## LONDON BOROUGH OF ENFIELD

**PLANNING COMMITTEE** 

Date: 18th December 2018

Report of

Executive Director -

Place

**Contact Officer:** Andy Higham

Ms Claire Williams Tel No: 02083794372 Ward:

Ponders End

**Ref:** 18/03966/RE4

Category: LBE - Dev by LA

LOCATION: Carpark, 291 High Street, EN3 4DN,

PROPOSAL: Reconfiguration of car park involving installation of 1 temporary building for multipurpose community use.

**Applicant Name &** 

Address: Regeneration Department Enfield

Council Civic Centre Silver Street Enfield EN13XD

**Agent Name & Address:** 

Mr Danny Hammond

Civic Centre Silver Street Enfield EN1 3XD

**RECOMMENDATION: In accordance with Regulation 4 of the Town and Country Planning** General Regulations 1992, planning permission be Granted subject to conditions.

Note for Members: The application has been brought to the Planning Committee because the applicant and the land owner is Enfield Council.

## Ref: 18/03966/RE4 LOCATION: Carpark, 291 High Street, EN3 4DN, Posts r Park HIGH STREET Surgery 1 to 20 Vincent House 17.7m NAGS HEAD RO 533 Car Park Surgery EAGLECLOS Garage Bank GARFIELD ROAD Reproduced by permission of Ordnance Survey on behalf of HMSO. ©Crown Copyright and Scale 1:1250 North database right 2013. All Rights Reserved. Ordnance Survey License number 100019820

#### 1.0 Executive Summary

- 1.1 Two planning applications have been submitted in parallel to locate temporary buildings for community uses on the Eagle House car park due to the need to relocate the existing Qube building and provide library facilities whilst Phase B of the Electric Quarter scheme is built out. Two applications have been submitted to ensure relevant permissions are in place should either option be preferred. This report seeks approval to a scheme involving the reconfiguration of the car park to include the installation of one temporary building for community use.
- 1.2 The reasons for recommending approval are:
  - i) The development would be a temporary scheme that would assist with the regeneration of Ponders End High Street and the delivery of the Electric Quarter scheme.
  - ii) The development would allow the provision of community services within the relocated Qube building until a more permanent location is found.
  - iii) The development is acceptable in terms of visual amenity within the street scene with regard to its size, scale and design.
  - iv) The development would not impact on existing public trees.
  - v) The development is acceptable in terms of parking, traffic generation and servicing.

#### 2.0 Site and Surroundings

- 2.1 The application site measures approximately 1000sqm and comprises a Council owned car park known as the Eagle House Car Park on the northern end of Ponders End High Street. The site lies to the south east of the junction with Ponders End High Street, Nags Head Road and Southbury Road. The car park comprises 27 car parking bays including 3 disabled parking bays.
- 2.2 Immediately to the north of the site is an area of public realm consisting of grass verges and large mature trees. To the north of the site on the corner of Nags Head Road and the High Street is Vincent House, a three storey mixed use building with residential units on the upper floors. To the east of the site are two storey residential properties. To the south of the site is Eagle House surgery with a car park to the rear and to the west, are commercial units on the ground floor with residential units above.

2.3 The application site is located within the Ponders End Large Local Centre and the Ponders End Place Shaping Priority Area. The site is identified as a development opportunity in the North Enfield Area Action Plan.

## 3.0 Proposal

- 3.1 The application seeks planning permission for the reconfiguration of the Eagle House car park involving the installation of 1 temporary building. The temporary building will be the Qube which is currently located on Ponders End High Street (No.s 204 214), within Phase B of the Electric Quarter development site.
- 3.2 The Qube would be sited to the north west of the site fronting the High Street. The building would be set back from the boundary with the High Street by approximately 2 metres and set back from the northern boundary by approximately 1.5 metres. Ramps would be provided to allow access into the buildings. Armco barriers to protect the buildings from vehicle damage would be sited to the east and south of the buildings.
- 3.3 Twenty two car parking spaces are to be retained in a reconfigured car parking layout, including three disabled parking spaces and seven parking spaces for Vincent House.
- 3.4 Cycle racks (6 spaces) for visitors and a cycle store for staff would be sited along the northern boundary. The existing vehicular access from the High Street would remain.
- 3.5 The bin store was originally proposed to be located along the northern boundary of the site. However the bin store is now proposed to be sited to the south of the Qube. The drawings will be updated to reflect this. The bin store will have a timber external clad finish and measure 2 metres in height.
- 3.6 Three new lighting columns are proposed to the north and south boundaries of the site.

#### 4.0 Relevant Planning History

## **Application site**

4.1 18/03965/RE4 - Reconfiguration of car park involving installation of 2 temporary building for multi purpose community use. – This application is also on the agenda as an alternative option with an Officer recommendation to grant permission subject to conditions.

## **Application Site/ Vincent House**

4.2 16/03937/RE4 – Change of use from offices (B1) to public health treatment facility (D1). – Approved 09.11.2016.

A parking layout plan was approved under this planning permission that designated 7 car parking spaces within the Eagle House car park and three within Vincent House.

# Former Middlesex University Campus 188-230 (Even) (Excluding No.228) Ponders End High Street Ponders End Library and Associated Parking Area College Court

#### Electric Quarter Development

4.3 15/04518/FUL - Redevelopment of site to provide 167 residential units and 1379 sqm of commercial and community floorspace, involving a 4-storey block of 21 self contained flats (9 x 1-bed, 6 x 2-bed and 6 x 3-bed) with communal rooftop play area, a 3-storey block of 18 terraced houses (2 x 3-bed and 16 x 4-bed) and 22 x 3-storey terraced houses in 4 blocks (17 x 3-bed and 5 x 4-bed) (PHASE A), a 4storey block of 19 self contained flats (9 x 1-bed, 6 x 2-bed and 4 x 3-bed) with community space/nursery on ground floor and communal rooftop play area, a 7storey block of 25 x 1-bed self contained flats with Library at ground and first floor, a part 4, part 6-storey block of 40 self contained flats (21 x 1-bed and 19 x 2-bed) with 5 commercial units at ground floor and 22 x 3-storey terraced houses in 4 blocks (17 x 3-bed and 5 x 4-bed) (PHASE B) with cycle and bin stores to ground floor of each block, new access and access roads, parking and associated landscaping involving demolition of 14,212sqm sqm of existing floorspace (residential, education, shops, community, commercial and car park). - Granted planning permission subject to conditions and a S106 agreement on 25.11.2016. Conditions have been discharged under phase 1 and this phase is almost complete. Demolition works have commenced on Phase 2 and conditions have been submitted for discharge.

## **Qube Development**

- 4.4 16/04803/ADV Installation of a 1x internally illuminated fascia and 1x non-illuminated free standing sign. Granted subject to conditions on 9<sup>th</sup> February 2017.
- 4.5 15/05135/RE4 Minor material amendment to 14/03718/RE4 to allow repositioning of the proposed building and minor alterations to the doors and windows. Granted subject to conditions on 1<sup>st</sup> February 2016.
- 4.6 14/03718/RE4 Erection of a single storey temporary building for multi-purpose community use. Granted subject to conditions on 28<sup>th</sup> November 2014.

#### 5.0 Consultation

#### Public Response

5.1 Letters were sent to 69 adjoining and nearby residents, the Friends of Ponders End Recreation Group and Ponders End Community Development Trust. No comments were received.

## **Internal Consultees:**

- 5.2 <u>Traffic and Transportation</u>: No objection.
- 5.3 Environmental Health Officer: No objection.
- 5.4 Tree Officer: No objection.
- 5.5 <u>SuDS Officer</u>: No objection.
- 5.6 Waste Services: No objection.

#### 6.0 Relevant Planning Policies

## 6.1 <u>London Plan (2016)</u>

- 3.1 Ensuring Life Chances for All
- 3.9 Mixed and Balanced Communities
- 3.16 Protection and Enhancement of Social Infrastructure
- 3.17 Health and Social Care Facilities
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 5.14 Water Quality and Wastewater Infrastructure
- 5.15 Water Use and Supplies
- 5.16 Waste Self Sufficiency
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing Traffic Flow and Tackling Congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.4 Local Character
- 7.6 Architecture

#### 6.2 The London Plan – Draft for Public Consultation December 2017

A draft London Plan was published on 29 November 2017 for consultation purposes with a deadline for consultation of 2 March 2018. The aim is for the plan to be examined in public in January 2019. The draft plan is a material consideration in determining applications but carries little weight until after its examination. Relevant policies include:

Policy GG1 Building Strong and Inclusive communities

Policy G7 Trees and woodlands

Policy SD6 Town centres

Policy SD8 Town Centres: Development Principles & Development Plan

**Documents** 

Policy S1 Developing London's Social Infrastructure

Policy D2 Delivering good design

Policy D3 Inclusive design

Policy SI12 Flood risk management

Policy TR2 Healthy Streets

Policy T3 Transport capacity, connectivity and safeguarding

Policy T4 Assessing and mitigating transport impacts

Policy T5 Cycling

Policy T6 Car Parking

#### 6.3 Core Strategy (2010)

CP11 - Recreation, Leisure, Culture and Arts

CP17 - Town Centres

Core Policy 20 - Sustainable energy use and energy infrastructure

CP21 - Delivering Sustainable Water Supply, Drainage and Sewerage Infrastructure

CP22 – Delivering Sustainable Waste Management

Core Policy 24 - The Road Network

Core Policy 25 - Pedestrians and Cyclists

Core Policy 28 - Managing Flood Risk through Development

Core Policy 29 - Flood management infrastructure

Core Policy 30 - Maintaining and Improving the Quality of the Built and Open Environment

Core Policy 32 – Pollution

Core Policy 36 - Biodiversity

Core Policy 40 - North East Enfield

Core Policy 41 - Ponders End

Core Policy 46 – Infrastructure Contribution

### 6.4 Development Management Document (2014)

DMD10 - Distancing

DMD16 - Provision of New Community Facilities

DMD28 - Large Local Centres, Small Local Centres and Local Parades

DMD34 - Evening Economy

DMD37 - Achieving High Quality and Design-Led Development

DMD45 - Parking Standards and Layout

DMD47 - Access, New Roads and Servicing

DMD 48 - Transport assessments, travel plans, servicing & delivery plans

DMD57 - Responsible Sourcing of Materials, Waste Minimisation and Green Procurement

DMD58 - Water Efficiency

DMD59 - Avoiding and Reducing Flood Risk

DMD61 - Managing Surface Water

DMD64 - Pollution control and assessment

DMD68 - Noise

DMD69 - Light Pollution

DMD79 - Ecological Enhancements

DMD80 - Trees on development sites

DMD81 - Landscaping

## 6.5 Area Action Plan

North East Enfield Area Action Plan NEEAP (2016)

#### 6.6 Other Relevant Policy Considerations

National Planning Policy Framework (NPPF) 2018 National Planning Practice Guidance (NPPG) 2016 Manual for Streets 1 and 2

## 7.0 Analysis

- 7.1 This report sets out an analysis of the issues that arise from the proposals in the light of adopted strategic and local planning policies. The main issues for Members to consider are as follows:
  - Principle of development and and the continuity of provision of community facilities whilst the Electric Quarter development is undertaken
  - Design and appearance
  - Neighbouring amenity
  - Trees
  - Traffic and transport

#### Principle of Development

7.2 Ponders End, including Ponders End High Street, has been identified for change and re-development. The NEEAP identifies the application site as a site with development opportunity particularly for mixed use redevelopment. However initially through this application it is proposed to use the site temporarily to assist

with the delivery of the Electric Quarter development along Ponders End High Street.

- 7.3 The Electric Quarter development is a housing led mixed use regeneration scheme that was granted planning permission on 25<sup>th</sup> November 2016. The Qube is located within the red line boundary of Phase B of the Electric Quarter site and is used as a community centre. Activities are managed by the Ponders End Community Development Trust (PECDT) and include training, business events, zumba and other keep fit classes, children's parties and church activities. The building is available for activities seven days a week between 8am and 11.00pm.
- 7.4 The Qube was established as a meanwhile use on the site of the former police station at Ponders End. The initiative was part of overall plans for the regeneration of Ponders End and was intended to provide much-needed community space, draw people onto the high street and increase footfall, to promote local business and to contribute to the economic wellbeing and sustainability of the high street. It was understood that the building would need to be relocated in order for Phase B of the Electric Quarter development to be completed. The building was funded through the Outer London Fund Round 2 Greater London Authority grant and is a council-owned asset. The Qube needs to be vacated and relocated by the beginning of January 2019 to avoid delays to Lovell's build programme. Options for relocation of the Qube have also been explored.
- 7.5 Due to issues with anti-social behaviour, no properties along the High Street being available on the market, difficulty with negotiating a short-term lease and issues with incurring extra capital and revenue costs, one of the options being put forward is to relocate the Qube and a further temporary building to accommodate the library on the Eagle House public car park. Another option is to relocate the Qube to the Eagle House car park and provide library services in an alternative location such as Swan Annex. However, there are no agreements presently in place and therefore the current applications have been submitted to ensure that planning permissions are in place to enable the options contained in either of these applications to be progressed if this is the Council's preferred approach.
- 7.6 The proposal would result in the loss of 5 parking spaces within this public car park. The loss of car parking spaces is a key consideration for this application However 22 parking spaces would be retained on this application site, including the seven for Vincent House.
- 7.7 Parking surveys have been undertaken to support the assessment of this application. These are set out in more detail below. They do confirm that the

- proposal would not result in an unacceptable level of displacement of cars onto local streets and therefore the proposal would not adversely affect the free flow of traffic or road safety.
- 7.8 The loss of social infrastructure can have a detrimental effect on a community. Planning policy documents highlight that Ponders End needs more investment in social and community infrastructure to support existing and emerging communities. The proposal would accommodate the Qube which is used for flexible spaces for community uses in an easily accessible location. Policy DMD16 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.
- 7.9 For the reasons set out above, the development is considered acceptable in principle, as it would assist with the regeneration process of Ponders End High Street; specifically, the Electric Quarter development, would continue to provide existing community facilities along the High Street and retain adequate levels of car parking spaces on the site to support the local centre.

#### Design and Appearance

- 7.10 Policy CP30 of the Core Strategy requires new development to be of a high quality design and in keeping with the character of the surrounding area. Policy DMD37 sets out criteria for achieving high quality and design led development.
- 7.11 The application site is located in an area that forms a gateway to Ponders End High Street and is a highly prominent location. Development onto the high street needs to create positive and active frontages and with the introduction of a new building to accommodate community uses including a library this will be achieved.
- 7.12 The Qube is single storey and not excessive in size. The building would be set back from the front boundary of the site by approximately 2 metres and also set back from the northern boundary by 1.5 metres. 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 in the short term. Furthermore, the Qube has formed part of the high street for the past two years. It is recognised that the Qube is functional in design and appearance.

However, it needs to perform a temporary function and will not prejudice the longer term aspirations for the site and are therefore acceptable on that basis.

#### Impact on Residential Amenity

- 7.13 Any new development should not impact on the residential amenity of neighbouring residents. Policies 7.6 of the London Plan and CP30 of the Core Strategy seek to ensure that new developments have appropriate regard to their surroundings, and that they improve the environment in terms of residential amenity.
- 7.14 To maintain a sense of privacy, avoid overshadowing and ensure adequate amounts of sunlight are available for new and existing developments; Policy DMD10 requires new development to maintain certain distances between buildings, unless it can be demonstrated that the proposed development would not result in housing with inadequate daylight/ sunlight or privacy for the proposed or surrounding development.
- 7.15 The new buildings 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 Qube which would be the building closest to the eastern boundary would be set in from this boundary in excess of 22 metres 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.
- 7.16 In terms of noise the Environmental Health Officer has been consulted and has raised no objection to the proposal. 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 restricting hours of use to Monday Saturday 8:00 23:00 and Sunday and Bank Holidays 9:00 23:00 would be attached to any grant of planning permission.

#### Traffic and Transportation

7.17 The application site has a PTAL of 4 which indicates a good level of access to public transport. The car park comprises 27 car parking spaces including 3 disabled parking spaces. The proposal would result in the loss of 5 car parking spaces. The scheme will retain 22 car parking spaces including three disabled parking spaces and seven spaces for Vincent House.

7.18 Planning permission (ref. no. 16/03937/RE4) was granted for a change of use from offices to public health treatment facility at Vincent House. A condition was attached to the permission that limits the opening hours of the premises to 09:00 - 17:00 Monday, Wednesday and Friday and 09:00 - 20:00 Tuesday and Thursday and at no other time. Under planning application reference no. 16/03937/RE4 a plan was approved that designated 7 car parking spaces to Health, Housing and Social Care within the Eagle House car park and three within Vincent House. The provision of 7 car parking spaces for Vincent House will remain in the Eagle House car park which would be in accordance with planning permission ref. 16/03937/RE4.



7.19 Parking surveys were undertaken during term time in September on an average Tuesday 0700-1000 and 1300-2000, a Friday to include additional demand from the mosque located along the High Street and a Saturday to include increased retail and leisure demand both at 1300-2000. The surveys were undertaken along surrounding streets as well as Eagle House car park and Glynn Road car park. There is generally capacity within the Eagle House car park, Glynn Road and surrounding streets. For instance, on a Friday evening at 8pm the car park stress level was 38%. The peak demand for the Eagle House car park was 73% at 7pm on a Saturday evening and the Glynn Road car park was at 60%. The results of the parking survey submitted to support this application demonstrate that there is capacity to park cars on local streets. Although the proposal would result in a loss

- of parking spaces, due to the scale of the proposal, the high PTAL and the availability of parking spaces in the area; the proposal would not result in an unacceptable level of displacement of cars onto local streets and therefore the proposal would not adversely affect the free flow of traffic or road safety.
- 7.20 Due to 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 concerns have been raised by the Traffic and Transportation department.
- 7.21 All new development should make appropriate provision for waste storage, sorting and recycling, and adequate access for waste collection. Waste originally raised concerns with the location of the bin store which was sited along the northern boundary. This was because the refuse collectors would not be able to park on Nags Head Road to collect the refuse as the vehicle would be left unattended while the bins are collected. In addition, the maximum distance from the highway for bins to be collected is 10 metres, the original location of the bin store exceeded this distance. The bin store has now been relocated to the south of the Qube which is within the 10m range to collect bins.

## <u>Flooding</u>

7.22 The application site is not located within a flood zone. The proposal will comprise a single storey buildings that would be located on the site for a temporary period. The SuDS Officer was consulted on the proposal and no concerns were raised. The proposed development would not result in a significant increase in the opportunity of flooding in the area.

#### <u>Trees</u>

7.23 The trees on the northern boundary that fall outside of the site provide significant amenity, screening and biodiversity benefits. The Tree Officer requested a plan be submitted to show the underground utilities to be installed to serve the buildings. The Tree Officer has confirmed that the proposed utilities to be installed would not result in any undue harm to the health and longevity of the existing trees adjacent to the application site. A plan has been provided that shows tree protection measures to be installed. The proposal would not result in any significant impact to existing trees within the vicinity of the site. This would be in accordance with Policy

DMD80 of the DMD which seeks to protect trees of significant amenity or biodiversity value.

7.24 A condition would be attached to any permission to ensure that the development is undertaken in line with the details submitted to ensure that the trees to be retained are adequately protected and the local environment is enhanced.

CIL

7.25 The scheme would not be liable to the Enfield CIL as it is a community use.

## 8.0 Conclusion

8.1 The development would assist with the regeneration process of Ponders End High Street; specifically, the delivery of the Electric Quarter development. The application seeks permission for a temporary period only (until 2021) and in this context is considered acceptable in terms of design. The proposed development would not result in harm to residential amenity, nor give rise to a marked increase in car parking in the local area such that it would be detrimental to local traffic conditions or highway safety. The proposal will provide one of two options to relocate the Qube. On this basis the development is supported.

## 9.0 Recommendation

That PLANNING PERMISSION BE GRANTED subject to the following conditions:

C1 This permission is granted for a limited period expiring three years from the 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.

C2 The development hereby permitted shall be maintained in accordance with the following approved plans and documents: 19/0079/P001, 19/0079/P002 Rev B, 19/0079/T007.

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

C3 The development should be carried out and maintained in accordance with the submitted and approved Tree Protection Plan ref. no. 2018/191/100/0002 and Trees in Relation to Design and Construction - Recommendations.

Reason: To protect existing planting during construction.

C4 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.

C5 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.

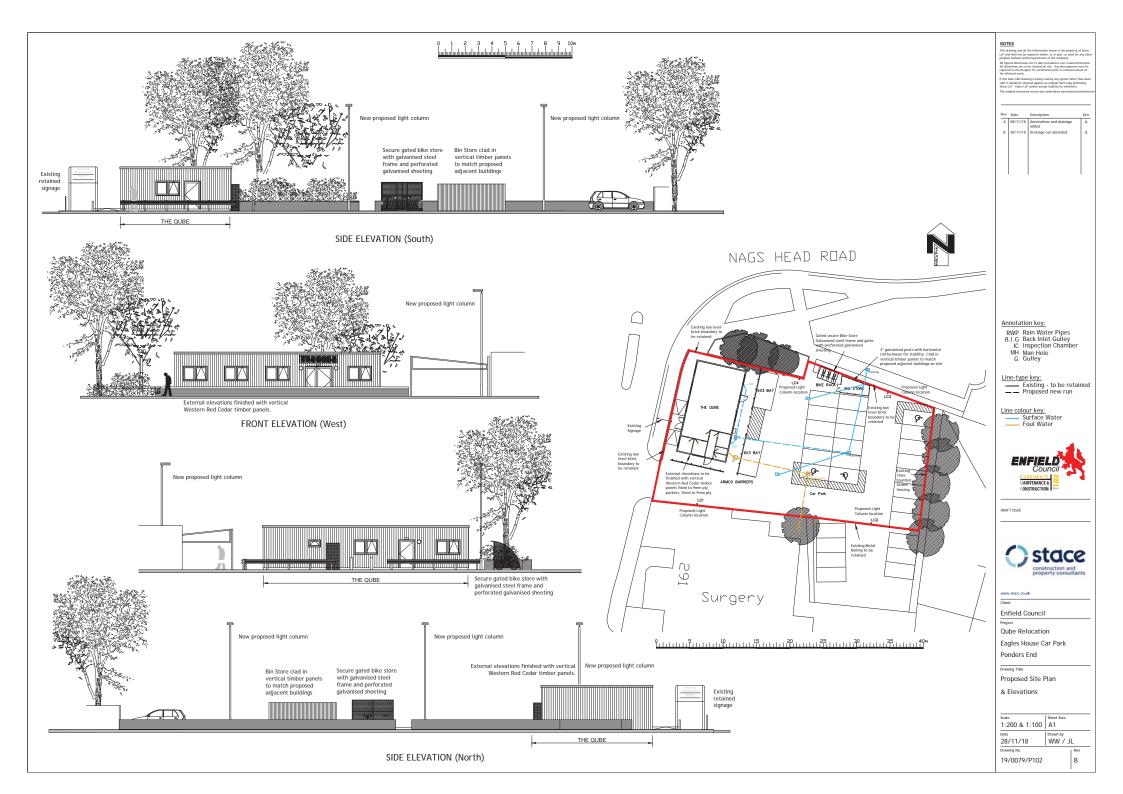
Reason: To safeguard the amenities of the occupiers of nearby residential properties.

C6 Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended) or any amending Order, the floor space to be provided as part of the development, including the Library and community facilities (Use D1) shall only be used for these respective purposes and for no other purposes unless otherwise agreed by the Local Planning Authority.

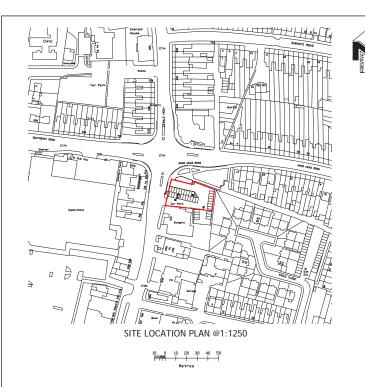
Reason: Having regard to interests of amenity, design quality, impact on adjoining sites, traffic generation and the level of car parking available to support the development and the need to provide a mixed and balanced community.

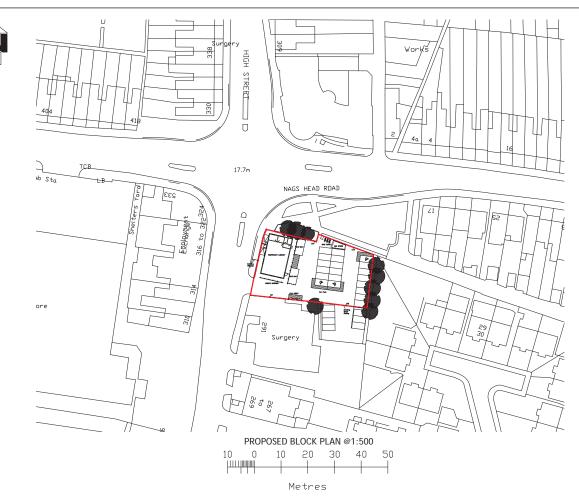
C7 Prior to first occupation of the development, the parking shall be laid out in accordance with approved plan ref. no 19/0079/P002 Rev B.

Reason: To ensure that the development provides adequate parking at all stages of the development and there is no adverse impact on on-street parking or the smooth operation of the surrounding local highway network in line with DMD 45 and London Plan policies.















Rev Date Description Drn

ENFIELD Council CORPORATE MAINTENANCE A

DRAFT ISSUE



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Enfield Council

Project

Library Relocation
Eagles House Car Park

Ponders End

Drawing Title
Site Location Plan

& Block Plan

Scale | Sheet Size | 1:1250 & 1:500 | A1 | Date | Drawn by | 10/10/18 | WW

ng No.

19/0079/P201

