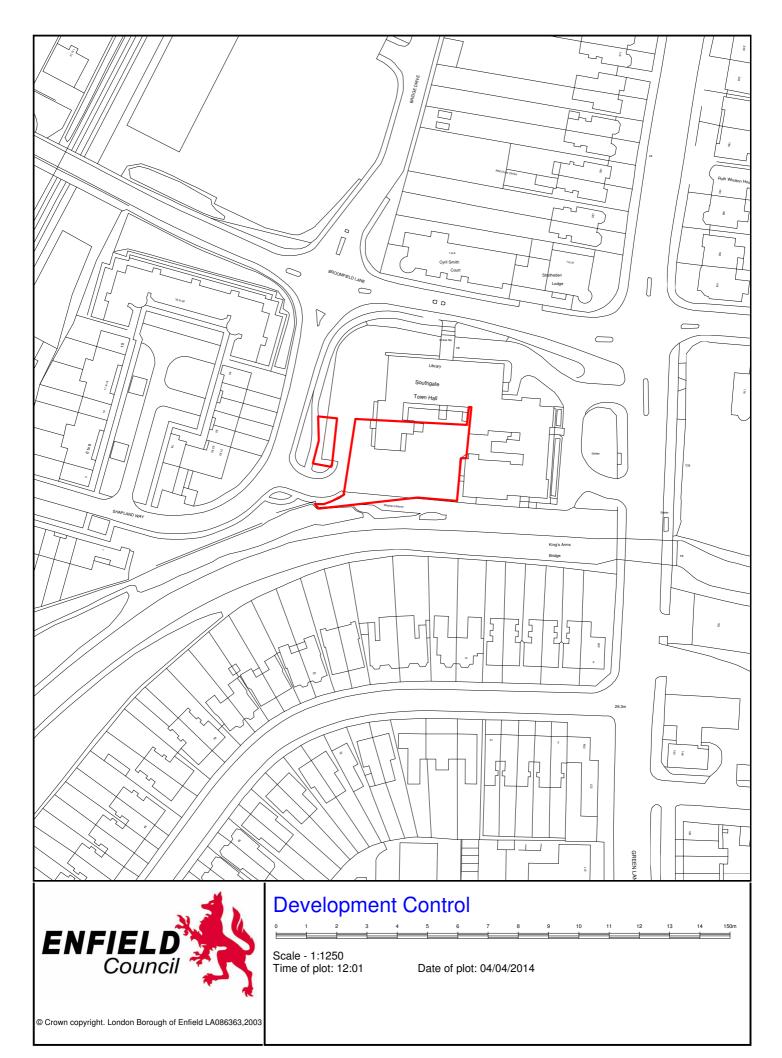
PLANNING COMM	IITTEE		Date: 22 nd A	pril 2014
Report of Assistant Director - Planning, Highways & Transportation		i Tel: (Ison Te	020 8379 3848 el: 020 8379 3841 20 8379 3926	Ward: Palmers Green
Application Number : P14-00	291PLA		Category: Dwell	ings
LANES, LONDON, N13 4XD PROPOSAL: Erection of a par 6 x 1-bed, 9 x 2-bed and 3 x 3-b and associated landscaping. Applicant Name & Address:	t 3, part 4-store bed self contain	ey bloc ned fla	k of 18 residentia	Il units (comprising to front and rear
LOCATION: LAND TO THE R LANES, LONDON, N13 4XD PROPOSAL: Erection of a par 6 x 1-bed, 9 x 2-bed and 3 x 3-b and associated landscaping. Applicant Name & Address: Nicholas Langley, Hollybrook Mill House, 8,Mill Street, London, SE1 2BA	t 3, part 4-store bed self contain	ey bloc ned fla	k of 18 residentia ts) with balconies	Il units (comprising to front and rear

Application No:- P14-00291PLA



1. Site and Surroundings

- 1.1 The application site comprises the rear staff parking and service areas for Southgate Town Hall and Palmers Green Library.
- 1.2 The total site area of the application site is approximately 1097 square metres. The ground level rises gradually from an east to west direction by approximately 1 metre. The site is only accessed from Shapland Way. The sites central location provides a favourable PTAL level (Public Transport Accessibility Level) 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. A mix of residential housing developments of 2- 3 storeys in scale are located to the north, west and south. The New River and embankment runs parallel to the southern boundary.

2. Proposal

- 2.1 This application comprises the second (final) phase of development proposals associated with the wider regeneration aims for the site as set out in the adopted Southgate Town Hall Development Brief. The application is related to the application for the conversion of Southgate Town Hall being considered under reference P14-00285PLA, also on this agenda.
- 2.3 The proposals involve the erection of a part 3 and part 4 storey block of 18 residential units, comprising a housing mix of 6 no. 1 beds, 9 no. 2 beds, and 3 no. 3 beds.
- 2.4 The development would comprise an L-shaped footprint sited parallel with the southern return limb of Southgate Town Hall. In terms of appearance, the elevations would be completed in a red brick with a second brick in brown to provide relief. The stair enclosures and top floor would be clad in a khaki coloured mineral board that imitates the appearance of timber boarding. Fenestration and doors would be aluminium framed and double glazed with balconies arranged across the north and south elevations for amenity. Communal amenity would be provided to open space between Palmers Green Library and the proposed new block. Photo voltaic cells are also proposed to be installed on the roof of the building.
- 2.5 Three parking spaces are identified for future occupiers, accessed from Shapland Way.

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 2storey 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 to secure details of cycle parking, refuse storage and collection, hard surfacing and the control of parking bays for private use only and an obligation to provide a parking management plan across the two residential schemes under consideration to ensure efficient use of the totality of spaces proposed.

4.1.2 Environmental Health

Environmental Health has not objected to the proposals although requires planning conditions to secure a contamination investigation, 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 Code Level commitments, Lifetime Home details, details of sustainable drainage, water efficiency, rainwater harvesting, renewable energy provision, waste management plan, green procurement plan and considerate contractors. Furthermore, a financial contribution amounting to £3,927 is requested towards the Council's Carbon Fund.

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 landscaping and biodiversity enhancements to be 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 a planning condition that would secure landscaping details.

4.2 Public response

- 4.2.1 Joint letters of notification for this application and that for the conversion of the Town Hall were sent to 116 adjoining and nearby residents. In addition a notice has been displayed on site and in the local press. To date 12 letters of objection (including one from the local MP) have been received raising the following concerns:
 - Uninspiring design;
 - Flat roof gives it no chance to blend with the surrounding buildings;
 - Mansard roof would be more in keeping;
 - Excess of hardstandings;
 - Overlooking and privacy;
 - Reduction of light;
 - Balconies will encourage greater noise and disturbance;
 - Design not sympathetic to the New River fronatge;
 - Absence of a tree survey;
 - Applicant has stated that the development is not near a watercourse which is incorrect; and
 - Additional dwellings will put further pressure on local services.
- 4.2.2 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.

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 polices 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.

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

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 Local Plan – Core Strategy

- CP2: Housing supply and locations for new homes
- 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
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 redevelopment to provide residential accommodation;
 - ii. 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 redevelopment
- 6.2.1 The principle of the development would be consistent with both national and local planning guidance in that it would primarily support the delivery of new homes in the Borough.
- 6.2.2 The Committee will recall that any loss of parking for the adjacent library and health centre uses would be satisfactorily re-accommodated to the northwest of the site as agreed under planning permission P13-03626LBE.
- 6.2.3 In addition and more importantly, the proposed development would continue to support the aims of securing the ongoing regeneration of the site as noted in the report for the conversion of the original building.
- 6.2.4 Overall, it is considered that the principle of redevelopment for residential use would comply with national and local planning policies as well as the aspirations set out in the Southgate Town Hall Development Brief and is therefore acceptable.
- 6.3 <u>Design</u>

Density

6.3.1 The density of development would amount to approximately 164 u/ha or 465 hr/ha. This density would comfortably fall within the recommended range of 200-450 hr/ha (PTAL 2-3) and 200-700 hr/ha (PTAL 4-6) for sites defined within an urban setting. However, it will be noted that the quantum of development is not the only test of acceptability and matters such as

residential privacy, parking and service provision would still need to be satisfied.

Layout, mass, bulk and height

- 6.3.2 The proposed new block would be detached and sited to run parallel to the southern return limb of Southgate Town Hall, measuring a depth ranging from 12-17 metres, 30 metres in width and 11.5 metres in height. The linear building form would be articulated mainly by the projecting access cores. Generally, it is considered that siting of the building makes efficient use of the limited space whilst the form and appearance, having regard to its mass, bulk and height, would respect the existing form of buildings on site and the natural features adjacent on the New River boundary.
- 6.3.3 In terms of appearance, it is considered that the use of a red brick with addition of a secondary brown brick for the main elevations and a fibre cement composite weatherboard to the upper storey creates a successful blend and contrast with Southgate Town Hall and Palmers Green. Fenestration and other openings are simple yet provide a sensible regularity that reinforces the cubic form of the building. The style/type of balconies are considered to be functional in appearance although would not detract harmfully from the rest of the building. Overall, to ensure that a satisfactory appearance as that envisaged can be achieved, it is recommended that all external facing materials are reserved for approval by planning condition.

Housing mix and space standards

6.3.4 The ground floor will accommodate 4 units in total, 3no. 3 bed 5 person units and 1no 1 bed 2 person units; 5 units each on both the first and second floors both comprising 4no. 2 bed 4 person units and 1no.1 bed 2 person units; and 4 further units at the fourth floor (roof) comprising 1no. 2 bed 4 person unit and 3no. 1 bed 2 person units. Whilst the proposals would not strictly provide a policy compliant housing mix, in this instance a relaxation of this requirement would be justified to ensure a satisfactory balance between maximising the use of the site/land and providing a good living environment for future occupiers can be achieved. On this basis, it is considered that the proposed housing mix would be acceptable. In terms of dwelling size, the minimum London Plan space standards have been met or exceeded in each case.

Amenity and landscaping

6.3.5 Each apartment is provided with a private amenity space either at ground floor level or in the form of a balcony or terrace. In addition, there would be a secured communal amenity space of approximately 312 square metres between the new block and the rear of the Library. Details of the balconies and the landscaping specification can be secured by planning condition.

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 3 no. 1000 litre containers for general refuse and 1 no. 1280 litre container for recycled waste. This has been

provided within a secured shared area of the main building with level access onto the courtyard.

6.4 Impact on Neighbouring Properties

- 6.4.1 The proposed block is sited approximately 40 metres at its nearest part to properties in Palmerston Crescent to the south. The combination of the separation distances and tree screening along the full length of the southern boundary with the New River would ensure that the development would not result in significant and/or detrimental loss of privacy to those occupiers. With regard to concerns from resident's relating to increased noise and disturbance from the introduction of balconies to the southern elevation, it is considered that the likelihood of excessive noise would be no greater than that which would normally be expected in a back garden environment. Further control on the hours of construction is recommended should planning permission be given.
- 6.4.2 The design of this scheme and the scheme for the conversion of the Town Hall has ensured that there would be no mutual overlooking.
- 6.4.3 The recommendations of the Environmental Health Officer relating to control over hours of demolition and delivery of construction materials are acceptable. 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 <u>Highway Safety</u>

Access

6.5.1 The site will be serviced from the rear via the existing vehicular access. This is already used by large vehicles, but the TA includes tracking diagrams for a large refuse vehicle that confirm access and turning on site is acceptable.

Traffic generation

6.5.2 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 trip generation prediction of 13 trips in the AM peak and nine in the PM peak is not expected to have any impact on the local junctions or the wider highway network. It should also be noted that the reduction in parking provision may limit vehicle movements as well.

Car and cycle parking

- 6.5.4 The site is considered to be in a town centre location and therefore a certain relaxation of the parking standards is acceptable. Based on The London Plan standards then a provision of between 3-18 spaces would be required (assuming the one and two bed units are not provided with parking), and therefore the provision of 3 spaces at ratio of 0.16 per unit is towards the lower end of this range.
- 6.5.5 It is noted that although this application has been submitted separately, it is also part of the overall development for the site, which involves application

P14-00285PLA for 19 units with 19 parking spaces. Taking both applications into account this gives a parking provision of 22 spaces for 37 units, or 0.59 per unit which overall is in line with developments in Enfield with similar PTALs. The application also includes parking surveys and these show that some on street parking is available but it is over 100m from the access to the site (distance goes to 400m with average stress being 45%). Overall therefore the level of parking provision across both applications is considered acceptable. However, it is considered that a parking management plan will be required to ensure that the spaces are used efficiently across both schemes and this will need to be secured through the legal agreement.

- 6.5.6 It should be noted that the planning permission granted for the Library site does include a condition requiring the submission of management plan for the spaces allocated to that use which could identify that some of the parking spaces can be made available to the residential development outside the library/surgery opening times.
- 6.5.7 Twenty one cycle spaces are provided and this is in accordance with London Plan standards.

6.6 <u>Sustainable Design and Biodiversity</u>

- 6.6.1 The Sustainable Design Officer is satisfied that the development would achieve a Code Level 4 under the Code for Sustainable Homes. Additional conditions will be included that secure the energy reduction commitments, details of how the Code Level 4 would be achieved, sustainable urban drainage, water efficiency and rainwater harvesting, renewable energy technologies, details of how Lifetime Homes are met, and details associated to considerate constructors and site waste management. A financial contribution towards the Council's Carbon Fund amounting to £3,927 has also been committed to by the applicant to offset the underperformance of the building to achieve the 40% target set out in the London Plan. This would need to be secured by S.106 should planning permission be granted.
- 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. This can be secured by an appropriately worded planning condition.

6.7 <u>S106 Obligations</u>

- 6.7.1 The new units have been provided entirely for affordable housing purposes. The applicant indicates that the 3 family units would be secured as social rent units, 9 for intermediate and 6 for affordable rent.
- 6.7.2 Education contributions amounting to £45,411 would be required including monitoring fees.
- 6.7.3 As outlined above, a parking management plan will be required to ensure parking spaces can be used efficiently.
- 6.7.4 A contribution to the Council's carbon fund of £3,927
- 6.7.5 All planning obligations will be secured by a joint legal agreement in conjunction with the application for the conversion of the Town Hall.

- 6.8 <u>CIL</u>
- 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 As the development relates to affordable housing, it would be exempt from the Mayoral CIL. However, it would be for the applicant to apply for relief.

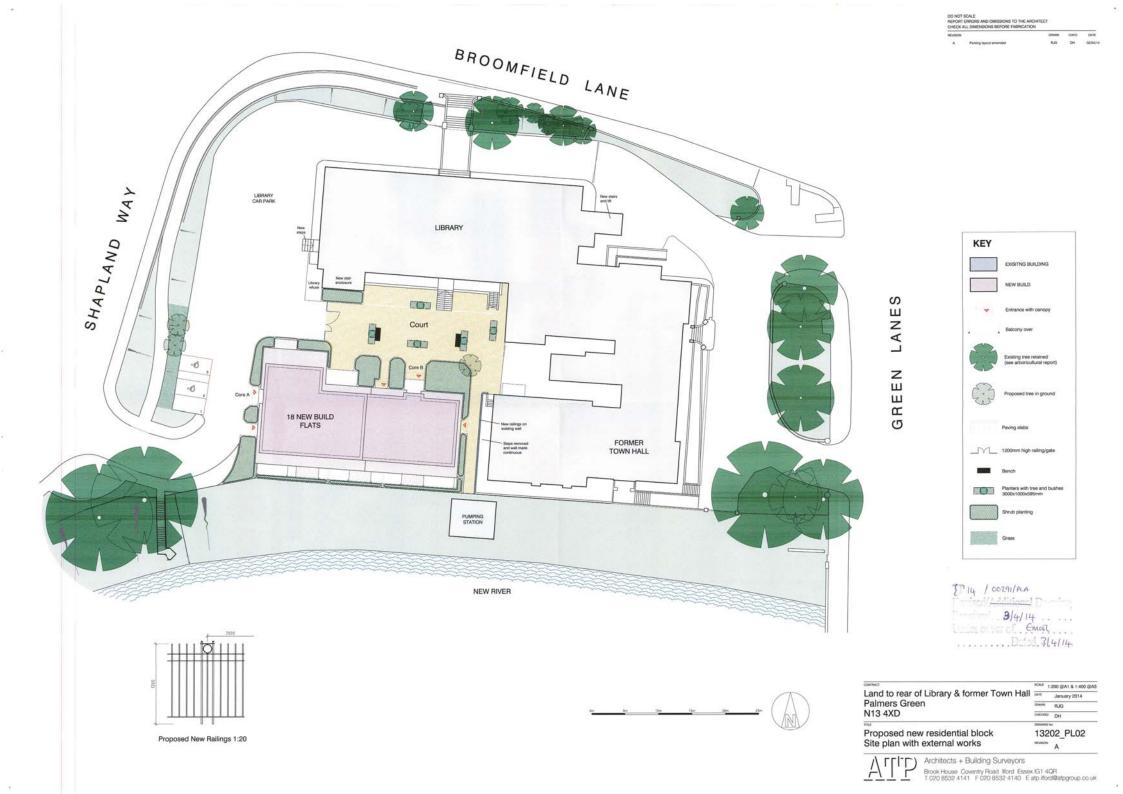
7. Conclusion

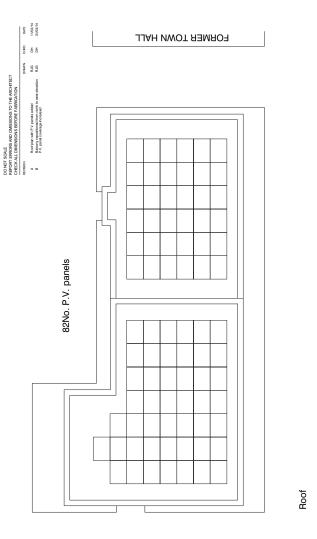
7.1 The development would make a valuable contribution towards the Council's affordable housing targets as well assist in achieving the aims and objectives of the Southgate Town Hall Development Brief. The building design is modern in form and appearance, yet respects the immediate built and natural environment including the amenity of neighbouring residents. The associated impact of traffic, the level of car and cycle parking and the means of servicing are also acceptable.

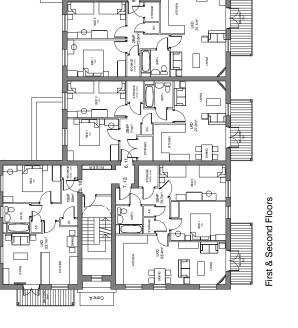
8. Recommendation

- 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. CO3 Details of external appearance (including balconies)
 - 3. C09 Details of Hard Surfacing
 - 4. C10 Detail of Levels
 - 5. C11 Details of Enclosure (Notwithstanding)
 - 6. C16 Private Vehicles Only Parking Areas
 - 7. C17 Details of Landscaping (including long term maintenance scheme)
 - 8. C19 Details of Refuse Storage & Recycling Facilities
 - 9. Cycle Storage Design
 - 10. C25 No Additional Fenestration
 - 11. C41 Details of external lighting
 - 12. NSC4 Construction Methodology (to include demolition and deliveries)
 - 13. NSC7 Sustainable Urban Drainage
 - 14. NSC8 Biodiversity Enhancements
 - 15. Water Efficiency
 - 16. Rainwater Harvesting
 - 17. Green/Brown roofs
 - 18. Energy Performance Certificate
 - 19. Energy Efficiency
 - 20. Code Rating level
 - 21. Lifetime Homes
 - 22. Construction Site Waste Management

- 23.
- Green procurement plan Considerate Constructors Scheme 24.
- 25.
- Renewable Energy Technologies Hours of construction (8am-6pm Mon-Fri and 8am-1pm Saturdays, No 26. Sundays). C51A Time Limited Permission
- 27.







FORMER TOWN HALL

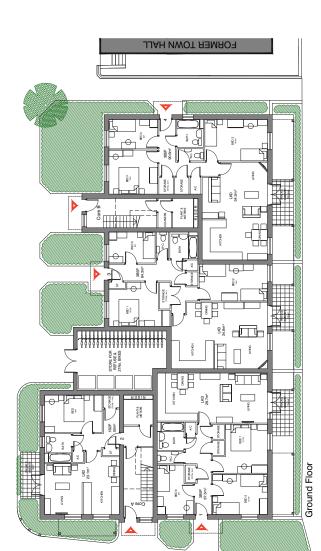
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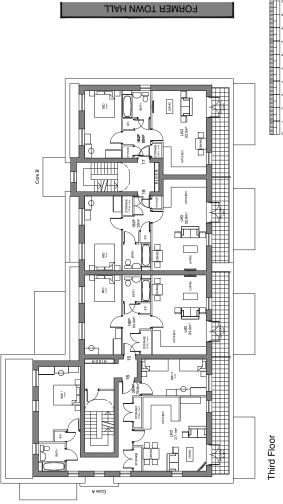
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ГОВМЕЯ ТОWN HALL

Third Floor

Architects + Building Surveyors Brock House Coventry Fload Illiord Essex K31 4/0R T 020 8532 4141 F 020 8532 4140 E atp.ifford@atpgroup.co.uk Definition of the second secon ш NDBVB Proposed new residential block Plans



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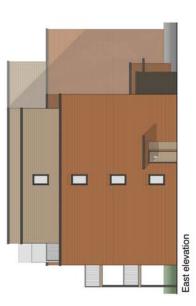
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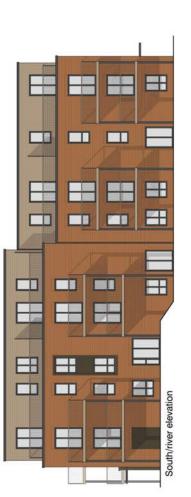
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Site section with court and library

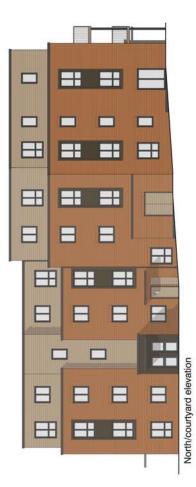
South/river elevation with Town Hall

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WINDOW SURROUND

Sector Entropy

Land to rear of Library & former Town Hall with January 2014. Palmers Green A. N13 4XD Weath A. Deven De