

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 25th February 2014

Report of
Assistant Director - Planning,
Highways & Transportation

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Ward: Palmers
Green

Application Number : P13-03626LBE

Category: Other Development

LOCATION: PALMERS GREEN LIBRARY,SOUTHGATE TOWN HALL, 251, GREEN LANES, LONDON, N13 4EY

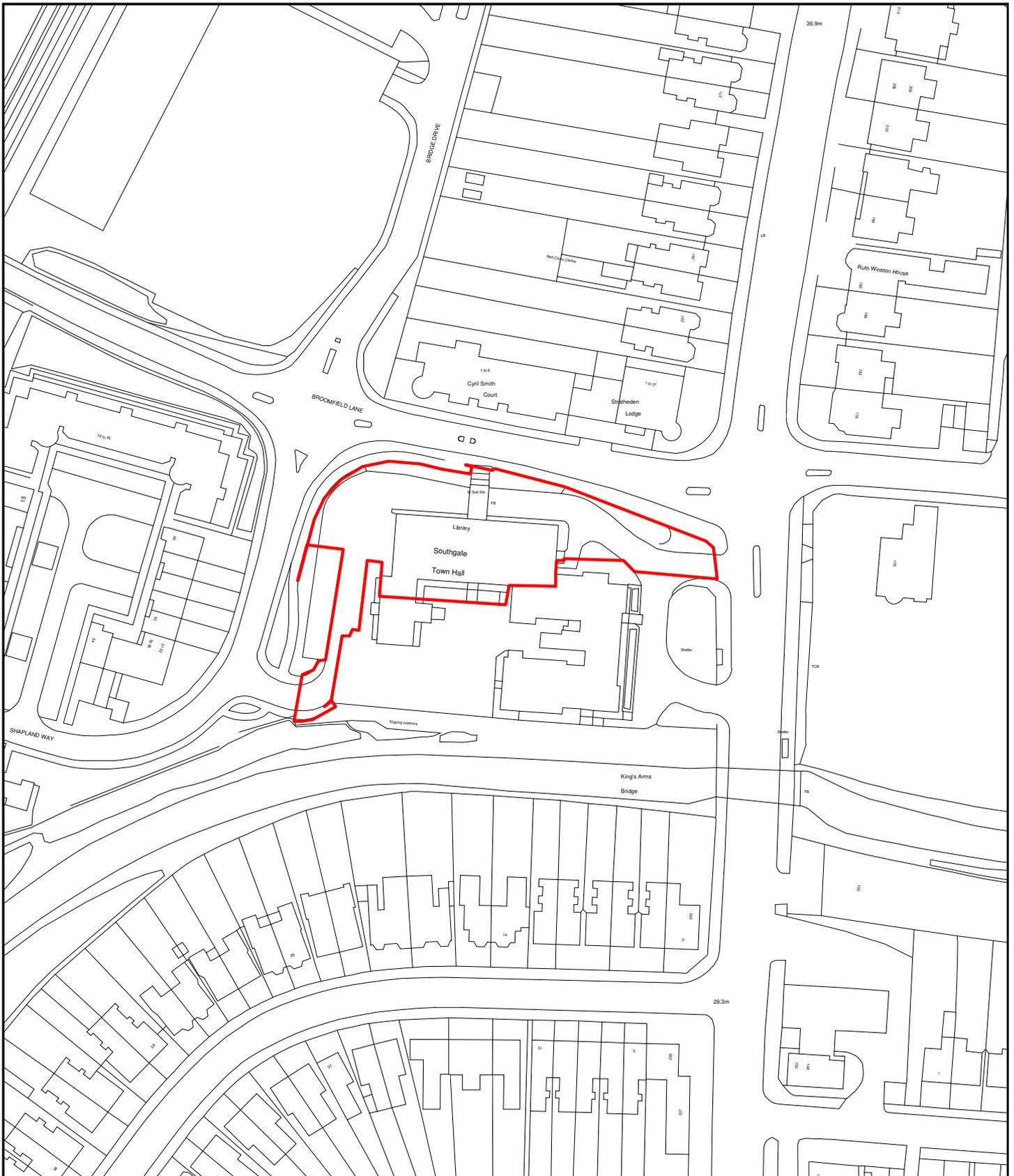
PROPOSAL: Sub-division of internal floorspace to provide library and health centre/doctors' surgery (D1) involving refurbishment of building, 2-storey extension to the north east elevation to provide a lift shaft, glazed staircase enclosure and canopy to entrance, new windows and roof and revised car parking layout and associated landscaping.

Applicant Name & Address:
Anne Crowne
Property Services -Enfield Council
Civic Centre,
Silver Street,
Enfield,
EN1 3XA

Agent Name & Address:
T Nadaraju,
Enfield Council Architects Service
Civic Centre
Silver Street
Enfield
EN1 3XA

RECOMMENDATION:

In accordance with Regulations 3 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be **GRANTED** subject to conditions.



Development Control



Scale - 1:1250
Time of plot: 10:46

Date of plot: 10/02/2014

1. Site and Surroundings

- 1.1 The application site comprises the three storey 1940s built library annexe and grounds located off Green Lanes south of Palmers Green town centre. Southgate Town Hall, including its frontage and part of rear curtilage, remains a wider part of the site although does not form part of this application proposal(s). The north, east and west sides of the library building are currently used for car parking while the southern side has frontage onto the New River. The north and east frontages of the site include some soft landscaping including a variety of mature trees, none of which are subject to Tree Preservation Orders. The buildings have local, historical and architectural merit although they are not statutorily listed or part of a designated Conservation Area.
- 1.2 The total site area including the grounds is 0.22ha and the combined gross floor area of the building is 1663m². The former western annexe to the library building has recently been demolished as part of an enabling programme. The site has one vehicle access sited to the west off Shapland Way and good public transport accessibility, as evidenced by a PTAL rating ranging between 3 and 4.
- 1.3 The surrounding area is a mix of residential, community and commercial uses. Palmers Green district town centre is directly to the north of the site and includes a mix of convenience and comparison retail provision. Residential development of 2- 3 storeys is located to the west. Directly to the north of the site, on the opposite side of Broomfield Lane is Cyril Smith House which comprises 3-4 storey sheltered housing flats for elderly people.

2. Proposal

- 2.1 This proposal represents the first phase of the Council's programme for securing the long term future of the site in accordance with the aims and objectives of the adopted Southgate Town Hall Brief.
- 2.2 The application proposals would enable the physical disassociation of Palmers Green Library from Southgate Town Hall in preparation for the second and final phase of the development proposals for the site as a whole. Applications have only recently been received for the final phase and are currently under public and statutory consultation. These application will be reported to the Planning Committee in due course.
- 2.3 This application seeks planning permission to sub-divide the library building internally, re-providing a modern library service/space and a new health centre/doctors surgery. The health centre/doctors' surgery would occupy the basement and part of the ground floor measuring a gross internal floor area of 719m². The library would be sited within part of the ground floor and all of the first floor area measuring a gross internal floor area of 739m². General refurbishment of the exterior of the building will also take place comprising replacement windows and repair of roof.
- 2.3 A new public entrance point with canopy including a two-storey addition/extension (incorporating lift and staircase) to the northeast facing elevation will be provided. The north and east facing curtilage would be entirely pedestrianised with associated landscaping and areas for seating.

The existing parking areas to the rear will be resurfaced and reorganised to provide 15 parking spaces in total with further soft landscaping enhancements to the remaining side boundaries. Vehicle access for customers and service vehicles will be maintained off Shapland Way.

3. Relevant Planning Decisions

3.1 The relevant planning applications to date are as follows:

3.1.1 P13-01645LBE: Demolition of the west annexe of the library, erection of a 2-storey escape stairwell to south elevation and service entrance to the south west elevation. Approved 27-Aug-2013.

LBE/96/0026: Erection of new external lift shaft with entrance lobby at ground floor level. Approved 26-Nov-1996.

4. Consultations

4.1 Statutory and non-statutory consultees

4.1.1 Thames Water

Thames Water raises no objections.

4.1.2 Biodiveristy

The Council's Biodiversity Officer raises no objections although recommends a Sustainable Urban Drainage scheme (SUDs) is secured to enhance biodiversity value of the site post development.

4.1.3 Natural England

Natural England raises no objections.

4.1.4 Environmental Health

Environmental Health raises no objections.

4.1.5 Highways

The Traffic and Transport Officer has not objected to the proposals subject to planning conditions that would secure details of hard surfacing, details of access, refuse storage and cycle parking.

4.1.6 National Grid

National Grid raises no objections.

4.1.7 Design Out Crime Officer

The Design Out Crime Officer has not objected to the proposals although requests that the proposals embrace Secure by Design principles and practices.

4.1.8 Tree Officer

The Tree Officer has not objected although requests a detailed landscaping scheme to be submitted for agreement before the development commences.

4.1.9 Sustainable Design & Construction Officer

The Sustainable Design and Construction Officer has not objected subject to planning conditions that will secure the energy and BREAAAM commitments made by the applicant.

4.2 **Public response**

4.2.1 Notification letters were sent to 66 neighbouring residents and a site notice has been displayed on the highway adjacent to the main pedestrian entrance to the library. 1 letter of objection has been received to date raising the following concerns:

- Proposals for site are not consistent with what has been previously advertised in public; and
- Inclusion of a health centre may result in a pharmacy which could affect existing provision.

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 was approved by Council on 27th March 2013 and has now been submitted for examination to the Secretary of State. Hearing sessions are scheduled for late April and the examination period is anticipated to run through to the end of summer of 2014. The DMD provides detailed criteria and standard based policies by which planning applications will be determined.

5.3 The policies listed below are considered to be consistent with the NPPF and therefore it is considered that due weight should be given to them in assessing the development the subject of this application.

5.4 London Plan incorporating Revised Early Minor Amendments (REMA)

3.16 Protection and enhancement of social infrastructure

3.17 Health and social care facilities

5.3 Sustainable design and construction

5.7 Renewable energy

- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking
- 7.1 Building London's neighbourhoods and communities
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.8 Heritage assets
- 8.3 Community infrastructure levy

5.5 Local Plan – Core Strategy

- SO1 Enabling and focusing change
- SO2 Environmental sustainability
- SO5 Education, health and wellbeing
- SO9 Natural environment
- SO10 Built environment
- CP9 Supporting community cohesion
- CP11 Recreation, leisure, culture and arts
- CP20 Sustainable energy use and energy infrastructure
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP31 Built and landscape heritage
- CP36 Biodiversity

5.6 Saved UDP Policies

- (II) C36 Tree replacement
- (II)GD3 High standard of functional and aesthetic design
- (II) GD6 Traffic generation
- (II) GD8 Access and servicing
- (II) GD13 Surface water drainage and prevention of flood risk
- (II) T32 Provision of parking for disabled persons

5.7 Submission Version – Development Management Document (DMD)

- DMD16 Provision of new community facilities
- DMD37 Achieving high quality and design-led development
- DMD42 Design of civic/public buildings and institutions
- DMD 44 Preserving and enhancing heritage assets
- DMD45 Parking standards and layout
- DMD47 New roads, access and servicing
- DMD48 Transport assessments
- DMD49 Sustainable design and construction statements
- DMD51 Energy efficiency standards
- DMD53 Low and zero carbon technology
- DMD61 Managing surface water
- DMD64 Pollution control land assessment
- DMD79 Ecological enhancements
- DMD80 Trees on development sites
- DMD81 Landscaping

5.8 Other relevant policy

National Planning Policy Framework (NPPF)
Southgate Town Hall Planning Brief (October 2011)

6. **Analysis**

6.1 The main issues to consider is the application are as follows:

- i. The principle of sub-division to provide a combined library and health centre/doctor's surgery facilities;
- ii. The impact of the extensions, refurbishment works and pedestrianised area on the character and appearance of the building and surrounding area;
- iii. Impact on neighbouring amenities;
- iv. Environmental sustainability and biodiversity;
- v. Impact on highways and parking provision; and
- vi. Community Infrastructure Levy.

6.2 Principle of sub-division

6.2.1 The principle of sub-division would facilitate the effective and efficient use of a historically underused building, by accommodating two separate community uses in one location for the benefit of the existing local and surrounding community. This approach is underpinned/supported by strategic and local planning policies including the aims and objectives of the Southgate Town Hall Brief. The principle of sub-division to provide a better use of the building for community purposes is therefore considered acceptable.

6.3 Extensions and refurbishment

6.3.1 Integral to the sub-division works would be the addition of a new public access point to the northeast side of the building. This would entail the addition of a new entrance for the library, as well as a secondary access to the proposed health centre/doctor's surgery. Alongside this new access, a new staircase measuring 3.1m (w) x 6.2m (d) x 8.1m (h) will be erected and a separate lift shaft measuring 2.2m (w) x 2.1m (d) and 9.1m (h) enabling access to basement, ground and first floors. In terms of appearance, the lift shaft will be constructed in a blue engineering brick and the staircase with glazed elevations.

6.3.2 The siting, scale and external appearance of the proposed extensions is considered to provide appropriate visual subordination from the main building whilst supporting combined and improved internal circulation between the respective (proposed) uses. A condition is recommended requiring the submission of full details of external facing material in order to ensure a satisfactory external finish is achieved.

6.3.3 The refurbishment works to the building would comprise the replacement of the existing "Critall" windows with the same and the repair of the roof. These works will assist in enhancement of the appearance of the building and therefore no objections are raised.

6.3.4 The pedestrianisation of the north and east surrounding curtilage would enhance the public realm and allow for improved access into the site and buildings. Combined with the extension works to the north east elevation, it is considered that the overall physical relationship of the building and its connectivity with Palmers Green would be enhanced. Whilst a detailed specification has not been provided for the hard and soft landscaping of the pedestrianised area, it is considered that this could be satisfactorily dealt with by planning condition.

6.3.5 Overall, the proposed extensions to the northeast elevation, the external refurbishments and provision of a new pedestrianised area are considered to deliver significant improvements to the existing building and surrounding environment. As such the proposals comply with adopted strategic and local plan policies as well as the aspirations set out in the Southgate Town Hall Brief.

6.4 Impact on neighbouring properties

6.4.1 Given the location and nature of the works proposed relative to the nearest residential occupiers, it is considered the resulting impact on amenities would be acceptable.

6.4.2 Whilst it is noted that the location of the new staircase/lift building to the northeast elevation would obscure a window and its associated terrace sited to the north flank of Southgate Town Hall, it is not considered that the extent and/or degree of impact would be detrimental to any future proposed use of this area.

6.4.3 Overall the impact of the proposals on the amenities of neighbouring occupiers is considered acceptable.

6.5 Environmental sustainability and biodiversity

6.5.1 Policy 5.2 of the London Plan seeks to secure a 40% improvement in CO2 emissions over a 2010 Part L (in this case 2B) complaint baseline. The application is accompanied by an energy statement which explores the feasibility of achieving this target. The report concludes that a 10% improvement in Carbon emissions over a Part L baseline is technically feasible and can be delivered through modest adaptations to the building fabric, commensurate with the limitations inherent in within the existing building envelope and through the installation of a new gas fired boilers and the installation of air source heat pumps. In the consideration of a deficit from the adopted target, the Local Planning Authority must weigh up the constraints inherent in utilising the existing building fabric, associated sustainable design and construction measures and the apparent social benefits of a scheme that would deliver a refurbished library and health centre. On this basis, the supporting evidence demonstrates that the constraints imposed by utilising the existing fabric are acute with limited roof area or alternative technologies to push the development closer to the 40% target, in addition the attainment of a BREEAM 'Very Good' demonstrates that holistically the scheme has sought to maximise the credentials of the scheme where practicable. In this regard, and coupled with the valuable community asset created, it is considered that consistent with the NPPF the scheme is acceptable on this basis subject to conditions.

- 6.5.3 Policy DMD50 of the Development Management Document requires all major non-residential development to achieve a minimum of a 'Very Good' rating under BREEAM New Construction or relevant commensurate with the scope of the scheme. As this is a non-residential refurbishment and conversion it was considered that BREEAM 2008 Other Buildings would be the most effective environmental assessment method to maximise the sustainability of the development. The pre-assessment report indicates that the development would achieve a 'Very Good' rating and hence is consistent with the direction of travel adopted by DMD50 and is acceptable subject to a condition securing certification of the rating.
- 6.5.4 With regard to ecological enhancements, the applicant has acknowledged the myriad of opportunities available, and in particular the recommended provision of a SUDs scheme. Accordingly, the applicant has agreed to explore the provision of a SUDs scheme by looking at surface treatments to the parking areas at the rear. Should the Committee be minded to approve the application, it is recommended that an appropriately worded planning condition is included to secure this enhancement.

6.6 Highways and parking

Traffic Generation

- 6.6.1 Traffic and Transportation have indicated that the given the town centre location of the site, the proximity of public transport and the likelihood of linked trips to the site from other uses, the actual traffic that would be generated by the combined uses would not have a negative impact on the surrounding highway network or nearby junctions.

Car parking

- 6.6.2 It is noted that the provision of 15 car parking spaces is unlikely to be sufficient for both uses without appropriate onsite controls in order to minimise the potential for overcrowding and vehicle conflicts. The principle of a "Pay and Display" regime as identified by the applicant may be acceptable, although no further details have been provided to demonstrate how this would overcome the aforementioned concerns. It is also suggested that the applicant should also consider other measures such as the installation of a ticket barrier and the introduction of a "Pay and Display" regime on Shapland Way in order to ensure sufficient parking capacity is maintained at all times. Whilst it is acknowledged that there is potential for parking pressure within the site as well as the surrounding roads, based on the advice of Traffic and Transportation, it is considered that further details of parking management can be secured via an appropriately worded planning condition.

Access and servicing

- 6.6.3 Vehicular access to the site would be maintained off Shapland Way, which is acceptable. Similarly, despite the lack of a vehicle tracking plan for emergency and service vehicles, no objection is raised to provision of internal signage and/or segregated areas to prevent access to the main car park. These measures could be secured in tandem with a parking management plan should the Committee be minded to grant planning permission.

Refuse and cycle parking provision

6.6.4 The proposals indicate the provision of a refuse facility to the southwest corner (rear) of the building and seven cycle parking spaces within the pedestrianised area to the front. Further details of type/design of cycle stands and refuse storage can be secured via planning condition.

6.6.5 Overall the impact of the proposed uses on the local and strategic highways, having regard to traffic generation, demand for parking, servicing arrangements and cycle and refuse provision are considered acceptable subject to the inclusion of relevant planning conditions.

6.7 Community Infrastructure Levy

6.7.1 Under the current CIL Regulations the proposals would not be subject to the levy as it would not involve the creation of new floor space that exceeds 100m² nor has the building been vacant at any point within the last calendar year.

7. **Conclusion**

7.1 The proposed sub-division of the building to accommodate two community uses would support the aims of the Council in securing a long term and viable future for this site. The proposed extensions, external refurbishment works and provision of a pedestrianised area would also enhance the building and surrounding environment. The proposals are therefore considered acceptable for the following reason:

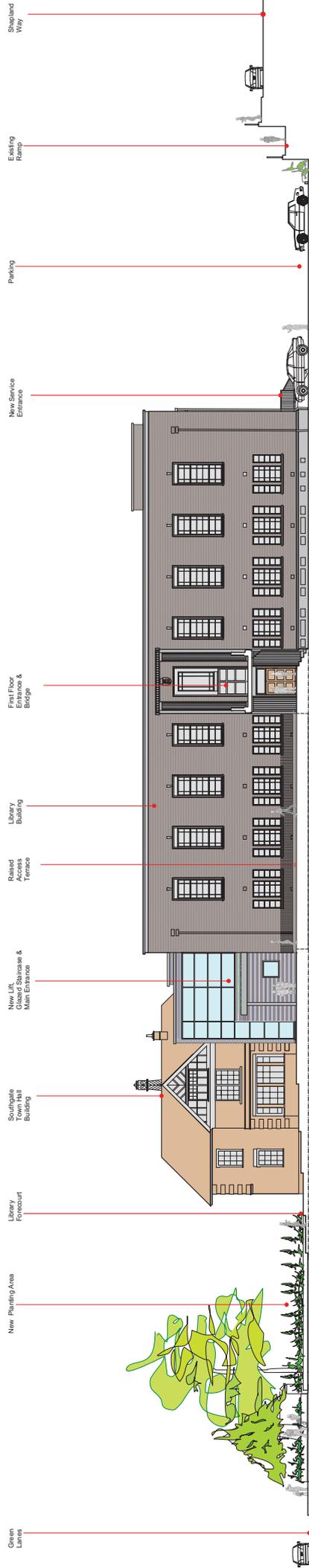
1. The development proposals would secure a long term and viable future of the site which includes the enhancement of the existing buildings and surroundings; improved library service and provision of health centre/doctors surgery. As such the proposals comply with Policies, C36, GD3, GD6, GD8, GD13 and T32 of the Unitary Development Plan; Policies SO1, SO2, SO5, SO9, SO10, 9, 11, 20, 24,25, 30 and 31 of the Core Strategy; Policies 16, 37, 42, 44, 45, 47, 48, 49, 51, 53, 61, 64, 79, 80 and 81 of the Submission Version Development Management Document; Policies 3.16, 3.17, 5.3, 5.7, 5.13,, 6.9, 6.10, 6.13, 7.1, 7.3, 7.4, 7.5, 7.6, 7.8, and 8.3 of the London Plan as well as the aims and objectives of the NPPF and Southgate Town Hall Planning Brief.

8. **Recommendation**

8.1 In accordance with Regulations 3 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be **GRANTED** subject to conditions in summary:

1. C60 - Approved plans
2. CO7 - External materials
3. CO9 - External surfacing materials
4. C11 - Details of enclosures
5. Sustainable Urban Drainage Scheme
6. Hours of opening (8am-8pm Mondays to Saturdays).
7. C17 – Details of landscaping
8. C59 - Cycle storage
9. C19 - Refuse storage
10. C30 - Restriction of open storage

11. The development shall not be occupied until a car park management strategy has been submitted to and approved by the LPA and implemented in accordance with the approved details. It is essential that the strategy ensures the car park is made available only for visitors to the library and health centre. The strategy may include but not be limited to Pay and Display bays or a physical barrier at the entrance.
- 12.
13. Reason: To ensure the car park is only used by visitors to the surgery or the library.
14. C49 - Restricted Use Class (Doctors Surgery) only
15. Energy Performance Certificate
16. Energy Efficiency
17. BREAAAM
18. C51a Time limit



Green
Lanes

New Planting Area

Library
Forecourt

Southgate
Town Hall
Building

New Lift,
Escalator &
Main Entrance

Raised
Terrace

Library
Building

First Floor
Entrance &
Bridge

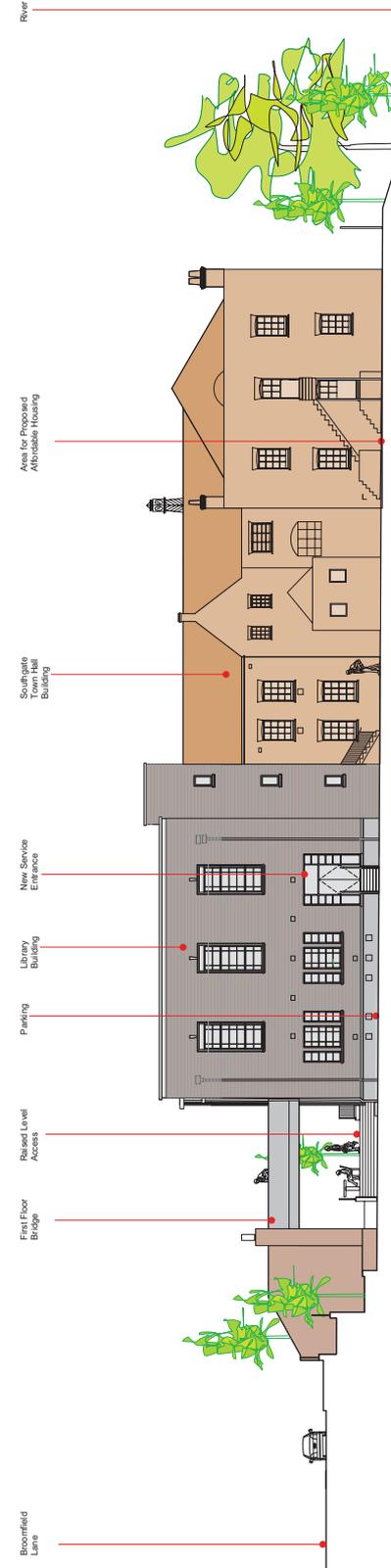
New Service
Entrance

Parking

Existing
Ramp

Shapland
Way

ELEVATION 1 (North Elevation)



Broomfield
Lane

First Floor
Bridge

Raised Level
Access

Parking

Library
Building

New Service
Entrance

Southgate
Town Hall
Building

Area for Proposed
Affordable Housing

River

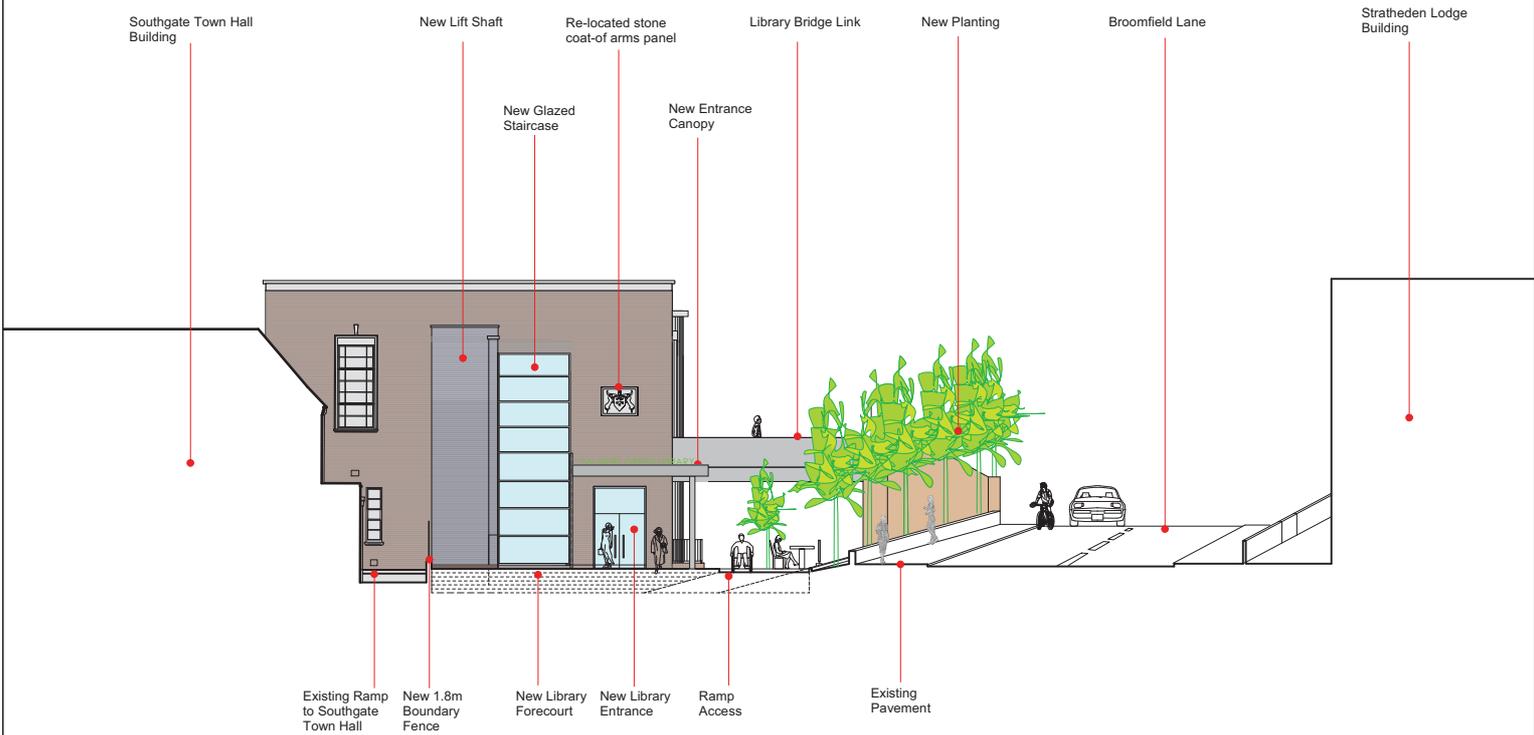
ELEVATION 2 (West Elevation)

NOTES

1) All existing windows of the library building are to be replaced/upgraded to match existing in so far as is practicable



ELEVATION 4 (South Elevation)



ELEVATION 3(East Elevation)

NOTES

1) All existing Windows of the library building are to be replaced/upgraded to match existing in so as far as is practicable



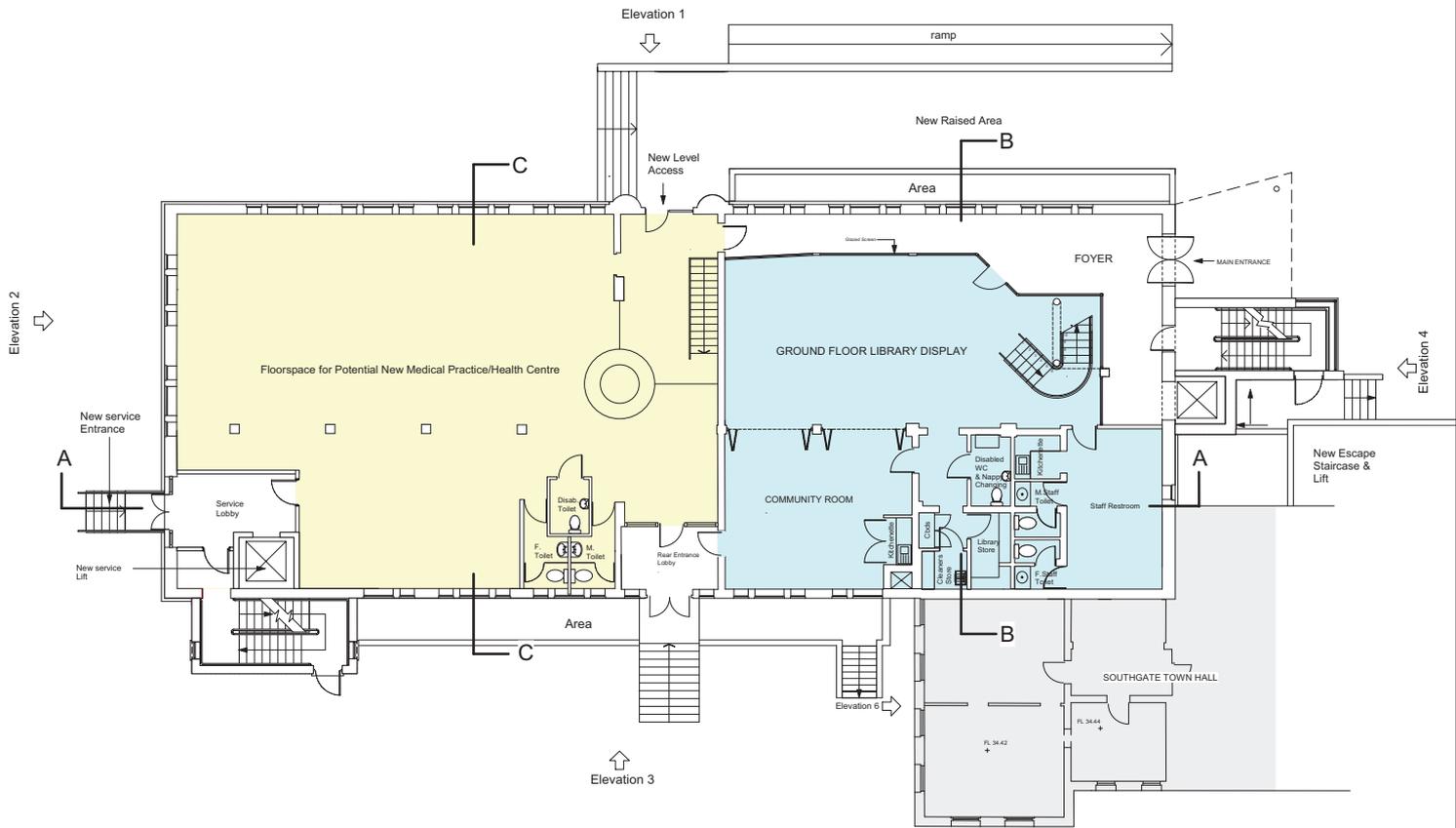


PALMERS GREEN LIBRARY

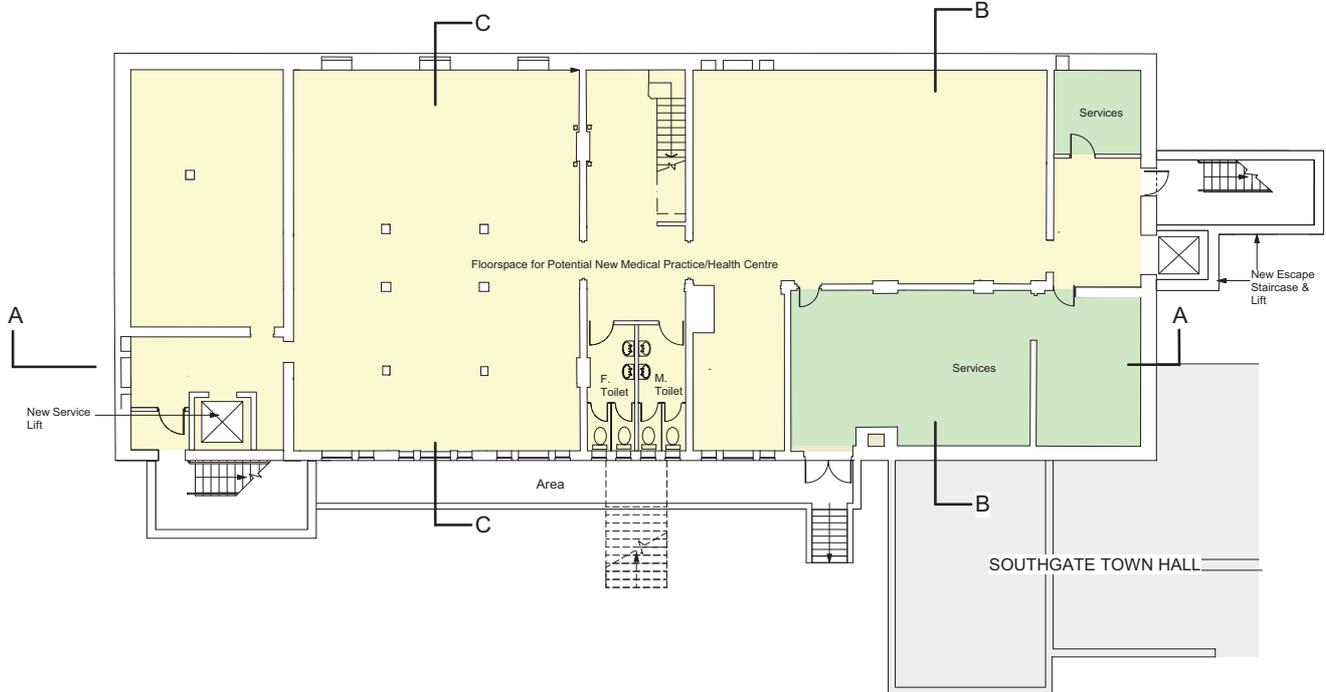
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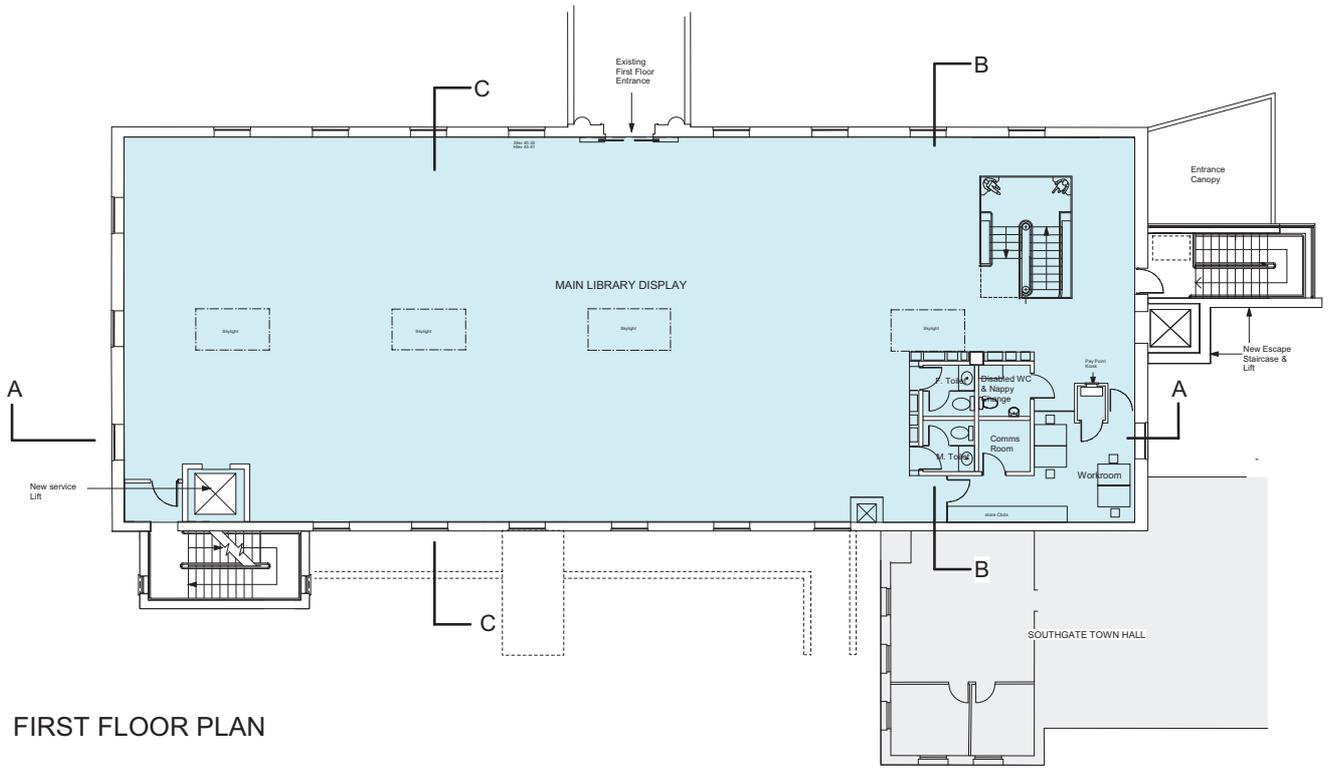
GROUND FLOOR PLAN



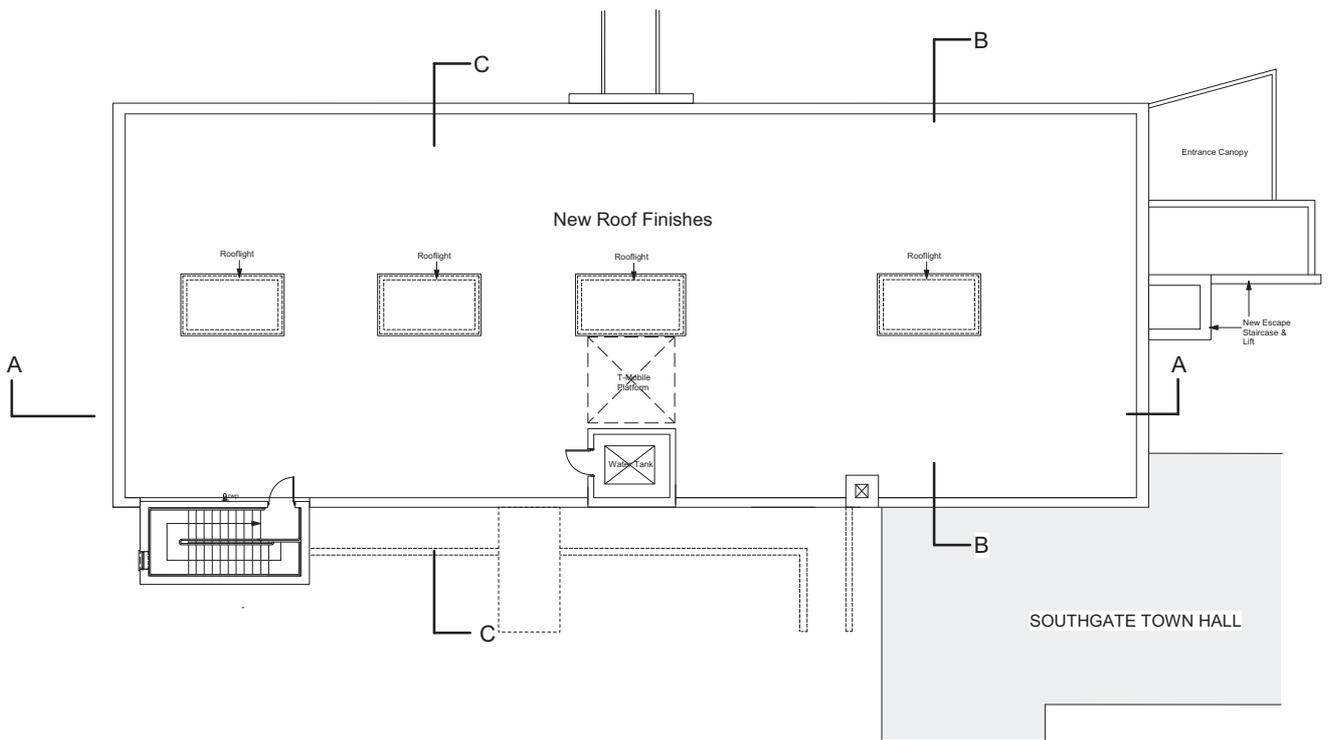
BASEMENT PLAN

KEY

- Library Use
- Floorspace for Potential New Medical Practice/Health Centre
- Service uses
- Foyer/Shared Use Spaces



FIRST FLOOR PLAN



ROOF PLAN

KEY

- Library Use
- Floorspace for Potential New Medical Practice/Health Centre
- Service uses
- Foyer/Shared Use Spaces