

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 25th November 2014

Report of

Assistant Director, Planning,
Highways & Transportation

Contact Officer:

Andy Higham 020 8379 3848
Sharon Davidson 020 8379 3841
Ms Claire Williams 02083794372

Ward:

Ponders End

Ref: 14/03718/RE4

Category: LBE - Dev by LA

LOCATION: Ponders End Police Station, High Street, EN3 4EZ,

PROPOSAL: Erection of a single storey temporary building for multi-purpose community use.

Applicant Name & Address:

Ponders End Police Station
High Street
EN3 4EZ

Agent Name & Address:

Mr Benjamin Harvey
Ponders End Police Station
High Street
EN3 4EZ

RECOMMENDATION:

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

1. Site and Surroundings

- 1.1 The application site measures approximately 821 square metres and was formerly the location of the Ponders End Police Station which was demolished in December 2013. The site currently consists of predominately hardstanding, including the concrete slab of the police station, and a ramped pedestrian access with hand rails; a small grassed area is sited along the front of the site and a metal shed along the north of the site. Boundary treatments include green hoarding along the front boundary, a 2 metre high brick wall with fencing to the north and south and a brick wall and trees along the rear boundary.
- 1.2 The site is located on Ponders End High Street which comprises a mix of retail, community and associated facilities. To the north of the site is a vacant area of land enclosed with green hoarding, beyond which is a mosque. To the south of the site is a two storey building which accommodates an estates agent and insurance company at ground floor level. On the opposite side of the road is a two storey building that accommodates an adult learning academy and to the rear of the site is the former Middlesex University campus site.
- 1.3 The application site is located in Flood Zone 1 and the Ponders End Place Shaping Priority Area.

2. Proposal

- 2.1 The application seeks planning permission for a temporary 2 year period for the erection of a single storey temporary building for multi-purpose community use. The Planning Statement states that the building would cater for a variety of functions that would be primarily organised by local community groups and businesses that may include meetings, training events, promotional events for local businesses and a 'pop up' cinema. The operation of the building would be the responsibility of the Ponders End Community Development Trust and Enfield Community Aid.
- 2.2 The application site would be subdivided so that the rear of the site would not be accessible for the purposes of the proposal. The existing 2.4 metre high hoarding would be relocated to act as a boundary treatment. The existing grass areas along the front of the site would be restored.
- 2.3 Due to the splayed boundary, the building would be set back from the front boundary of the site by approximately 9 – 11 metres. The building with a flat roof would measure 15.3 metres in width, 8.3 metres in depth and 3.2 metres in height. It would accommodate a room measuring approximately 85 square metres, a kitchen, office and toilets. The gross external floor area would measure 127 square metres. Two water butts would be fitted to the rear elevation of the building. External materials to be used would include grey cladding.
- 2.4 The existing vehicular access would be used and five parking spaces provided, including two disabled parking spaces. Five Sheffield cycle stands are proposed to be sited to the rear of the building. A waste and recycling store enclosed with 1.8 metre high close boarding fencing would be sited along the north boundary. The store would measure 1.2 metres deep and 2.7 metres in width.

- 2.5 Amended drawings have been received that include the proposed north elevation, details of the height and colour of the relocated hoarding and identification of a service parking space.

3. Relevant Planning History

- 3.1 P12-02677PLA - Demolition of existing buildings on site (excluding the Broadbent Building, Gymnasium, Caretakers Cottage, multi storey car park to the Queensway frontage and 198 High Street) and the redevelopment of the site to provide a mix of residential (Class C3), business (Class B1), retail (Classes A1-A4) and community uses (Class D1), hard and soft landscaping and open space, new connection (vehicle and pedestrian) to High Street via College Court, retention and alteration of existing accesses to Queensway, car and cycle parking (including alterations to car parking arrangements within College Court) and all necessary supporting works and facilities, including an energy centre; the retention, refurbishment and extension of the listed Broadbent building, retention and refurbishment of the associated caretakers cottage and gymnasium to provide up to 43 residential units, 2,141sq.m (GIA) of commercial/live work floor space (Class B1) and 427sqm (GIA) of community use (OUTLINE with some matters reserved - Access). Committee decision. Approved on 5 March 2013.
- 3.2 P13-01398PRI - Demolition of Ponders End Police Station. - Prior approval and an Environmental Impact Assessment not required 7 June 2014.

4. Consultations

4.1 Statutory and Non-Statutory Consultees

4.1.1 Traffic and Transportation

Pedestrian Access

The site will be accessible directly from High Street which is acceptable. A pedestrian ramp together with a footpath will be provided. This complies with Policy 6.10 (Walking) of the London Plan and Core Strategy Policy 25 (Pedestrian and cyclists) and DMD Policy 47 (Access, new road and servicing).

Car Parking

The proposal involves erection of a 127sqm multi-purpose building under use class D1 use with the intention of using it for meetings, training events, promotional events for local businesses and a 'pop-up' cinema, etc. The only car parking proposed on the site is two spaces for blue badge holders, which is in line with the London Plan requirements and three spaces for staff involved with the operation of the building. This means that any parking demand for visitors would need to be accommodated on-street. As a means of assimilating any potential parking overspill associated with the site, the Planning Statement (PS) makes reference to on street parking available on Queensway after the waiting restrictions are no longer in place, the nearby Tesco Car Park and 24 hour public car parks within the area at Eagle House (42 spaces), Glyn Road (94 spaces) and Ponders End Library (26 spaces). No parking surveys however have been submitted to establish the availability of these spaces for up to 150 visitors between the site's operating hours of 8am and 11pm. Also, although parking in High Street and the southern section of Queensway is controlled between

the hours of 8am and 6:30pm (Monday-Saturday) there are no controls in place on the northern side of Queensway, Garfield Road or Derby Road. The lack of a CPZ also means that visitors parking on street in competition with local businesses and residents will be impossible to control.

However, having regard to the scale of the development, the high level of public transport services, provision of cycle parking on site and the temporary nature of the use, the concerns raised above could be addressed by submission of a Travel Plan Statement (TPS). The TPS shall include the following: encourage the use of public transport and sustainable modes of travel in the marketing and promotional material, use incentives to encourage the use of off street/public car parks, etc. This is in order for the scheme to comply with Policy 6.13 (Parking) of the London Plan, Core Strategy Policy 24 (The road network) and DMD Policy 45 (Car Parking and layout) of the submission document.

Vehicular access and servicing

The plans show the retention of the existing vehicular access which is acceptable. There is no information provided on how any potential deliveries by smaller vehicles will be catered for within the site. Given the scale of the proposed development, any on-street loading/uploading of larger servicing vehicles will be infrequent and can be accommodated in High Street after loading/uploading restrictions are no longer in place. There is a concern that the lack of any off street provision for small deliveries/contractor parking would prejudice the free flow of northbound traffic on High Street, the operation of the adjacent bus stop and create delays. For that reason at least one parking space on site currently shown for staff parking should be marked out as a service bay for ad hoc deliveries, contractors parking etc. This is required in order for the scheme to comply with the London Plan Policy 6.13, DMD policy 45 and 47 and UDP policy (II) GD8 which state that operational parking for maintenance, servicing and deliveries is required to enable a development to function.

Refuse and recycling facilities

A bin store area is proposed to the side of the site's access. The space set aside is sufficient and will be easily accessible to refuse collectors. This complies with Policy 8 of the DMD.

Cycle parking facilities

The provision of cycle parking meets the London Plan Standards. The details of the design of the cycle shelter should be secured by a planning condition to ensure that it is lockable, accessible, lit and attractive to use in order to be consistent with the Policy 6.9 (Cycling) of the London Plan, Core Strategy Policy 25 (Pedestrian and cyclists) and DMD Policy 45 (Parking standards and layout) of the submission document).

In summary, no objections are raised subject to conditions to address the matters highlighted above.

4.1.2 Environmental Health

No objections subject to a condition restricting hours for the deliveries of construction/demolition materials to and from the site.

4.1.3 Thames Water

No objections.

4.2 **Public response**

4.2.1 Letters were sent to 25 adjoining and nearby residents. One response was received which raised the following objections:

- Close to adjoining properties.
- Inadequate parking provision.
- Noise nuisance.
- Not enough information given on application.
- Clarification required on the purpose of the building.
- Further clarification required on the impact on the neighbouring residential properties and businesses in terms of noise, nuisance and disturbance considering the hours of operation.

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 has now successfully been through examination. It is expected that the document will be adopted at full Council in November 2014. The DMD provides detailed criteria and standard based policies by which planning applications will be determined, and is considered to carry significant weight.

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

Policy 3.16 - Protection and Enhancement of Social Infrastructure

Policy 5.2 - Minimising Carbon Dioxide Emissions

Policy 5.3 - Sustainable Design and Construction

Policy 5.13 - Sustainable Drainage

Policy 6.3 - Assessing Effects of Development on Transport Capacity

Policy 6.13 - Parking

Policy 7.4 - Local Character

Policy 7.6 – Architecture

5.5 Core Strategy

CP11 - Recreation, Leisure, Culture and Arts
CP17 – Town Centres
CP20 - Sustainable Energy Use and Energy Infrastructure
CP21 – Delivering Sustainable Water Supply, Drainage and Sewerage Infrastructure
CP22 – Delivering Sustainable Waste Management
CP24 - The Road Network
CP25 - Pedestrians and Cyclists
CP28 – Managing Flood Risk through Development
CP30 – Maintaining and Improving the Quality of the Built and Open Environment
CP32 - Pollution
CP40 - North East Enfield
CP41 - Ponders End

5.6 Unitary Development Plan (UDP)

(II)GD3 Design
(II)GD6 Traffic implications
(II)GD8 Site Access and Servicing
(II)T13 Access onto Public Highway

5.7 Proposed Submission Version DMD

DMD16 - Provision of New Community Facilities
DMD25 – Locations for new Retail, leisure and Office Development
DMD37 - Achieving High Quality and Design-Led Development
DMD45 - Parking Standards
DMD48 - Transport Assessments
DMD49 - Sustainable Design and Construction Statements
DMD51 - Energy Efficiency Standards
DMD59 – Avoiding and Reducing Flood Risk
DMD61 – Managing Surface Water
DMD68 - Noise
DMD79 - Ecological Enhancements
DMD81 - Landscaping

5.8 Other relevant Policy/ Guidance

North East Enfield Area Action Plan (Proposed Submission 2014)
Ponders End Central Development Brief (adopted May 2011)

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)

6. Analysis

Principle of Development

- 6.1 Policy DMD 16 of the Proposed Submission states that new community facilities will be supported borough-wide and will be required as part of development within the strategic growth areas to ensure the creation of prosperous, sustainable communities. The NPPF and the Enfield Local Plan also seeks to promote the vitality

and viability of town centres, recognising that town centres are at the heart of communities.

- 6.2 Long term the application site has been identified within the Ponders End Central Planning Brief (adopted May 2011) as part of a wider site that is to be brought forward as a comprehensive housing-led, mixed use regeneration scheme known as the Electric Quarter. Members of the North East Enfield Town Team identified the opportunity of a building that offers space for community uses on the site. The proposed scheme would make effective use of land that is currently vacant in the meantime and would provide opportunities for flexible spaces and multiple uses in a building for members of the local community in an easily accessible location. Consequently there is no objection in principle to this temporary use of the site.

Impact on Character and Street Scene

- 6.3 Policy DMD 37 of the Proposed Submission DMD (March 2013) states that applications for development that are not suitable for its intended function, that is inappropriate to its context, or which fail to have appropriate regard to its surroundings, will be refused.
- 6.4 The new building would be single storey and not excessive in size. The building would be set back from the front boundary of the site by approximately 9 – 11 metres which would reduce its prominence within the street scene. Given the temporary nature of the building and the range of buildings with varying designs and external finishes along Ponders End High Street it is not considered that the proposed development would result in any significant harm to the visual amenity within the street scene.

Impact on Neighbouring Properties

- 6.5 The new building would be single storey and therefore would not result in any significant opportunity for overlooking or loss of light to any neighbouring residential properties. The building would be set in from the southern boundary by a minimum of 1 metre and with its single storey nature and flat roof would not appear dominant in relation to the building sited to the south of the application site.
- 6.6 In terms of noise the Environmental Health Officer has been consulted and has raised no objection to the proposal subject to a condition relating to the delivery of construction and demolition materials to and from the site. Due to the proposed use of the building there is unlikely to be unacceptable levels of noise generated. However to ensure that there is no significant harm to residential amenity a condition relating to hours of operation would be attached to any grant of planning permission.

Transportation, Parking and Access

- 6.7 Policy DMD45 of the Proposed Submission DMD requires parking to be incorporated into schemes having regard to the parking standards of the London Plan; the scale and nature of the development; the public transport accessibility (PTAL) of the site; existing parking pressures in the locality; and accessibility to local amenities and the needs of the future occupants of the developments.
- 6.8 Policy DMD47 of the Proposed Submission DMD states that new development will only be permitted if the access road junction which serves the development is appropriately sited and is of an appropriate scale and configuration and there is no adverse impact on highway safety and the free flow of traffic.

- 6.9 Five car parking spaces would be provided for staff and blue badge holders, however parking spaces for visitors are not proposed. The Planning Statement makes reference to on street parking available on Queensway after the waiting restrictions are no longer in place, the nearby Tesco Car Park and 24 hour public car parks within the area. Given the site has a PTAL of 4 which indicates a good level of access to public transport, the temporary nature of the proposal and the cycle parking to be provided on the site which would be in accordance with the London Plan, no objection has been raised by the Traffic and Transportation subject to the submission of a Travel Plan Statement.
- 6.10 The applicant will be submitting the requested Travel Plan and an update on this will be provided at the meeting. It is not necessary to attach a condition requiring details of the cycle parking because the applicant has confirmed that five Sheffield cycle stands are proposed which would be in line with policy requirements. In terms of details of a service parking bay, amended drawings have been submitted that identifies one of the parking bays as a parking space for delivery vehicles which is sufficient for the condition requested by T&T not to be attached to any grant of planning permission. Members will be updated on any amendments to the conditions listed at the end of this report.

Sustainable Design and Construction

- 6.11 Policy DMD49 of the Proposed Submission DMD states that all new development must achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. Due to the temporary nature of the proposal it is not considered appropriate for the development to be in accordance with BREEAM. Sustainable design has however been considered as two water butts will be positioned to the rear elevation of the building and a waste and recycling store is proposed. The building would also not be energy intensive to assemble or disassemble due to the proposed materials to be used.

Flood Risk

- 6.12 Policy DMD59 of the Proposed Submission DMD states that new development must avoid and reduce the risk of flooding, and not increase the risks elsewhere. The site is located within Flood Zone 1 with minimal risk of flooding from all sources. Given the single storey temporary nature of the new building, the proposed development is unlikely to increase the opportunity of flooding in the area. Grass areas along the front of the site would also be reinstated which would help manage surface water flow within the site.
- 6.13 Thames Water has been consulted on the scheme and has raised no objection. An informative would be attached to any grant of planning permission to inform the applicant that they would need to seek prior approval to discharge to a public sewer.

Refuse and Recycling

- 6.14 All new development should make appropriate provision for waste storage, sorting and recycling, and adequate access for waste collection. Details of the refuse and recycling store including its location and design have been submitted and are considered acceptable and in accordance with policy requirements.

CIL

6.15 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 summer 2015.

6.16 The development is not CIL Liable

7 Conclusion

7.1 This site will ultimately form part of a wider mixed use, residential led redevelopment of this part of the High Street. In the meantime, the site stands vacant and this proposal therefore seeks to provide a temporary use that can make a positive contribution to community facilities in the locality. It is considered that the use proposed would not give rise to noise, nuisance or traffic generation detrimental to either the amenities of adjoining or nearby occupiers or local highway conditions.

8. Recommendation

8.1 That planning permission be deemed to be granted in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, subject to the following conditions:

1 This permission is granted for a limited period expiring on (TWO YEARS FROM DECISION DATE) when the use hereby permitted shall be discontinued and the building hereby permitted removed and the land reinstated.

Reason: To permit the use of the site, whilst appropriate redevelopment plans are brought forward for the whole of the site.

2 (C60 Approved Plans) - The development hereby permitted shall be maintained in accordance with the approved plans, as set out in the attached schedule which forms part of this notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

3 A Travel Plan Statement shall be submitted to and approved by the Local Planning Authority. Development shall be carried out and maintained in accordance with the approved details.

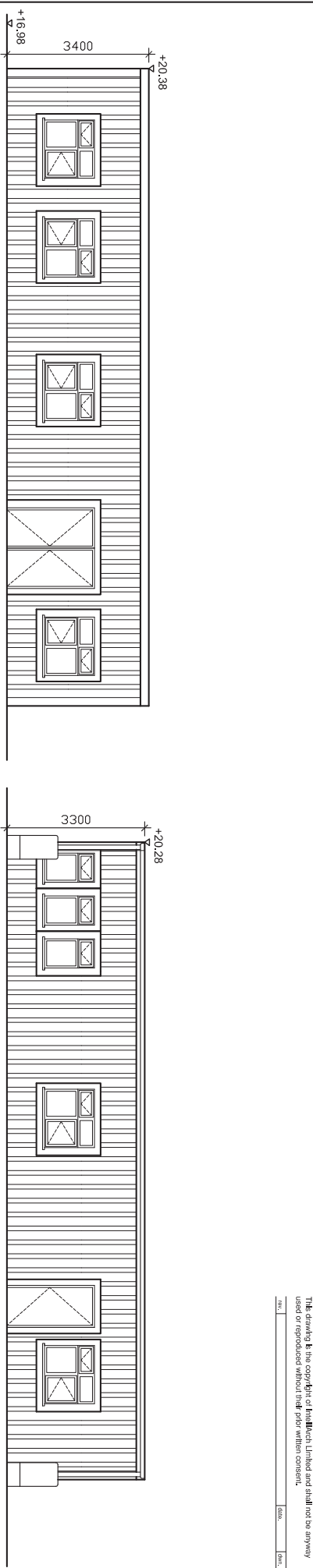
Reason: To prevent obstruction on the adjoining highways and to safeguard the amenities of surrounding occupiers.

4 Deliveries of construction and demolition materials to and from the site by road shall take place between 08:00 - 18:00 Monday to Friday & 08:00 - 13:00 on Saturday and at no other time except with the prior written approval of the Local Planning Authority.

Reason: To reduce the likelihood of a noise nuisance occurring during delivery times.

- 5 The premises shall only be open for business and working between the hours of Monday – Saturday 8:00 – 23:00 and Sunday and Bank Holidays 9:00 – 23:00.

Reason: To safeguard the amenities of the occupiers of nearby residential properties.



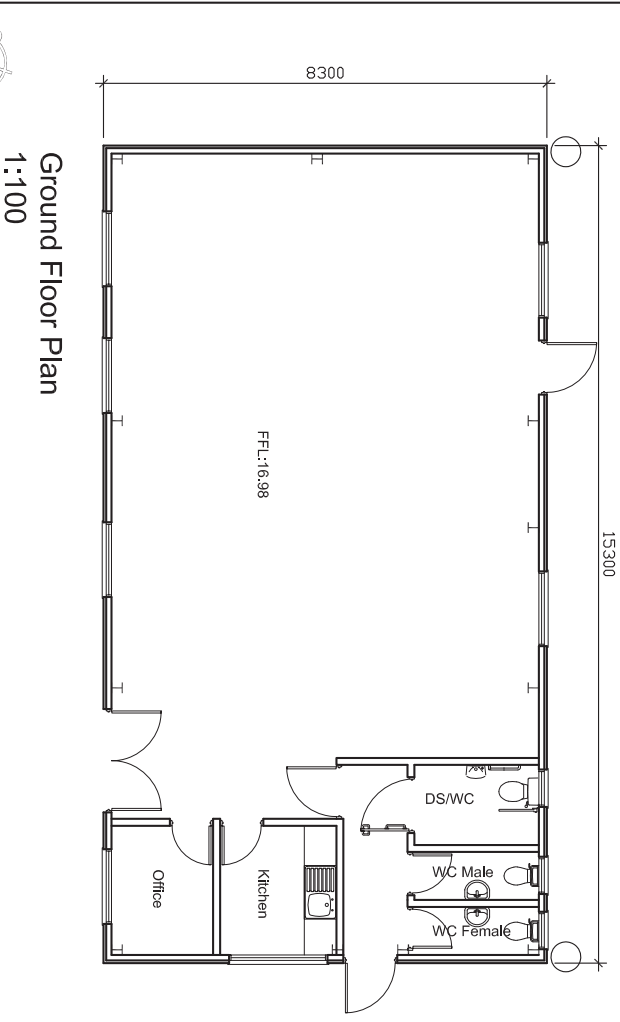
Front Elevation
1:100

Rear Elevation
1:100

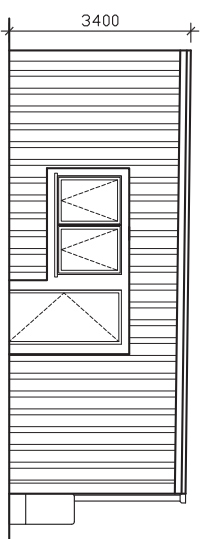
NOTES

All dimensions to be checked by the Contractor before construction proceeds.

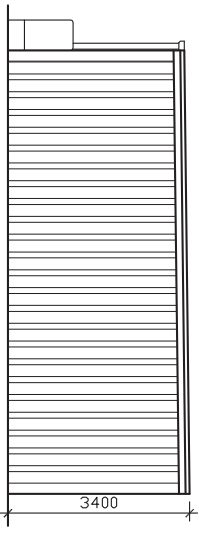
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Ground Floor Plan
1:100



Side Elevation
1:100



Side Elevation
1:100

DIMENSIONS
The building footprint will be 8.2m long x 15.3m wide.

MATERIALS
The building materials will be supplied by Kyrigsum
The roof will be formed by Kyrigsum KS1000 suspended profile roof
The roof will be formed by Kyrigsum KS1000 RIV suspended rafter system
Roof colour: Mid Grey RAL 7046.
Wall colour: Mid Grey RAL 7046.
Floor colour: Mid Grey RAL 7046.
External finish: Mid Grey RAL 7046.
External steelwork: Mid Grey RAL 7046.

Pedestrian access doors
153522100mm aluminium doors with RAL 7015.

Windows
Windows as per the drawing. Color to be RAL 7015.

DRAINAGE
2 no waste/traps to be fitted to the rear elevation which will be used for use of water to front landscaping.
Foul water to discharge into existing underground drainage system in compliance with Building Control Regulations.

LANDSCAPING
The landscaping at the front to be restored to grass.

PLANNING

<p>IntelliArch Ltd Intelligent Architecture and Surveying 30 Riverside Avenue, Enfield, EN3 4JH Tel: 0208 4420202, 44 07936 296 076; E: info@intelliarch.co.uk W: www.intelliarch.co.uk</p>	
<p>Project: 204-21 4 High Street Enfield EN3 4EZ</p>	<p>Scale: 1:100 @ A3 Date: February 2014</p>
<p>Proposed Drawings 1:100 @ A3</p>	<p>Drawn: MA Checked: CHK</p>
<p>Project No: 1089-20</p>	<p>Rev: F</p>

