

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 18th July 2017

Report of
Assistant Director,
Regeneration & Planning

Contact Officer:
Andy Higham
Sharon Davidson
Ms Kathy Schuh
Tel No: 0208 379 3938

Ward:
Enfield Highway

Ref: 17/02280/RE4

Category: LBE - Dev by LA

LOCATION: 201 Hertford Road, Enfield, EN3 5JH,

PROPOSAL: Change of use of first floor from office space to a public lending library.

Applicant Name & Address:

Mr Barry Skelton
Civic Centre
Silver Street
Enfield

Agent Name & Address:

Mr Marc Eagles
273 High Street
Epping
Essex
CM16 4DA

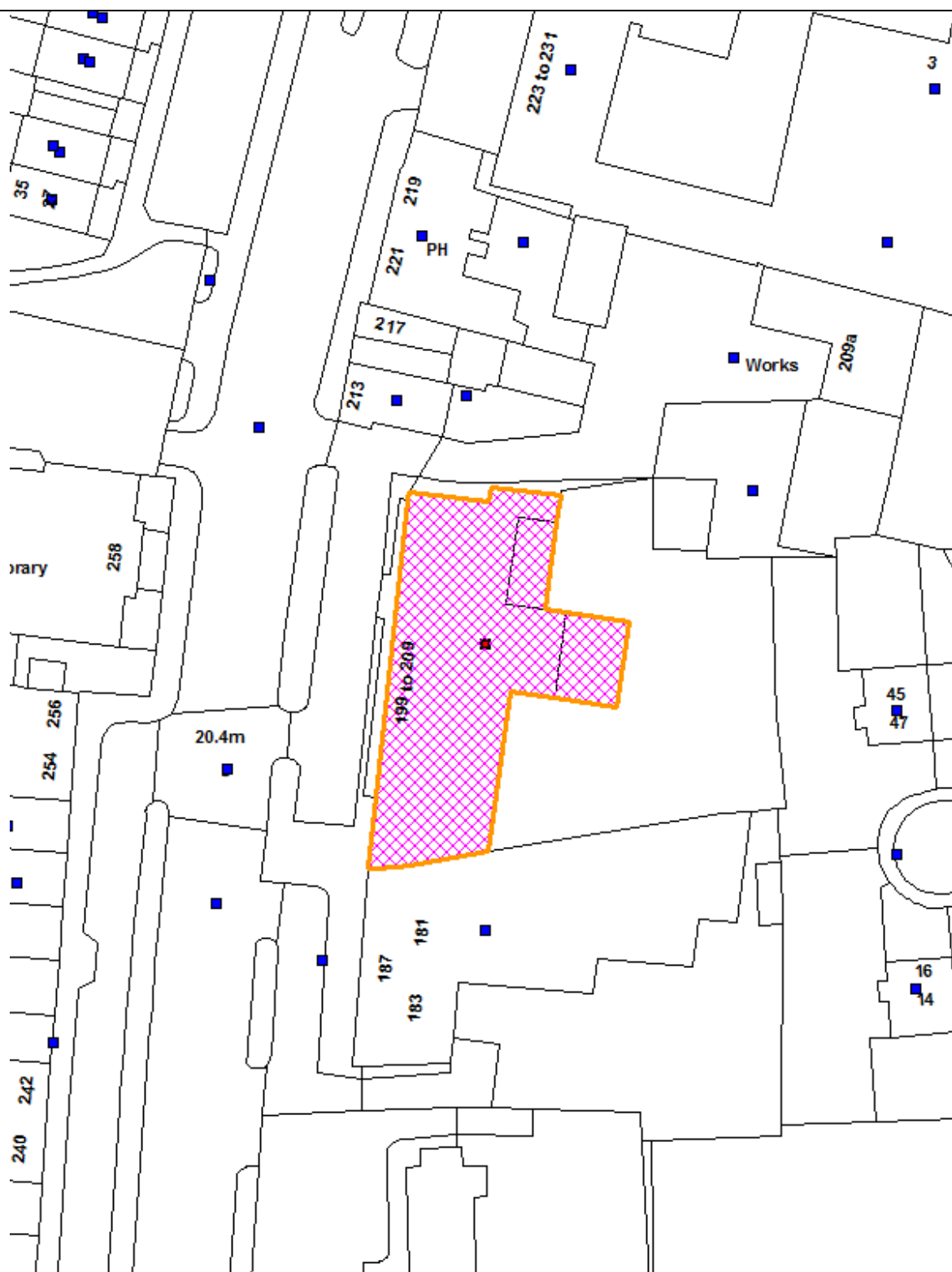
RECOMMENDATION:

That planning permission be **APPROVED** subject to conditions.

Note for Members:

The applicant is informed that an advertisement consent application is required to signpost users of the library

Ref: 17/02280/RE4 LOCATION: 201 Hertford Road, Enfield, EN3 5JH,



1. Site and surroundings

- 1.1 The application site comprises of a 4-storey building located on the eastern side of Hertford Road. The building is occupied by the “Enfield Business Centre” and adjoins a two-storey retail parade to the south. In front of the building, there is a forecourt with decorative signposting and disabled parking space.
- 1.2 In the northernmost part of the building, there are four flats at numbers 203, 205, 207 and 209 Hertford Road over the three upper floors. North of the parade, there is an access path that leads to the rear where there is a metal gate. North of the access path, there is a car mechanic. East of the gate, there are four large waste wheelie bins. In the rear yard, there are 28 car parking spaces and as visible from the rear yard, there are screened residential exterior walkways.
- 1.3 The first and part of the second floor of the Enfield Business Centre are currently vacant. The ground floor is in use as offices by the Enfield Enterprise (B1a). The last use of the first floor was by the North London Chamber of Commerce and Enfield Retailers association. The net internal first floor area is 316 square metres and this includes toilets and a kitchen. On the first floor, there is a meeting room to the east that has a floor area of 48 square metres and a central room with floor areas of 200 square metres.
- 1.4 The site is located within a low PTAL area (2). There are regular bus services operating along Hertford Road with the nearest southbound bus stop located approximately 40m south of the site, outside of the Blackhorse Public House. The nearest northbound bus stop is on the opposite side of the road, immediately north of the library car park entrance. Southbury Road National rail station is approximately 1.7km to the south and Brimsdown National Rail station is 1.5km to the east.
- 1.5 The property is located within The Enfield Highway Large Local centre, as designated within the North East Enfield Area Action Plan.

2. Proposal

- 2.1 The proposal is for the change of use of first floor from office space to a public lending library.
- 2.2 It is proposed that the Enfield Highway library would be restricted to operate between the hours of 09:00 and 19:00, Mondays to Fridays and 9:00 to 17:00 on Saturdays, but not on Sundays. The library would operate under a shared location ‘community library’ model with view to being self-service and being operated by a technological security system, targeting users over 18 years of age; children must be accompanied by an adult. Initially maintained by one staff, the library would aim to be staffless, manned by an on-site security guard. On the interior, there would be a children’s area, a soft seating zone, six computer work stations, two study tables and four book shelves.
- 2.3 The existing parking provisions would be shared, and the existing waste provisions would be retained.

3. Relevant Planning History:

The relevant planning history for the application site is as follows:

- 3.1 AD/09/0062 - Granted with conditions 14.08.2009
Installation of externally illuminated fascia sign, externally illuminated projecting sign and lettering to window.
- 3.2 P13-02216LBE - Granted with conditions 28.10.2013
Single storey front extension.
- 3.3 14/03593/CND - Granted 30.10.2014
Details to P13-02216LBE for surfacing materials (condition 3), existing and proposed ground levels (4), construction of access roads and junctions (5) and planting scheme (6) for a single storey front extension.
- 3.4 15/03401/PREAPP - Closed 25.08.2015
Proposed installation of roof mounted solar photo-voltaic panels.
- 3.5 16/01619/CEA - Granted 22.06.2016
Installation of solar panels on the roof.

4. Consultation

Public

- 4.1 33 neighbouring occupiers were notified in respect of the proposal. The consultation period commenced on the 1st of June 2017 and ended 22nd of June. No responses received.

Internal

- 4.2 Environmental Health - no objection.
- 4.3 Environmental Health does not object to the application for planning permission, as there is unlikely to be a negative environmental impact. In particular there are no concerns regarding air quality, noise or contaminated land.
- 4.4 Traffic and Transportation - objection addressed by additional information submitted and conditions placed accordingly, as discussed below.

5. Relevant Policy

- 5.1 London Plan (2016)

Policy 4.1 Developing London's economy

Policy 4.2 Offices

Policy 6.3 Assessing the effects of development on transport capacity

Policy 6.7 Better streets and surface transport

Policy 6.9 Cycling

Policy 6.10 Walking

Policy 6.11 Smoothing traffic flow and tackling congestion

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 7.4 Local character
Policy 7.5 Public realm
Policy 7.6 Architecture

5.2 Core Strategy

CP11: Recreation, Leisure, Culture and Arts
CP17: Town Centres
CP19: Offices
CP24: The road network
CP25: Pedestrians and cyclists
CP26: Public transport
CP30: Maintaining and improving the quality of the built and open environment

5.3 Development Management Document

DMD 8	General Standards for New Residential Development
DMD 16	Provision of new community facilities
DMD 17	Protection of Community Facilities
DMD 22	Loss of Employment Outside of Designated Areas
DMD 28	Large Local Centres, Small Local Centres and Local Parades
DMD 37	Achieving high quality and design-led development
DMD 45	Parking standards and layout
DMD 47	New Roads, Access and Servicing
DMD81	Landscaping

5.4 Other

Enfield Council Library Development Strategy 2015 - 2018
Enfield Local Heritage List Consultation Draft September 2016
Infrastructure Delivery Plan Review 2014
Infrastructure Delivery Plan Review - Supporting Schedules
National Policy Guidance
The National Planning Policy Framework

6. Analysis

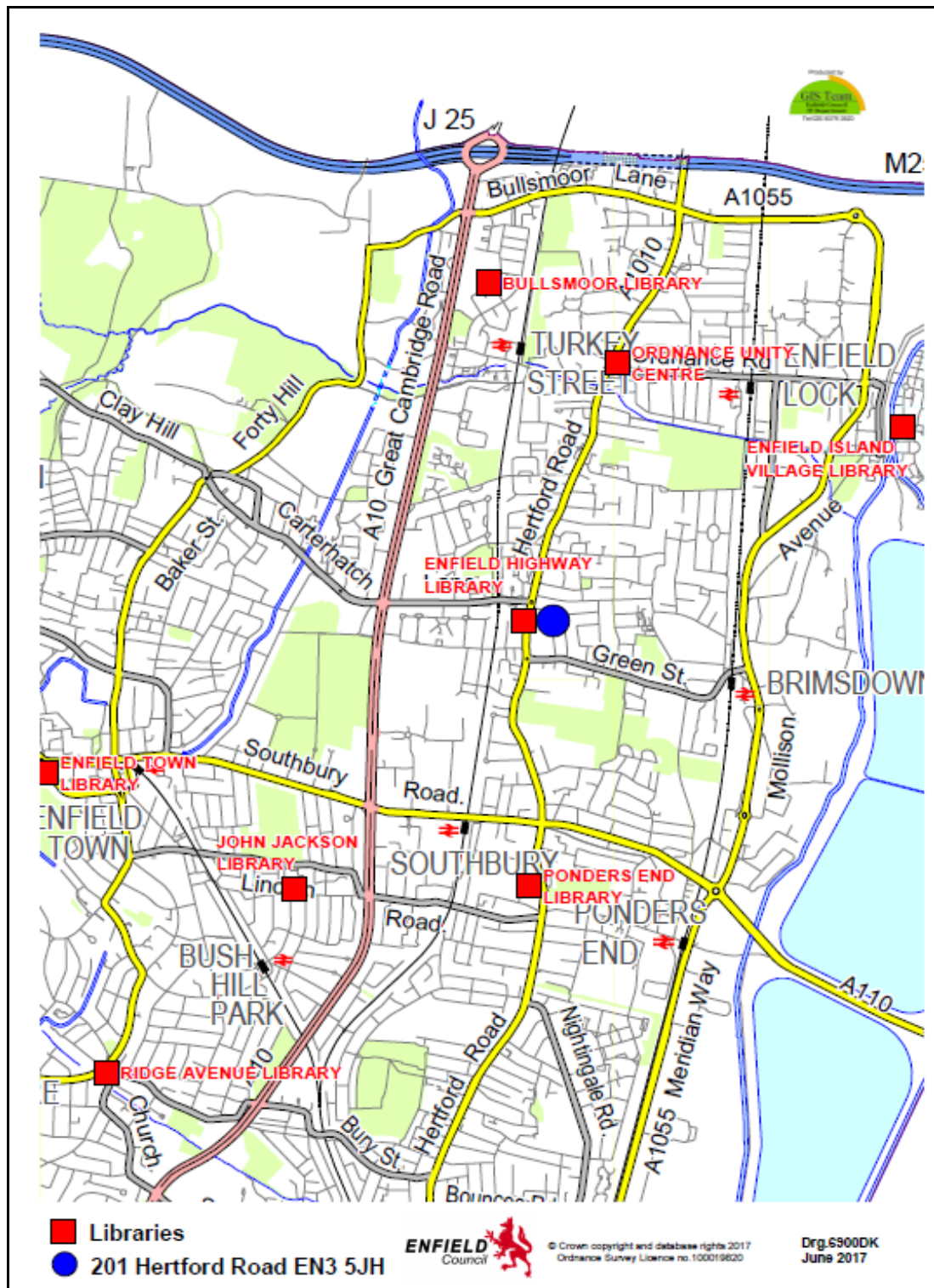
- 6.1 The key considerations in the determination of this planning application are the principle of the change of use, neighbouring amenity and vehicle access/servicing arrangements. Consideration must also be given to the previous planning application with reference: P13-02216LBE for the single storey extension to front elevation of existing building, dated 28.10.2013, whereby drainage, landscaping and parking arrangements for the offices were made. This permission has been implemented.

Background

- 6.2 The Enfield Highway library was traditionally located across the road from the application site at number 258 Hertford Road, EN3 5BN. and is of local significance in age, historic association, architectural quality and social value. The building has been opened first in 1910 and carries a decoration above

the door that reads '1909 - Carnegie library'. Cost of £4,000 was donated by Andrew Carnegie.

- 6.3 The Library Development Strategy 2015-2018 sets out the restructure of the library service and the four biggest and most popular libraries in the borough - Enfield Town, Edmonton Green, Palmers Green and Ordnance Unity Library, are specified as hub/flagship libraries - which deliver a wide range of library services alongside community based activities. The remaining 13 libraries were designated as community libraries. In community libraries, the Council shares premises with other organizations to bring in income, share costs and provide added benefits to the local community.
- 6.4 Enfield Highway Library is located 1.5 km south of Ordnance Unity centre that opened in December 2014, a library with modern up to date facilities. Located 1.4 km to the south is Ponders End Library that is also a community library and shares space within facilities with Age UK Enfield.
- 6.5 The Library Strategy reflects the Council's vision for libraries to be considered as part of the overall Council service offer to communities, a digital network offering WI-FI, improved computer facilities with a range of digital inclusion activities; greater involvement by local communities in the management of library services through a variety of different models and facilitated access to government services such as education, welfare reform, economic growth and wellbeing.
- 6.6 This is also reflected in the Enfield Council Infrastructure Delivery Plan Review 2014, that refers to dynamic libraries that play a key role to the Council's Corporate Plan, whereby libraries are integrated into Community Hub facilities.
- 6.7 In anticipation of a partnering with a Sexual Health Clinic, the Carnegie library has been vacated, but the scheme did not proceed. In the interim, a temporary Library Service temporarily operates from a library bus located in the car park of number 258 Hertford Road.
- 6.8 The application follows on from a key decision made by the Cabinet member for Education, Children's Services and protection (Cllr Ayfer Orhan) on the 19th of June 2017. A report titled 'Enfield Highway Library Re-provision at Enfield Business Centre' was agreed. The approval was given to provide a new Community library on the first floor of 201 Hertford Road, Enfield Highway, working with Enfield Business Centre as community partner. The proposal was considered the most cost effective solution for a Library service located adjacent to the original Enfield Highway Library, as the first floor of the Enfield Business Centre is currently vacant and owned by the Council.
- 6.9 The report identified that the site is designated as Class B1 - Offices. The use class for libraries is D1 - Non-residential institutions and this application seeks formal change of use.



Principle of Change of Use

- 6.10 Policy 19 of the Core Strategy accepts the conversion of surplus offices to other uses where it can be demonstrated that there is no demand for offices in this location. The applicant has indicated that the offices are currently vacant. The offices were vacant for circa 3 years and have been marketed extensively for the past 18 months, during which time 3 viewings were had.

The property does not give rise to demand, as it is a tertiary location and low-grade office accommodation.

- 6.11 DMD Policy 22 states that the proposals involving a change of use that would result in a loss or reduction of employment outside of Strategic Industrial Locations (SIL) or Locally Significant Industrial Site (LSIS) will be refused, unless it can be demonstrated that the site is no longer suitable and viable for continued use employment use.
- 6.12 The proposal for the library to operate as staffless would have implications in terms of employment provision. This is contrary to the traditional library model, and there is currently one person employed in the temporary library bus. Nevertheless, the proposed development is in line with ambitions, as set out in the Library Strategy. The submission has satisfactorily demonstrated that there is a lack of demand for the office use and on this basis an alternative use can be considered.

Library Use

- 6.13 DMD 16 relates to the provision of new community facilities that will be supported borough-wide, provided the proposed development:
- a. Is demonstrated to have a community need;
 - b. Makes an efficient and effective use of land and buildings, and where appropriate, provides opportunities for co-location, flexible spaces and multi-use;
 - c. Is easily accessible to the community it is intended to serve by walking, cycling and public transport to reduce dependence upon private car transport;
 - d. Is designed to provide access for physically impaired users, in accordance with DMD 37 'Achieving High Quality and Design-Led Development';
 - e. Does not harm the amenities of neighbouring and nearby properties;
 - f. Does not have a negative impact on the area in terms of the potential traffic generated. Development should be located in local centres and town centres or edge of centres where appropriate, depending on the scale of development.
- 6.14 The library strategy has identified the need for a community library at the Enfield Highway location. Nevertheless, and alongside investments nearby at Ponders End and Ordnance Unity, the existing library provisions at this location are being scaled back. The use of the vacant first floor Enfield Business Centre, where residents are offered business support by Enfield Enterprise, would make efficient and effective use of land and buildings. The community library would be the only library within a 500 metres wide catchment centred around Enfield Highway and is served by regular bus services. The wide entrance to the business centre is wheelchair accessible and there is a lift to the first floor. The centre is designed and located, so that it would not harm the amenities of neighbouring and nearby development. The expected numbers of visitors would be similar or lower to that currently attending the Southgate Town Hall community library, which are approximately 200-400 visitors per week. It is considered that the proposal fully complies with policy DMD16.
- 6.15 A separate advertisement application would need to be submitted to signpost users to the proposed library.

- 6.16 Officers consider that the proposed use of the first floors as a library would constitute a use that would encourage community involvement as well as provide facilities to improve skills within the local area. The development would enable the reuse of otherwise vacant floors within the building for community purposes and taking into consideration the hours of operation, between 9:00 and 19:00, during the week and also on Saturdays between 9:00 - 17:00, it is considered that the proposal would enhance the vitality and viability of this part of Hertford Road.
- 6.17 Furthermore, the proposal would complement the existing use of the ground floor Enfield Business Centre, whereby existing office users are Enterprise Enfield, who specialises in business advice. The library opening times would correspond with office users on the ground floor and arrangements would need to be made for opening hours on Saturdays. The proposed development is not considered to conflict with other users of the building.
- 6.18 The proposed change of use would not involve any external alterations to the building. The layout seeks to retain the existing room configuration and positioning of services. Isolated adaptation of access control to the ground floor of the Business Centre is required to maintain security at the facility whilst allowing public access to the lift and first floor library. At first floor level, alterations will be required to provide an accessible WC. Isolated repairs will be undertaken to the ceiling and lighting, heating and ventilation system shall be serviced and retained with small power provision modified to suit the proposed layout.
- 6.19 Overall, given the existing use of the ground floor, the vacancy of the first and second floors and the nature of the use proposed, the principle of the change of use is considered acceptable. A condition is recommended to ensure the development remains as a library within D1 to ensure that any proposed change within the Use Class requires separate planning consent. This is to ensure that any future development does not result in the over-intensive use of the site and meets adopted car-parking standards.

Neighbouring Amenity

- 6.20 Environmental Health raised no objections to the proposed change of use. It is noted that the library would operate between the hours of 09:00 and 19:00, Mondays to Fridays and 9:00 to 17:00 on Saturdays, but not on Sundays. The applicant has advised that there would initially be one member of staff, and a phased-in staffless service. In any case, the intensity of the use would be self-limiting due to the limited floor area of the premises and required visitor - space ratios.
- 6.21 The part of Hertford Road, where the site is situated, comprises of predominantly town centre uses, however, the northern end of the business centre retains some residential development. North of the access path, there is a car mechanic. On balance, it is considered that the proposed activities of the community library, the expected number of users, together with the hours of opening and the local centre location, would not be likely to result in a level of noise and disturbance over and above that already experienced along Hertford Road, that would be detrimental to the amenities of nearby neighbouring residential and office and retail occupiers. In any event, it is considered that a condition restricting the opening hours of the premises would ensure the privacy and general amenity of nearby neighbouring

occupiers would be maintained. The condition will restrict the opening to 09:00 - 19:00 Mondays to Fridays and 09:00 - 17:00 on Saturdays.

- 6.22 The four adjoining flats, numbers 203, 205, 207 and 209 Hertford Road are accessed from and located in a different part of the building. The access to the flats is located along the northern side of the building and the flats are located on the upper floors only. The fenestration to the flats is to the front and rear of the property and the parking spaces and bin provisions are located in the rear courtyard. Visitors to the library could come into contact with residents if they were to access the rear courtyard for visitor parking however there would be no direct impact on residential amenity. There would be four library parking spaces to the rear and any disturbances caused are not considered to differ substantially from those currently incurred by the use as an office.

Vehicle Access/ Servicing Arrangements

- 6.23 This application has been inspected by the Council's Traffic and Transportation Department, who requested additional information, which has been obtained as part of a site survey and submission of additional information. The existing provisions include a loading bay, a disabled parking bay, 4 short term cycle parking spaces, *i.e.* two Sheffield hoops in front of the building, 28 car parking spaces to the rear and three large commercial waste bins. Traffic and Transportation have advised that a number of additional provisions would have to be made for the library. These include:
- One additional cycle hoop in front of the building;
 - One additional disabled parking bay in front of the building;
 - One secure and sheltered long term cycle parking space; and
 - The designation of four car parking spaces for users of the library.
- 6.24 The above would be secured through conditions. Hard-surfacing and drainage provisions were previously agreed under planning reference: P13-02216LBE. It is considered that one large wheelie bin for use by the library for commercial waste, as transferred from the previous occupier, is sufficient. The current application relates to the first floor of the building where planning permission is sought for the change of its use from office (B1) to a library use (D1) for a maximum of 1 staff accessing the site during opening hours and 4 car parking spaces would be provided.
- 6.25 The existing 28 car parking spaces are shared between residents and office users and while there are allocations attributed in respective leases, these would need to be signposted more clearly before the library would open to the public, so as to minimise any potential conflicts. Additional cycle parking provisions promote active travel in line with DMD 45 and the London Plan Policy 6.9 (cycle parking). A minimum of 2 additional cycle parking spaces should be provided for visitors of the library in line with the standards set out in the London Plan (2016) and DMD 45 (Parking Standards and Layout).
- 6.26 Transport have also enquired into the number of trips generated and data for similar sized libraries suggests a footfall of 200-400 people per week. This would increase footfall compared to that currently attracted by the temporary library van, however as the majority of users would be on foot, cycle or public transport, this increase is not considered sufficient to have a significant impact on highway safety.

- 6.27 In addition, and in order to alleviate any conflicts that may arise, an additional condition would be placed for a travel planning statement to be submitted as per guidance set out in the TfL Travel Planning Guidance (2013). The provision of such a statement should demonstrate how staff and visitors would be encouraged to travel to the site via sustainable transport modes and to reduce reliance on the private car.
- 6.28 Overall, due to the limited internal floor space and the subsequent limitations this will impose on staff and visitors at any one time, it is not thought that the proposed change of use will lead to significant levels of increased trip generation, which will adversely affect the smooth operation of the surrounding local highway network.

7. Conclusion

- 7.1 Officers consider that the proposed change of use from office to a library would provide a positive community use for the surrounding area, while bringing a vacant building into a sustainable use. The proposal is not considered to have a deferential impact on residential amenity or highway safety.

8. Recommendation

- 8.1 Having regard to the above, it is recommended that planning permission be granted subject to the following conditions:

Conditions

1. Time Limit

The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the decision notice.

Reason: To comply with the provisions of S.51 of the Planning & Compulsory Purchase Act 2004.

2. Approved Plans

The development hereby permitted shall be carried out in accordance with the following approved plans:

**207016694/03/OF/07;
207016694/04/OF/07;
4001-5155865;
3562(03)002;
3562(20)003; and
3562(03)003.**

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

3. Hours of use

The library shall not be used outside the hours of 09:00 to 19:00 Monday – Friday and Saturdays 9:00 to 17:00.

Reason: In the interest of neighbouring residential amenity.

4. Cycle Parking

Prior to the occupation of the development, the applicants shall erect an additional cycle hoop for visitors and one secure and sheltered long term cycle parking space.

Reason: In the interests of sustainable transport and to ensure that traffic generated from the site is minimised, in accordance with London Plan policies 6.9, 6.10, 6.13 and development management plan policies DMD 8, 45 and 47.

5. Parking Spaces

Prior to the occupation of the development, details of 4 designated parking space and 1 additional blue badge holder parking space to be provided in accordance with the standards adopted by the Local Planning Authority have been submitted to and approved in writing. The facilities shall be constructed in accordance with the approved details before the development is occupied and shall be maintained for this purpose.

Reason: To ensure that the development complies with Transport standards adopted, as set out in London Plan policy 6.13 and development management plan policy DPD 45.

6. Travel Plan

The development hereby approved shall be occupied until such time as a Travel Plan Statement incorporating the components set out in the current “Travel Planning Guidance” issued by TfL has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan Statement shall include:

- (1) Effective positive measures aimed at promoting sustainable travel and for the ongoing monitoring of the Travel Plan;
- (2) An effective action plan for implementation of the measures;
- (3) A commitment to delivering the Travel Plan objectives for a period of at least five years from first occupation of the development; and
- (4) Effective mechanisms to achieve the objectives of the travel plan by both present and future occupiers of the development. The development shall be implemented only in accordance with the approved travel plan.

The approved Travel Plan shall thereafter be implemented and adhered to.

Reason: In the interests of sustainable transport and to ensure that traffic generated from the site is minimised, in accordance with London Plan policies 6.9, 6.10, 6.13 and development management plan policies DMD 8, 45 and 47.

7. Restricted Use

The development hereby permitted shall only be used as a library within use class D1 and for no other purpose whatsoever.

Reason: To ensure the development does not represent an over intensive or inappropriate use of the site and in accordance with core strategy policy CP11 and development management plan policies 16 and 17.



01	Update	SP	NT	22.01.2015
00	Initial Supply	SP	SP	01/12/2007
Rev	Description	Dwn	Chk	Date



CORPORATE TEAM
MAINTENANCE & CONSTRUCTION

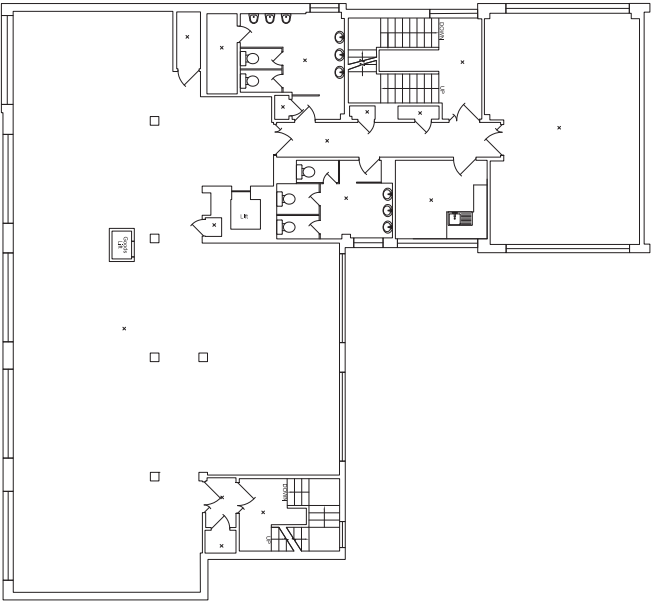
Enfield Council
Corporate Team
201 Hertford Road, Enfield
EN3 5JH
Tel: 020 8373 6000
Fax: 020 8373 6009

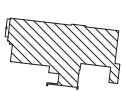
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Property: Enfield Business Centre
201 Hertford Road, Enfield
EN3 5JH

Title: First Floor Plan

Area Information		LBE Ref: - -
Total Site Area:	1465.56	Scale: 1:200 @ A3
Gross External Area:	1753.07	Date: 01/12/2007
Gross Internal Area:	1620.44	Survey: Spatial
Total Room Area:	1515.06	Drawn: Spatial
Net Internal Area:	1242.29	Checked: IT
LBE Site Boundary :	Draft	LBE Drawing Check: N.Toulan
Filename: Enfield Business Centre		





01	Update	SP	NT	22.01.2015	
00	Initial Supply	SP	SP	01/12/2007	
Rev	Description	Dwn	Chk	Date	



CORPORATE
MAINTENANCE & CONSTRUCTION TEAM

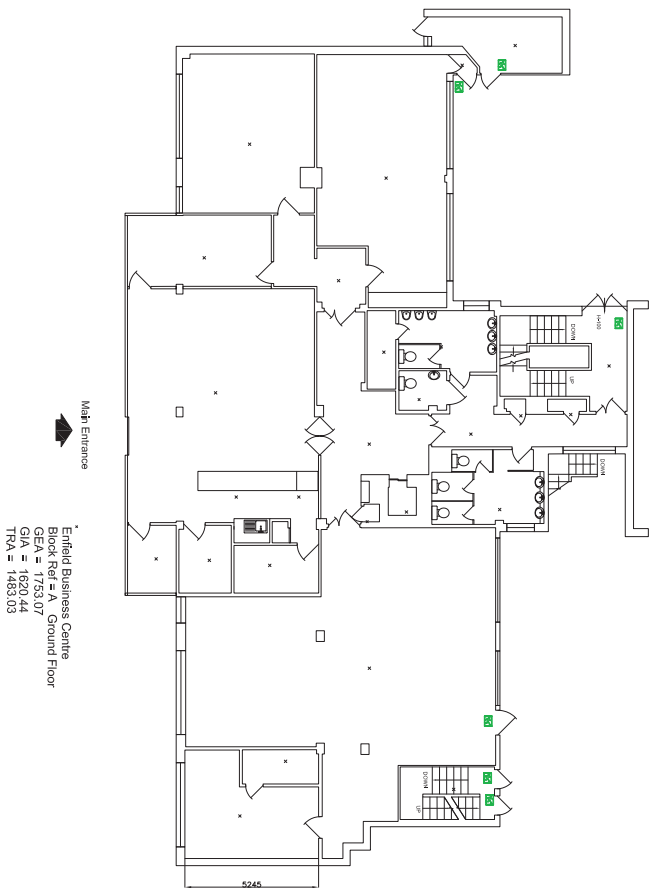
Enfield Council, 201 Hertford Road, Enfield, Middlesex EN3 5JH
Tel: 0208 855 6000
Fax: 0208 855 6001
Email: enfield@enfield.gov.uk
Website: www.enfield.gov.uk

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Property: Enfield Business Centre
201 Hertford Road, Enfield
EN3 5JH

Title: Ground Floor Plan

Area Information	LBE Ref.: --
Total Site Area:	1465.56 Scale: 1:200 @ A3
Gross External Area:	1753.07 Date: 01/12/2007
Gross Internal Area:	1620.44 Survey: Spatial
Total Room Area:	1515.06 Drawn: Spatial
Net Internal Area:	1242.29 Checked: IT
LBE Site Boundary :	Draft LBE Drawing Check: N.Toufan
Filename:	Enfield Business Centre

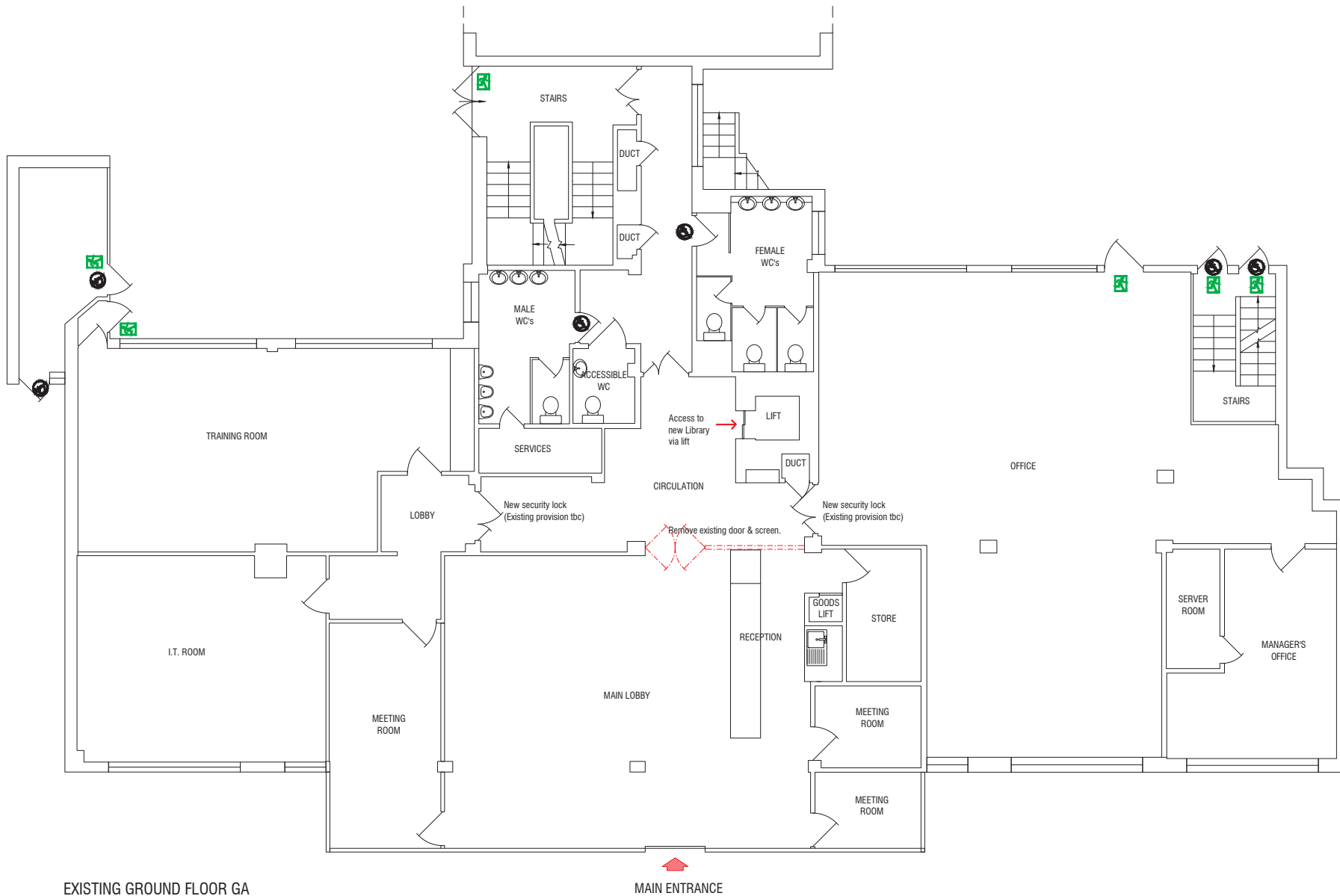




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Title: Ground Floor Plan

Plan No: 207016694 03 OF 07



EXISTING GROUND FLOOR GA
1:50

Enfield Business Centre
Block Ref = A: Ground Floor
GEA = 1753.07
GIA = 1620.44
TRA = 1483.03



NOTES

REVISION	DATE	DESCRIPTION	BY	CLIENT

WORK IN PROGRESS

ENFIELD
Council

LONDONMANCHESTERGLASGOW

SPACE PLACE
Architectural & Planning Services

PROJECT NO:
3562

WORKING NO:
(20) 003

ENFIELD LIBRARY

PROPOSED GROUND FLOOR GA

SCALE: 1:50 SHEET: 001 OF 01 DRAWN BY: ODP CHECKED BY: SAP DATE: 02/02/17

PROJECT NO: 3562 WORKING NO: (20) 003

1. +44 (0) 20 1837 8877
2. +44 (0) 20 116 4600
3. info@spaceplace.co.uk
4. www.spaceplace.co.uk

SPACE + PLACE
THE COVINGHOUSE
35-37 FARNBOROUGH ROAD
LONDON
SE16 5LN

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