LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 22nd April 2014

Report of

Assistant Director - Planning, Highways & Transportation

Contact Officer:

Andy Higham Tel: 020 8379 3848 Sharon Davidson Tel: 020 8379 3841 Mr C. Ahmet Tel: 020 8379 3926 Ward: Palmers

Green

Application Number: P14-00285PLA

Category: Dwellings

LOCATION: SOUTHGATE TOWN HALL, 251, GREEN LANES, LONDON, N13 4XD

PROPOSAL: Conversion of office building to provide 19 residential units (comprising 9 x 1-bed and 10 x 2-bed self contained flats) involving rear extension to lower and upper ground floor, first floor rear infill extension, replacement windows, re-instatement of 2 windows to the basement facing the east, 1 x door opening to replace window opening at basement level to each flat, removal of external fire escape staircase, demolition of existing rear extension and associated landscape works.

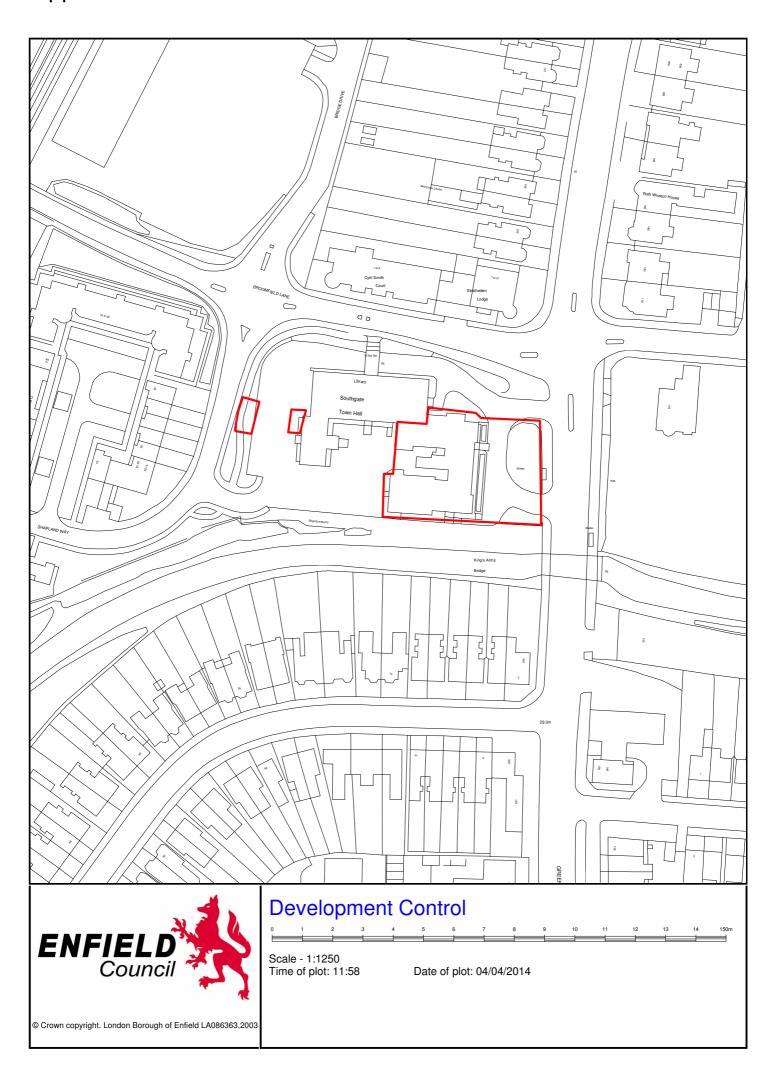
Applicant Name & Address:

Nicholas Langley, Hollybrook Mill House, 8, Mill Street, London, SE1 2BA **Agent Name & Address:**

RECOMMENDATION:

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

Application No:- P14-00285PLA



1. Site and Surroundings

- 1.1 The application site comprises Southgate Town Hall (now vacant) and its curtilage, located off Green Lanes, and parking spaces to the rear, south of Palmers Green town centre. The building as a whole remains physically connected to Palmers Green Library, although internal through access has been removed as part of the wider programme to secure long term uses for the site. The building has local, historical and architectural merit although it is not statutorily listed or part of a designated Conservation Area.
- 1.2 The front of the site accommodates a mix of hard standing areas (mainly made up of parking and road access), soft landscaping and a variety of mature trees which are subject to statutory protection (Tree Preservation Order No. 376/2014). The New River runs adjacent to the southern boundary with maintenance access retained within the site for Thames Water.
- 1.3 The total site area of the application site (including parking at rear) is approximately 1803 square metres. The site would retain vehicle access off Green Lanes (front) and Shapland Way (rear) for parking and servicing requirements. The sites central location provides a favourable PTAL level (Public Transport Accessibility Level) ranging between 3 and 4.
- 1.4 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. A mix of residential housing developments, of 2- 3 storeys in scale, are located to the north, west and south.

2. Proposal

- 2.1 The future of Southgate Town Hall and Palmers Green Library (and the local centre in general) was first explored in the Preferred Options report (2008) "Redevelop or refurbish the existing Palmers Green Library and re-provide a modern, purpose-built library facility on this site; and sensitively convert Southgate Town Hall for residential or office purposes"; and later in the Enfield Characterisation Study (2011) and Southgate Town Hall Development Brief. Each document adopts a common aim, to secure a long term and viable future for the site and its buildings.
- 2.2 In accordance with the above aims, Members will recall that planning permission was granted in February securing the refurbishment and reorganisation of the Library building to provide a library and health centre uses. This proposal represents in part the second (final) 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.
- 2.3 The associated redevelopment of the existing parking area to the rear of Southgate Town Hall forms the other part of this phase and is considered separately on this agenda (see planning reference P14-00291PLA).
- 2.4 This application involves the conversion of the Town Hall from office use to provide 19 residential units comprising a mix of 9 no. 1 beds and 10 no. 2

beds. To support the conversion works, the proposals would also include the demolition of the rear single storey toilet block, extension of the lower and upper ground floor and the infill extension of the first floor to provide a corridor link between apartments. Further external alterations comprising window replacement, as well as the introduction of new openings are proposed. Photo voltaic cells are also proposed, located to flat roof areas at the rear of the building.

- 2.5 Eight of the units would have their own private amenity space, with a secured communal courtyard (approximately 153 square metres in total area) provided at the rear of the building. The front curtilage would be secured by a new railing enclosure, which provides segregated access for vehicles and pedestrians.
- 2.6 Parking based on 1 space per dwelling will be provided; 8 in total sited to the front and 11 sited to the rear. Refuse and emergency servicing would remain to the front from Green Lanes.

3. Relevant Planning Decisions

3.1 The relevant planning applications to date are as follows:

P13-03626LBE: 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. Approved 25-Feb-2014

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 Traffic and Transportation

Traffic and Transportation raises no objections subject to planning conditions.

4.1.2 Environmental Health

Environmental Health has not objected to the proposals although recommends planning conditions to secure details of sound insulation, construction management plan and hours of control relating to deliveries and demolition.

4.1.3 Thames Water

Thames Water has not objected to the proposals.

4.1.4 <u>Sustainable Design & Construction</u>

The Sustainable Design Officer has not objected to the proposals although requests planning conditions to secure the energy efficiency and BREEAM rating commitments, Lifetime Home details, details of sustainable drainage, water efficiency, rainwater harvesting, renewable energy provision, a construction waste management plan, green procurement plan and considerate contractor accreditation.

4.1.5 Education

Education has not objected to the proposals subject to securing appropriate financial contributions in accordance with the adopted S.106 SPD.

4.1.6 Biodiversity

The Council's Ecologist has not objected to the proposals although requires that opportunities to enhance biodiversity is secured by planning condition.

4.1.7 London Fire & Emergency Planning Authority

The LFEPA has not objected although requires the applicant to ensure that sufficient provision for fire mitigation is achieved.

4.1.8 Design Out Crime Officer

The DOCO has not objected to the proposed conversion although expects that the proposals adopt as much of the standard criteria stated under Secure By Design as possible.

4.1.9 Aboricultural Officer

The Aboricultural Officer has not objected to the proposals although recommends conditions that secure adequate tree protection measures and landscaping details.

4.2 Public response

- 4.2.1 Joint letters of notification for this application and that for the new block of residential accommodation to the rear of the site were sent to 116 adjoining and nearby residents. In addition a notice has been displayed on site and in the local press.
- 4.22 The Southgate Civic Trust has replied raising no objections to the proposals.
- 4.2.3 David Burrows MP has objected raising the following concerns:
 - The loss of a local community building and heritage asset is unacceptable in principle;
 - Council has ignored the opportunity for greater community use of the building:

- There are not enough school places in the local area to cope with the additional demand that would be created from both developments; and
- Urge Council to extend time for consultation.
- 4.2.4 No further objections to this application have been received.

5 Relevant Policy

- 5.1 The National Planning Policy Framework (NPPF) published in March 2012 allowed local planning authorities a 12 month transition period to prepare for the full implementation of the NPPF. Within this 12 month period local planning authorities could give full weight to the saved UDP policies and the Core Strategy, which was adopted prior to the NPPF. The 12 month period has now elapsed and as from 28th March 2013 the Council's saved UDP and Core Strategy policies will be given due weight in accordance to their degree of consistency with the NPPF.
- 5.2 The Development Management Document (DMD) policies have been prepared under the NPPF regime to be NPPF compliant. The Submission version DMD document was approved by Council on 27th March 2013 and is now under examination. An Inspector has been appointed on behalf of the Government to conduct the examination to determine whether the DMD is sound. The examination process is a continuous process running from the submission through to receiving the Inspector's report. Part of the process will now involve oral hearing sessions and these will commence on Wednesday 23rd April 2014. The DMD provides detailed criteria and standard based policies by which planning applications will be determined, and is considered to carry greater weight now it is at examination stage.
- 5.3 The policies listed below are considered to be consistent with the NPPF and therefore it is considered that due weight should be given to them in assessing the development the subject of this application.

5.3.1 The London Plan (including Revised Early Minor Amendments 2013)

Policy 3.3	Increasing housing supply
Policy 3.4	Optimising housing potential
Policy 3.5	Quality and design of housing developments
Policy 3.6	Children and young people's play and informal recreation
	facilities
Policy 3.8	Housing choice
Policy 3.9	Mixed and balanced communities
Policy 3.11	Affordable housing targets
Policy 3.12	Negotiating affordable housing
Policy 3.13	Affordable housing thresholds
Policy 3.14	Existing housing
Policy 5.1	Climate change mitigation
Policy 5.2	Minimising carbon dioxide emissions
Policy 5.3	Sustainable design and construction
Policy 5.7	Renewable energy
Policy 5.8	Innovative energy technologies
Policy 5.9	Overheating and cooling
Policy 5.10	Urban greening

Policy 5.11	Green roofs and development site environs
Policy 5.13	Sustainable drainage
Policy 5.14	Water quality and wastewater infrastructure
Policy 6.3	Assessing the effects of development on transport capacity
Policy 6.9	Cycling
Policy 6.12	Road network capacity
Policy 6.13	Parking
Policy 7.1	Building London's neighbourhoods and communities
Policy 7.2	An inclusive environment
Policy 7.3	Designing out crime
Policy 7.4	Local character
Policy 7.6	Architecture
Policy 7.14	Improving air quality
Policy 7.15	Reducing noise and enhancing soundscapes
Policy 7.19	Biodiversity and access to nature

5.3.2 <u>Local Plan – Core Strategy</u>

CP2:	Housing supply an	d locations f	for new homes
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CP3: Affordable housing CP4: Housing quality CP5: Housing types

CP20: Sustainable energy use and energy infrastructure

CP21: Delivering sustainable water supply, drainage and sewerage infrastructure

CP22: Delivering sustainable waste management

CP25 Pedestrians and cyclists

CP26: Public transport

CP30: Maintaining and improving the quality of the built and open environment

CP31: Built and landscape heritage

CP32: Pollution CP36: Biodiversity

CP46: Infrastructure contributions

5.3.3 Saved UDP Policies

(II)GD3	Aesthetics and functional design
(II)GD6	Traffic
(II)GD8	Site access and servicing
(II)H8	Privacy
(II)H9	Amenity Space

5.3.4 Submission version Development Management Document

DMD 1 Affordable Housing on Sites Capable of Providing 10 units or more

DMD 3 Providing a Mix of Different Sized Homes

DMD 6 Residential Character

DMD 8 General Standards for New Residential Development

DMD 9 Amenity Space

DMD10 Distancing

DMD17 Protection of community facilities

DMD37 Achieving High Quality and Design-Led Development

DMD38 Design Process

DMD45 Parking Standards and Layout

DMD44 Preserving and enhancing heritage assets

DMD47 New Road, Access and Servicing

DMD48 Transport Assessments

DMD49 Sustainable Design and Construction Statements

DMD50 Environmental Assessments Method

DMD51 Energy Efficiency Standards

DMD53 Low and Zero Carbon Technology

DMD55 Use of Roofspace/ Vertical Surfaces

DMD57 Responsible Sourcing of Materials, Waste Minimisation and Green Procurement

DMD58 Water Efficiency

DMD59 Avoiding and Reducing Flood Risk

DMD64 Pollution Control and Assessment

DMD65 Air Quality

DMD68 Noise

DMD69 Light Pollution

DMD79 Ecological Enhancements

DMD80 Trees on development sites

DMD81 Landscaping

5.3.5 Other Relevant Considerations

National Planning Policy Framework and National Planning Policy Guidance The Enfield Characterisation Study (2011) Southgate Town Hall Planning Brief (October 2011) S106 SPD (November 2011)

6. Analysis

- 6.1 The main issues to consider are as follows:
 - i. Principle of conversion for residential use;
 - ii. General design:
 - iii. Amenity of neighbouring properties;
 - iv. Highway safety;
 - v. Sustainability and biodiversity;
 - vi. S.106 Obligations; and
 - vii. Community Infrastructure Levy

6.2 Principle of conversion

- 6.2.1 Until around 2011 the building accommodated the Council's Social Services back office functions. These functions have now been relocated to the Civic Centre. The Southgate Town Hall Development Brief identifies that residential use of the building is an appropriate alternative use. The proposals provide for the retention and preservation of this locally important building for the future as well as supporting the refurbishment works at Palmers Green Library, as approved under planning permission P13-03626LBE.
- 6.2.4 In addition to the above considerations, the proposed development would deliver additional housing, contributing to meeting both strategic and borough wide housing targets.

6.2.5 Overall, it is considered that the principle of the conversion to provide new housing would secure a long term and viable future for the building as well as support the wider aims and objectives of regenerating the site.

6.3 General design

Density

6.3.1 The density of development would amount to approximately 106 u/ha or 272 hr/ha. This density would comfortably fall within the recommended range of 200-450 hr/ha (PTAL 2-3) and 200-600 hr/ha (PTAL 4-6) for sites defined within an urban location. However, it will be noted that the quantum of development is not the only test of acceptability and matters such as privacy, parking and service provision would still need to be satisfied.

Layout and alterations

The proposals would seek to retain the original internal layout of the building, 6.3.2 with changes largely restricted to the introduction of some separating walls between units and the blocking up of openings. The extension works to provide improved circulation to the internal northeast corner of the building are acceptable in scale and appearance and would not harm the integrity of the original building. The removal of the modern toilet block and fire escape staircase would de-clutter the appearance of the building and its curtilage. All existing fenestration and door openings will be replaced in timber joinery of the same style to maintain the original integrity of the building. Subject to Building Regulation requirements, the applicant also indicates that they intend to retain as much of the original internal features as possible. Should the Committee be minded to grant planning permission, it is recommended that a planning condition is included that would secure a comprehensive survey of the internal features and how they can be integrated into the conversion works. Overall the proposed layout and alterations are considered to make the most efficient/best use of the building having regard to its atypical configuration and therefore would be acceptable.

Housing mix and space standards

6.3.3 The lower ground floor (basement) will accommodate 5 units in total, all 1 bed 2 person units; 7 units in the upper ground floor comprising 2 no. 1 bed 2 person, 2 no. 2 bed 3 person and 3no. 2 bed 4 person units; and 7 units in the first floor comprising 1no. 1bed 2 person and 6no. 2 bed 4 person units. In new developments including conversion schemes, normally the Council would seek applicants to provide a policy compliant mix, which in this particular case would involve more 3 bedroom units. However, given the limited scope of the building to accommodate private amenity for every unit, it would not be considered feasible to demand a greater proportion of family sized accommodation in this particular development. In terms of dwelling size, the minimum London Plan space standards have been met or exceeded in each case. Overall, it is considered that the proposed housing mix and dwelling sizes would be acceptable.

Amenity and landscaping

- 6.3.4 Eight of the nineteen units will be provided with their own private amenity areas. A private communal courtyard would also provide amenity for future occupiers. Whilst all units would not have their own private amenity space, it is considered that on balance the creation of additional balconies would cause more harm to the original integrity (and/or appearance) of the building compared to the benefit that would be derived.
- 6.3.5 Following amendments by the applicant, to restrict any further incursion into the tree bed by parking and refuse storage, the Aboricultural Officer is satisfied with the proposals subject to securing a landscaping scheme.

Refuse storage provision

6.3.6 In accordance with the Council's waste guidance advice, the development of this size would be required to provide 4 no. 1000 litre containers for general refuse and 1 no. 1280 litre container for recycled waste. Only four containers have been illustrated on the submitted plans although the scheme be approved, practical details can be reviewed under planning condition.

6.4 <u>Impact on Neighbouring Properties</u>

- 6.4.1 The building and site is largely isolated from nearby residential land uses given its location between Palmers Green Library to the north and west, the New River to the south and Green Lanes to the east. Whilst windows to the southwest facing elevation are retained (see Elevation No.8) serving habitable areas, there would be no mutual overlooking created by the proposed affordable housing block to the rear (see application ref. P14-00291PLA on this agenda).
- 6.4.2 Whilst the recommended separation distances between habitable areas overlooking the courtyard space would not be met, greater flexibility is considered appropriate given that the development relates to a conversion scheme.
- 6.4.3 The recommendations of the Environmental Health Officer relating to control over hours of demolition and delivery of construction materials are acceptable. A further condition controlling hours of construction is also recommended. However the request for a condition requiring details relating to sound insulation measures would not be acceptable as this would be controlled under the Building Regulations.

6.5 Highway Safety

Access

6.5.1 The site will be serviced from the front via the existing access to the south and from the existing hard standing. Refuse storage is sited next to the disabled ramp access to the north of the site as opposed to the original location adjacent to the southern access. It is noted that the refuse bins are sited approximately 40m from the existing southern access which is beyond the distance for collection as recommended in the Manual for Streets which is 25m, however vehicle tracking shows refuse vehicles can access and turn on

- the site at the front. This has been confirmed through revised plans (drawing number MBSK140403-1).
- 6.5.2 The proposed pedestrian access is part of the library / surgery development and comments are included in that application. The arrangement is acceptable although will be secured via a Section 278 (or by contribution) from application P13-03626LBE.

Traffic generation

6.5.3 The TA uses the industry standard methodology of assessing the site with the TRAVL database and the conclusion that traffic generation will not be unacceptable is agreed. The figures in Table 4.3 of the TA predict an overall reduction of in vehicle movements compared to the consented use as offices (42 fewer evening peak movements and 40 fewer AM peak movements), and the slight increase in trips in the AM peak departures (+3 for all modes) is considered to have a negligible impact.

Car and cycle parking

- 6.5.4 Based on The London Plan standards then a maximum provision of 19 spaces would be required. The revised plans show eight spaces to the front of the site and 11 to the rear, and the associated tracking diagrams confirm that vehicles can access all the bays individually and turn on the site to exit in a forward gear.
- 6.5.5 It is noted that the overall development of the site is subject to three applications. Taking the application for the units to the rear of the site into account then although the spaces are not shared equally, the overall parking provision is set at 22 spaces for 37 units, which gives a ratio of 0.59 spaces per unit and is considered acceptable and in line with developments with similar PTALs. There will need to be a parking management plan however to ensure spaces are managed, which should allow for some of the library/surgery spaces to be used for visitors at certain times and for vacant parking spaces to be used by visitors.
- 6.5.6 Cycle parking is provided within the building at ground floor level and is therefore secure and undercover. Nineteen spaces are proposed which is acceptable and accord with London Plan standards.

6.6 Sustainable Design and Biodiversity

- 6.6.1 The Sustainable Design Officer is satisfied that the development would achieve a BREEAM Excellent rating. Additional conditions will be included that secure the energy reduction commitments, details of how the BREEAM rating would be achieved, sustainable urban drainage, water efficiency and rainwater harvesting, construction site waste management and green procurement plans, considerate contractors, renewable energy provision, details of how Lifetime Homes are met.
- 6.6.2 The development would not cause harm or disturbance to any existing or known protected species. However it is recognised that there remains an

opportunity to enhance the ecological value of the site and it is therefore recommended that this is secured by planning condition.

6.7 <u>S106 Obligations</u>

- 6.7.1 The applicant has submitted a separate application for 18 affordable units on the adjoining site to the rear of the Town Hall (P14-00291PLA). Based on the combined total of residential units created (37) the level of provision for affordable housing would amount to 48%, exceeding the borough wide target of 40%. A legal agreement covering and linking both schemes will be required to secure affordable housing and education contributions including relevant monitoring fees before the conversion of the Town Hall commences.
- 6.7.2 The joint S106 Agreement will also need to secure a parking management plan across the two sites, this application and the affordable housing development within the new block to the rear, to ensure spaces can be used efficiently.
- 6.8 CIL
- 6.8.1 As of the April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development. Since April 2012 the Mayor of London has been charging CIL in Enfield at the rate of £20 per sqm. The Council is progressing its own CIL but this is not expected to be introduced until spring / summer 2015.
- 6.8.2 The conversion would not be liable for Mayoral CIL.

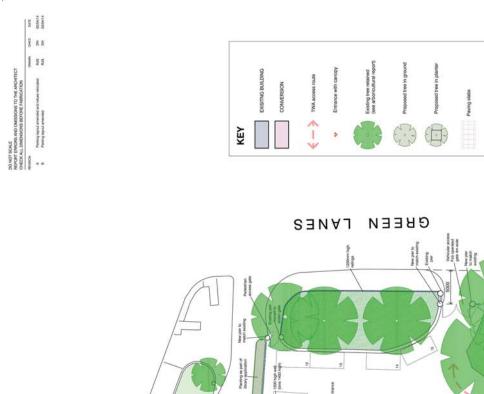
7. Conclusion

7.1 The principle of the conversion of Southgate Town Hall would provide a viable basis for the long term retention and preservation of a local important building, support the delivery of good quality residential accommodation in the Borough as well as contributing towards the ongoing wider regeneration commitments for the site, as set out in the adopted Development Brief. The additions and alterations to the building would enable a good quality of residential living accommodation to be provided as advocated in strategic and local planning guidance whilst at the same time being sensitive and commensurate to the historic nature of the building and the wider amenity of the area. The development would also be acceptable in terms of the impact on neighbouring residents and the safety and function of local highways.

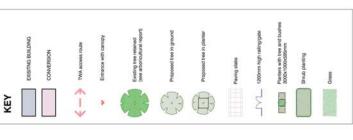
8. Recommendation

- 8.1 That subject to the completion of a S106 Agreement, the Planning Decisions Manager / Head of Development Management be authorised to **GRANT** planning permission subject to the following conditions:
 - 1. C61 Approved Plans
 - 2. C09 Details of Hard Surfacing

- 3. C10 Detail of Levels
- 4. C11 Details of Enclosure (Notwithstanding)
- 5. C14 Details of Access and Junction
- 6. C16 Private Vehicles Only Parking Areas
- C17 Details of Landscaping (including long term maintenance scheme)
- 8. C18 Details of Tree Protection
- 9. C19 Details of Refuse Storage & Recycling Facilities
- 10. C25 No Additional Fenestration
- 11. C41 Details of external lighting
- 12. NSC4 Construction Methodology (to include demolition and delivery of materials).
- 13. NSC7 Sustainable Drainage
- 14. NSC8 Biodiversity Enhancement
- 15. Water Efficiency
- 16. Rainwater Harvesting
- 17. Energy Performance Certificate
- 18. Energy Efficiency
- 19. Renewable Energy Provision
- 20. BREEAM Rating
- 21. Lifetime Homes
- 22. Green Procurement
- 23. Considerate Constructors
- 24. Construction Site Waste Management
- 25. Survey/measures to investigate retention of original features
- 26. Hours of construction (8am-6pm Mon-Fri, 8am-1pm Saturdays and No Sunday working).
- 27. C51A Time Limited Permission



BROOMFIELD LANE



19 FLATS BY CONVERSION

PROPOSED RESIDENTIAL BLOCK

Court

LIBRARY

New Market

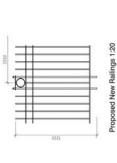
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UBRARY CAR PARK

	Southgate Town Hal	s Green	0
CONTINCT	Former	Palmers	N13 4XI

DOME 1,200 (BA1 & 1,400 (BA3 ONT January 2014 ONT BAG ONTONE BAG ONTONE DH

Proposed conv Site plan with e	oposed conversion to residential use e plan with external works	13202_PL22
\ rr -r	Architects + Building Surveyors	
7	Brook House Coventry Road Ilford Esse T 020 RR32 4141 F 020 RR32 4140 F	x IS1 4QR ato liferd@atnores on u





NEW RIVER

PUMPING STATION

Proposed conversion to residential use 13202_PL23 Lower Ground plan BASED UPON CHANTON LAND & ENGINEERING SURVEYS DRAWIT Former Southgate Town Hall Palmers Green N13 4XD 13.1m² COSTING iii 111 Annual An KEY

Architectis + Building Surveyors
Book House Coverty Real Brod Essex 61 40R
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