will be too small to justify its implementation. It is acknowledged that this scheme does not lend itself to the use of combined heat and power.

43 In terms of the potential of the scheme for future connection to an external district heating scheme or heat network the applicant has stated that this scheme will install the infrastructure that is required for this to happen. This statement is welcomed and accordingly indicative drawings

should be provided showing the heat network/hot water circuit that would be used to supply the heating requirements of the development indicating where the heat generating plant would be installed. The provision of such infrastructure should also be secured by condition.

44 The applicant has concluded that 20 sq.m. of solar collectors could be installed which would contribute to 50% of the domestic hot water load. This would save carbon emissions by a further 0.3%. This contribution is minimal compared to the London Plan target of 20% as outlined by policy 4A.7 'Renewable energy'. There appears to be capacity to increase the contribution of solar thermal to the hot water requirements of the scheme. This issue should be addressed.

45 The applicant has concluded that an open ground source heat pump system rated at 400kW could be installed reducing carbon emissions by a further 4.7%. The water flow rate that can be extracted from the underground aquifer feeding the heat pump above will ultimately determine the open loop ground source capacity that can be installed. Though no detail tests have been undertaken at this stage the applicant has assumed that a flow rate of 10-20 l/s is achievable. This system has been estimated to supply 75% of the site's space heating demand with the rest being supplied with top-up gas boilers and 75% of the cooling demand.

46 The applicant has stated that the results of the test borehole, which will confirm the flow rate available, will be available before end of January 2009. This information should now be provided.

47 The use of solar thermal collectors and ground source heat pumps would reduce total carbon emission by a further 5%. The applicant should clarify why no more solar thermal collectors can be installed.

48 The use of photovoltaics has been identified as a suitable technology to generate renewable electricity. There could be as much as 800 sq.m. of photovoltaic modules could be installed on the roofs which would save carbon emissions by a further 4.8%. This option has been disregarded due to the high costs this would imply, although it is technically possible. Instead, the applicant has committed to installed suitable risers that would allow photovoltaic modules to be easily installed in the future, should the costs associated of these decrease.

## **Sustainable design**

49 The measures outlined in the sustainability statement, should be secured by condition for the detailed design of the building. These measures included rainwater harvesting, and uses of sustainable sources of timber.

50 However, further analysis is sought in this respect. The applicant should include measures outlined in London Plan policies 4A.1- 4A.21, including green and brown roofs and walls, sustainable urban drainage systems, low energy appliances and measures to reduce water consumption. A more robust analysis of the performance of this application in light of these policies should be provided.

## **Local planning authority's position**

51 Unknown at this stage.

## **Legal considerations**

52 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

## **Financial considerations**

53 There are no financial considerations at this stage.

## **Conclusion**

54 London Plan policies on are relevant to this application. The application complies with some of these policies but not with others, for the following reasons:

- The reprovision of enhanced education facilities with ancillary and complementary other uses is supported in strategic policy terms, policy 3A.25 and 3B.3.
- The provision of open space and a public square is welcomed in accordance with policy 4B.3. Further information is awaited on the site access and layout to determine compliance against policy 4B.1.
- Given the outline nature of the proposal, it is not possible to compare the scheme against policy 4B.12.
- The proposed level of parking complies with policy 3C.23.
- The proposal has not yet demonstrated compliance with policies 3.22, 3C.21, 3C.20, 3C.25 and 3C.2, relating to transport.
- The proposal does not comply with policy 4A.7 or 4A.3, but the approach to policy 4A.6 is accepted.

55 On balance, the application does not comply with the London Plan.

56 The following changes might, however, remedy the above-mentioned deficiencies, and could possibly lead to the application becoming compliant with the London Plan:

- Further detail on proposed changes to the scheme in relation to access and layout are required.
- Details on the proposed cycle parking facilities should be provided.
- Potentially, pedestrian and bus stop improvements will required, subject to the submission of information of trip generation information.
- A freight strategy, construction logistics and a delivery and servicing plan should be secured.
- The energy strategy should be improved in relation to the comments raised in this report, this should include drawings of the district heat network and provision of borehole data.



- The sustainability strategy should include a greater number of measures to improve the environmental performance of the building.

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for further information, contact Planning Decisions Unit:

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## **Appendix 1:**

### **Suggested energy conditions**

- *Full details of Energy Efficient Design measures for the proposed development, or any part of the development, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. These details shall include building regulations-compliant modelling work demonstrating that 2006 Building Regulations requirements in relation to energy efficiency are exceeded by 10% with the use of demand reduction and/or energy efficiency measures.*
  
- *The energy efficient design measures identified in the [Energy Report dated xx/xx/xxxx] shall be implemented in accordance with the principles described and thereafter maintained unless otherwise agreed in writing by the Local Authority.*