

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 18 January 2022

Report of:

Head of Planning
Vincent Lacovara

Contact Officers:

Andy Higham
Gideon Whittingham

Ward:

Winchmore Hill

Application Number: 19/01988/FUL

Category: Minor Dwellings

LOCATION: St Monica's Hall, 521 Green Lanes, London, N13 4DH

PROPOSAL: Redevelopment of site involving demolition of existing building and ancillary structures and erection of part 2, part 3 storey building with basement level to provide new church hall with parish community facilities and 6 x 2 bed self contained flats with associated landscaping.

Applicant Name & Address:

Fr. Mehall Lowry
Diocese Palmers Green
Presbytery
1 Stonard Road
Southgate
N13 4DJ

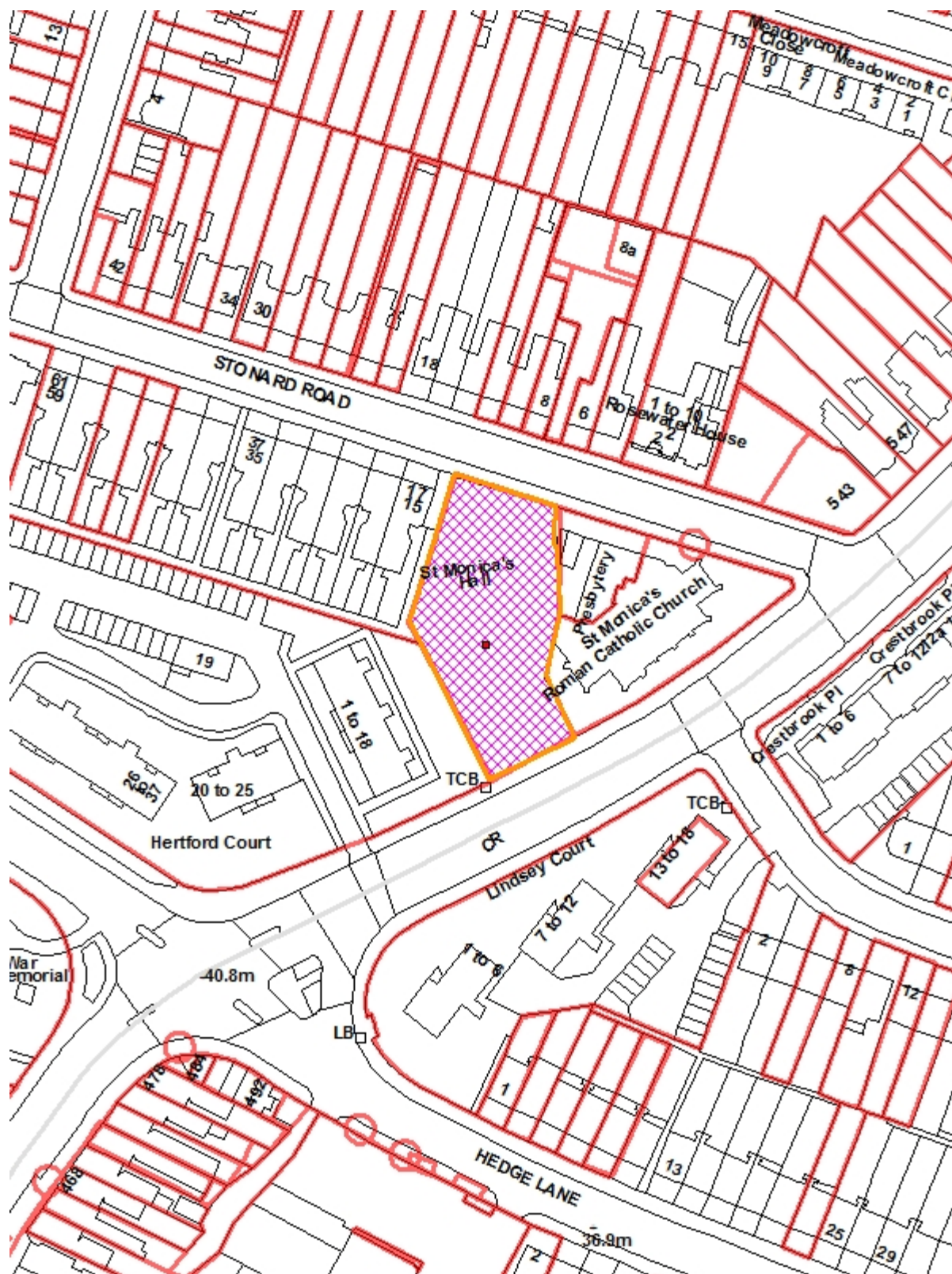
Agent Name & Address:

Mr Colin Smart
Kyle Smart Associates
The Barn
Butchers Wick
Sewell
Nr. Dunstable
LU6 1RP

RECOMMENDATION:

1. That subject to the finalisation of a S106 to secure the matters covered in this report and to be appended to the decision notice, the Head of Development Management be authorised to GRANT planning permission subject to conditions.
2. That the Head of Development Management be granted delegated authority to agree the final wording of the conditions to cover the matters in the Recommendation section of this report.

Ref: 19/01988/FUL **LOCATION:** St Monicas Hall, 521 Green Lanes, London, N13 4DH



1. Note for Members

- 1.1 Although a planning application of this nature can be determined under delegated authority, due to the issues raised and the level of public interest, the application was initially reported to Planning Committee for determination on 3 November 2020 and subsequently on 18 January 2022.
- 1.2 At the Planning Committee meeting on 3 November 2020, Members resolved that subject to the completion of a Section 106 legal agreement, planning permission be granted subject to the conditions set out in the report and requested by members at the meeting.
- 1.3 Following this meeting, the application was made subject to a holding direction while the Secretary of State reviewed the application to determine whether it should be called in for their determination. Enfield Council, the Local Planning Authority received confirmation from the Secretary of State in April 2021 that the application could be determined by the Council.
- 1.4 Concurrently, the Theatres Trust (who are a statutory consultee in respect of development proposals affecting Theatres) raised concerns about the decision making process regarding the proposal to redevelop St Monica's Hall / Intimate Theatre and specifically information provided to Planning Committee in respect of the status of the building as an Asset of Community Value both as a community centre and theatre, clarity on the comments of the GLA's Culture at Risk team and the fact they were objecting to the proposal and the absence of clear and compelling reasons to support the decision given the adopted policy position and objections received. As a result, the Theatres Trust indicated their intention to challenge any formal decision of the local planning authority to grant planning permission by judicial review. The opportunity has therefore been taken to review the assessment process to minimise such risk.

Having taken legal advice on this matter, the application was referred back to Planning Committee on 18 January 2022 for a fresh determination, with officers reassessing the proposal in light of current policy and supporting evidence. This included clarification as regards the status of the building as an Asset of Community Value and the position of the GLA.

- 1.5 At the Planning Committee meeting on 18 January 2022, Members raised concern as to the lack of a demountable stage and associated lighting and deferral of the decision was agreed (following a motion which was seconded and voted on), to enable further information to be brought to committee as regards this identified issue as there was concern to understand whether continuation of theatre use could be secured within the replacement building.
- 1.6 Following the Planning Committee on 18 January 2022, in consultation with stage specialists CPS Manufacturing Co., the applicants provided technical and supporting information in respect of a demountable stage and associated lighting, demonstrating not only that a historic use be secured within the replacement building, but also the flexibility to serve other community groups and for cultural activities. The supporting information included:

- A revised Design and Access Statement – detailing the experience of CPS Manufacturing Co and examples of temporary staging.
 - Proposed staging layout – indicating a 156-seater space within the large hall, with a demountable stage/lighting (with ramp) and storage area for said stage.
 - Proposed Section AA / Staging Layout – indicating the stage/lighting and seating arrangement
 - Views of potential temporary performance staging in main hall – CGIs of the stage and seating arrangement
- 1.7 In all other respects the proposed development will be the same as the scheme previously considered.
- 1.8 The reasons for recommending approval are:
- The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting community uses, securing sustainable growth and delivery of new housing stock within the borough;
 - The loss of the non-designated heritage asset would be offset by the delivery of a modern facility for the local community.
 - The development actively contributes towards both Borough specific and London-wide strategic housing targets.
 - The proposed building would be of high-quality design and make a positive contribution to the character and appearance of the area
 - The development would offer a flexible modern floorspace that can be used by community groups and for cultural activities, including staged performances for seated audiences.
 - The proposal would not result in conditions prejudicial to the free flow and safety of traffic on the adjoining highway.

2. Executive Summary

- 2.1 The report seeks approval for the redevelopment of the site to provide a part 2, part 3 storey building (with basement level) to provide a church hall with parish community facilities (Use Class F1 (f) / F2 (b)) and 6 x 2 bed self-contained flats (Use Class C3) with associated parking, hard and soft landscaping, refuse and cycle storage, all associated with the adjacent to St. Monica's Roman Catholic Church.
- 2.2 The redevelopment of the site requires the demolition of the existing building and ancillary structures, currently used for parish community facilities and theatre use (Use Class F2 (b)).

- 2.3 The proposal would result in the loss of the existing building identified as an Asset of Community Value, a non-designated heritage asset which is included on Enfield's Local Heritage Listed and a building included on the Theatre's Trust list of Theatres at Risk.
- 2.4 However, the harm from the loss of the existing building and associated uses is considered to be offset by the proposed development delivering a high standard of design that would respect local context and character, the meaningful contribution in meeting or exceeding requirements in respect of a modern facility for the local community and the contribution towards the Borough and wider London housing needs, helping Enfield to support its growing population.
- 2.5 The delivery of a flexible modern facility for the local community, capable of hosting staged theatre performances for seated audiences, is also supported in strategic and placemaking terms. The existing facility requires significant investment for prospective theatre productions; indeed, this has been indicated as a major factor for the relocation of previous productions to more modern facilities. The purpose built, modernised facility for the local community, that would be capable of hosting theatre performances amongst other art and cultural uses, would provide future occupiers with sufficient flexibility to ensure the long-term viability of the site, safeguarding an existing community use in the borough that meets more modern needs and should be afforded substantial weight in the determination of the application.
- 2.6 The delivery of housing is also supported at all planning policy levels, nationally, London-wide and within Enfield's adopted development plan policies and should be afforded substantial weight in the determination of the application.

3. Recommendation

- 3.1 That subject to the finalisation of a S106 to secure the matters covered in this report and to be appended to the decision notice, the Head of Development Management be authorised to GRANT planning permission subject to conditions to cover the following matters:
1. Time Limited Permission
 2. Development to be carried out in accordance with approved plans and documents.
 3. Details of External Materials
 4. Heritage – potential display of original buildings features
 5. Details/Specifications of Rooftop Equipment
 6. Details of Acoustic Assessment / sound insulation
 7. Details of Servicing and Waste Management
 8. Details of Cycle Parking
 9. Details of parking provision (vehicle and cycle), gate positioning, refuse and recycling
 10. Details of air quality assessment
 11. Details of Bat Survey
 12. Details of Biodiversity enhancements
 13. Details of SuDS Strategy
 14. SuDS Verification Report
 15. Details of Energy Statement
 16. Details of Potable Water

17. Details of extract duct/rooftop plant
18. Details of Contamination
19. Prior to above ground works – Hard and soft landscaping details
20. Commercial /Residential Use restriction
21. Tree protection of retained and adjacent trees
22. Service management plan
23. Car parking management plan
24. Construction management plan – including hours for delivery of materials
25. Control of Dust and Emissions During Construction and Demolition (NRMM)
26. No use of roof as a terrace / maintenance purpose only
27. Upper floor residential flank windows obscured
28. Compliance with Part M4 (2) Building Regulations
29. Details of availability of the hall to the wider community
30. Details of communal amenity space - including management details
31. Demolition Statement
32. Operational Management Plan - Hours of Opening for commercial element

- 3.2 That the Head of Development Management be granted delegated authority to agree the final wording of the conditions to cover the matters in the Recommendation section of this report.

4. Site and Surroundings

- 4.1 The site comprises Saint Monica's Hall, located adjacent to Saint Monica's Church at the junction of Stonard Road and Green Lanes in Palmers Green. To the east of the site, the building shares an open border with Saint Monica's Church, whilst to the north west is the boundary of No. 15 Stonard Road, an end of terrace Edwardian dwellinghouse and the communal gardens of Hertford Court to the south west.
- 4.2 The main entrance is off Green Lanes via the shared carpark with the Saint Monica's Church, however informal off-street parking is also accessed via Stonard Road.
- 4.3 The site is irregular in shape and approximately 1,490 square metres in size.
- 4.4 The site is located in the Winchmore Hill Ward.
- 4.5 The following policy designations / characteristics apply to the site:
 - Saint Monica's Hall was designated as an Asset of Community Value in 2018, following nomination by the 'Save the Intimate Theatre Group'.
 - Saint Monica's Hall has been included on Enfield's Local Heritage List as a non-designated heritage asset since 2018.
 - Saint Monica's Hall has been included on the Theatres at Risk Register since 2019 and remains on the newly published 2022 register.
 - Saint Monica's Hall has been added to the Mayor of London's "Culture at Risk" register.

- 4.6 The building is not located in a Conservation Area, nor it a Listed building. The adjacent Saint Monica's Church was built to the designs of Edward Goldie in 1914 and is a non-designated heritage asset (NDHA) of architectural, communal and historic value, albeit it has not been included in the published Enfield's Local Heritage List.

Historical background of Saint Monica's Hall

- 4.7 Built in 1930-31 and designed by the architect Charles E Hanscomb, Saint Monica's Church Hall replaced the original tin tabernacle church which had been erected in 1912. Opened, in 1931, the building was designed for a wide range of community uses ancillary to Saint Monica's Church, and featured a sprung dance floor, projection room, stage, billiard room, committee rooms and a smaller hall and a bar.
- 4.8 In 1935, the building was leased from the church authorities to the John Clements repertory theatre company and was renamed the Intimate Theatre. In 1936, a number of internal alterations were made which included installing fixed tip-up theatre seating in the gallery, stalls and possibly the installation of the proscenium arch. The repertory theatre flourished during the late 1930s and during the Second World War when it largely remained in operation. In 1941 the lease was taken over by Frederick Marlow's GM Productions and it continued in use as a professional repertory theatre.
- 4.9 In 1946, a production at the theatre of 'George and Margaret', a comedy by Gerald Savory, was the first complete play broadcast live on television by the BBC, and a world first.
- 4.10 Over the following two decades theatre hall attendances declined, largely due to competition from television, and by 1964 the Intimate Theatre was the only professional repertory theatre in London. Despite being taken on by a number of different production companies, and having local council support, in 1970 the operation of the building reverted back to a parish community hall. Local amateur drama groups maintained the limited use of the building as a theatre, with some professional productions such as the annual pantomime.
- 4.11 Following the grant of planning permission in 1988 (see relevant planning decisions), the building modified into a parish community hall, incorporating a smaller theatre whereby limited amateur productions have been performed and serve as facilities for arts and social centre activities.
- 4.12 A subsequent application was granted in 1991 (see relevant planning decisions), for the redevelopment of site by way of the demolition of the existing building and erection of single storey community centre. This permission has since expired unimplemented.
- 4.13 Based on the operation of the authorised use of the site in 1988, the site is understood as Use Class F2 (b).

5. Proposal

- 5.1 This is an application for the redevelopment of the site requiring the demolition of the existing community building (Use Class F2 (b) - 750sqm) for the construction of a two storey (including basement) place of worship / parish community use building (Use Class F1 (f) / F2 (b) - 905sqm) fronting but recessed from Green Lanes, along with the construction of a three-storey residential building (Use Class C3), comprising 6 x 2 bedroom 3 person flats fronting Stonard Road.
- 5.2 The community use building, to be primarily accessed off Green Lanes, would serve as a parish centre with flexible spaces and dedicated kitchen facilities across the two upper floors. The basement would serve as an area for storage and plant. The ground floor would serve as a hall (240sqm) with a general capacity of 220 persons and a demountable staged performance capacity of 156 seated persons, with associated meeting rooms for up to 17 persons, café / bar, kitchen and bathroom facilities, accessed via the foyer off Green Lanes. The first floor would serve 3no. meeting rooms with a total capacity for 59 persons and associated office / tearoom / bathroom facilities. The roof would feature PV panels and rooflights with access afforded for maintenance only. Between Saint Monica's Church and the proposed building would be an outdoor amenity space associated with the parish community offer.
- 5.3 The residential building, to be accessed off Stonard Road, would be three storeys and contain 6 x 2-bedroom 3 person flats, two on each level.
- 5.4 A total of 12 off-street parking spaces would be provided (2 on Stonard Road, the remainder off Green Lanes including 2 disabled bays). Cycle parking (16no.) would be located across the site for the parish community and residential users.
- 5.5 Associated refuse and recycling storage are located off Green Lanes for the parish community use and Stonard Road for the residential users.
- 5.6 The building would feature a brick façade with decorative brick profiles to emphasise the window openings and the circulation space.

6. Relevant Planning Decisions

- 6.1 TP/91/1061: Redevelopment of site by demolition of existing building and erection of single storey community centre. (outline) Granted with Conditions 21.09.1992. The Officer Report states:

Planning permission was granted in 1988 for the change of use of the premises from a theatre to a parish community centre, incorporating a smaller theatre and facilities for arts, crafts, discussion groups and social centre activities.

The current application proposes the demolition of the existing building which is in a poor structural condition and the erection of a new single storey building to be used as a community centre. The application is submitted in outline with siting of the building and means of access only to be considered at this stage. An indication as to the massing of the building has been submitted for information purposes.

The proposed building would incorporate a hall with a seating capacity of 200 persons; a bar; a kitchen and coffee lounge; four committee rooms and a stage with changing rooms. The facilities would be available for arts and crafts; discussion groups and general social centre activities as well as some theatrical performances. It is estimated that the usage would be approximately 2/3 social and centre and 1/3 theatrical.

The proposals have been amended to reduce the bulk and site coverage of the proposed building and to improve car parking and circulation. Vehicular access is now proposed off Stonard Road with the provision of 34 parking spaces compared with the Council's standards, the Borough Engineer objection does not recommend that the proposal be refused on these grounds.

The proposals provide a satisfactory form of development which would have no unreasonable effect on adjoining properties and cater for worthwhile community service provision on the site with hall and stage facilities which may be used for theatrical performances.

The proposals are accordingly recommended for approval.

- 6.2 TP/87/2047: Change of use of premises from theatre to parish community centre incorporating smaller theatre and facilities for arts crafts discussion groups and social centre activities. Granted with Conditions 08.11.1988
- 6.3 TP/68/0215: Erection of a garage. Granted with Conditions 08.04.1968
- 6.4 SOUTHGATE_1901: New safety curtains. Grant 14.05.1956

7. Consultation

Public Consultation:

- 7.1 In accordance with the Enfield Statement of Community Involvement in Planning (2020), consultation on the application involved notification letters being sent to 101 neighbouring properties on 27.10.2020 (giving people 21-days to respond).

Objections

- 7.2 A total of 50 letters and a petition comprising 4,513 signatures objecting to the development were received.

Support

- 7.3 A total of 24 letters and a petition comprising 1,500 signatures supporting the development were received.

7.4 The matters of objection raised were as follows:

Use / Designation

- Importance of heritage value
- Loss of professional and local theatre performances
- Loss of income from shows including for charities
- Should not be demolished but rather improvements and renovations made to the building to serve both the parish, the community and still operate as a theatre.
- There will be no public access to the new building as the building is intended for the use of the church and congregation only

Design

- Out of keeping with character of the area
- Does not respect the character and appearance of the existing building
- Inappropriate design in terms of scale and use of materials

Transport

- Insufficient parking spaces. Strain on community facilities, increase in traffic

7.5 The matters of support raised were as follows:

Use / Designation

- The new hall will greatly increase the amount of usable floor area and sub dividable spaces to create a parish centre that is more efficient and accessible.
- The present building is not fit for purpose either as a church hall or a theatre.
- Provide a new modern, energy efficient and sustainable building for parishioners and the wider community.
- Improved facilities i.e. kitchen and toilets, meeting rooms, dedicated offices for parish members;
- Accessible - Step free access and lift;
- Flexible spaces within the building
- With the improved facilities at the Dugdale Centre and local Millfield Theatre, there are alternatives in place.

Design

- Good design

Housing

- Meeting community housing needs

Sustainability

- Building with a lower carbon footprint

Safety

- Potential areas of antisocial behaviour, such as alleyways and unilluminated spaces have been designed out

External Consultees*:

- 7.6 **Culture at Risk Office, GLA** – The office sits within the Culture and Creative Industries Unit at the Greater London Authority, and provides focussed advice on culture and creative uses, cultural heritage and cultural infrastructure.

Objection raised. In summary, concerns raised related to the following:

Safeguarding cultural infrastructure – The building is a unique cultural asset that should be preserved, celebrated and made available for the continued use of local community groups. The London Plan Policy HC5 Supporting London's culture and creative industries calls for the protection of existing cultural venues, facilities and uses. It is their understanding that the proposals for a mixed-use flexible community space as a re-provision of this asset limits the potential for theatre production and does not match the same quality of dedicated theatre space that currently exists.

Recovery Mission

In response to the COVID-19 crisis, the Mayor is working with London councils and other key stakeholders to develop a series of Recovery Missions for London. The High Streets for All Recovery Mission is a commitment aimed at partnership working between public authorities, community groups and the private sector to safeguard and directly deliver a diverse, resilient and thriving mix of High street and town centre activity within easy reach of all Londoners. It is the view of the Culture at Risk Office that the retention of the historic Intimate Theatre presents a rare opportunity to respond to this timely mission by safeguarding a valuable and historic cultural asset for benefit of the local community.

- 7.7 **Theatres Trust** – The national advisory public body for theatres, a statutory consultee on theatres in the planning system, and operates as a charity.

Objection raised. In summary, concerns raised related to the following:

Proposal to result in the loss of theatre function without adequate demonstration or evidence it is no longer required and cannot be retained either within the existing building (preferred) or re-provided within the new development, and the loss of an undesignated (locally listed) heritage asset with great character, history and significance which has the potential to be retained.

- 7.8 **The Department for Levelling Up, Housing and Communities** (formerly the Ministry for Housing, Communities and Local Government).

9 December 2020 – the Secretary of State comments that 'In exercise of his powers under Article 31 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, the Secretary of State hereby directs your Council not to grant permission on this application without specific authorisation'.

01 April 2021, the Secretary of State comments that ‘In deciding whether to call in this application, the Secretary of State has considered his policy on calling in planning applications. This policy gives examples of the types of issues which may lead him to conclude, in his opinion that the application should be called in. The Secretary of State has decided not to call in this application. He is content that it should be determined by the local planning authority’.

- 7.9 *It should be noted that several communications took place with each consultee and the above is a summary overall.

Internal Consultees:

- 7.10 Transportation: No objection (within body of report)
- 7.11 SuDS: No objection (within body of report)
- 7.12 Environmental Health: No objection (within body of report)
- 7.13 Heritage / Conservation: Comment (within body of report)

8. Relevant Policies

Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions of the development of the development plan so far as material to the application: and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise.

8.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out national planning policy objectives. It introduces a presumption in favour of sustainable development, which is identified as having three dimensions - an economic role, a social role and an environmental role. Other key relevant policy objectives are referred to as appropriate in this report

The London Plan 2021

- 8.2 The London Plan is the overall strategic plan for London setting out an integrated economic, environmental, transport and social framework for the development of London for the next 20-25 years. The following policies of the London Plan are considered particularly relevant:

- GG1 Building Strong and Inclusive Communities
- GG2 Making the Best Use of Land
- GG3 Creating a Healthy City
- GG4 Delivering the Homes Londoners Need
- GG6 Increasing efficiency and resilience
- D1 London’s form, character and capacity for growth
- D2: Infrastructure Requirements for Sustainable Densities
- D3: Optimising Site Capacity Through the Design-led Approach:
- D4: Delivering Good Design
- D5: Inclusive Design
- D6: Housing Quality and Standards:
- D7: Accessible Housing

- D8: Public Realm
- D10: Basement development
- D11: Safety, Security and Resilience to Emergency
- D12: Fire Safety
- D13: Agent of Change
- D14: Noise
- H1: Increasing Housing Supply:
- H4: Delivering Affordable Housing
- H10: Housing Size Mix
- S1: Developing London's social infrastructure
- HC1: Heritage Conservation and Growth
- HC5: Supporting London's culture and creative industries
- HC6: Supporting the night-time economy
- G1: Green Infrastructure
- G5: Urban Greening
- G6: Biodiversity and Access to Nature
- G7: Trees and Woodlands
- SI1: Improving Air Quality
- SI2: Minimising Greenhouse Gas Emissions
- SI3: Energy Infrastructure
- SI4: Managing heat risk
- SI5: Water infrastructure
- SI7: Reducing Waste and Supporting the Circular Economy
- SI 8: Waste capacity and net waste self-sufficiency
- SI12: Flood Risk Management
- SI13: Sustainable Drainage
- T1: Strategic Approach to Transport
- T2: Healthy Streets
- T3: Transport Capacity, Connectivity and Safeguarding
- T4: Assessing and Mitigating Transport Impacts
- T5: Cycling
- T6: Car Parking
- T7: Deliveries, servicing and construction
- T9: Funding Transport Infrastructure Through Planning
- DF1: Delivery of the Plan and Planning Obligations

Local Plan – Core Strategy (2010)

- 8.3 The Core Strategy was adopted in November 2010 and sets out a spatial planning framework for the development of the Borough through to 2025. The document provides the broad strategy for the scale and distribution of development and supporting infrastructure, with the intention of guiding patterns of development and ensuring development within the borough is sustainable.
- 8.4 The following local plan Core Strategy policies are considered particularly relevant:
 - CP 2: Housing Supply and Locations for New Homes
 - CP 3: Affordable Housing
 - CP 4: Housing Quality
 - CP 5: Housing Types
 - CP 6: Housing Need
 - CP 9: Supporting Community Cohesion
 - CP 11: Recreation, Leisure, Culture and the Arts
 - CP 20: Sustainable Energy Use and Energy Infrastructure
 - CP 21: Delivering Sustainable Water Supply, Drainage Sewerage Infrastructure

CP 22:	Delivering Sustainable Waste Management
CP 24:	The Road Network
CP 25:	Pedestrians and Cyclists
CP 26:	Public Transport
CP 28:	Managing Flood Risk Through Development
CP 29:	Flood Management Infrastructure
CP 30:	Maintaining and Improving the Quality of the Built and Open Environment
CP 31:	Built and Landscape Heritage
CP 32:	Pollution
CP 36:	Biodiversity

Local Plan - Development Management Document (2014)

- 8.5 The Council's Development Management Document (DMD) provides further detail and standard based policies by which planning applications should be determined. Policies in the DMD support the delivery of the Core Strategy. The following local plan Development Management Document policies are considered particularly relevant:

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
DMD 37:	Achieving High Quality and Design-Led Development
DMD 38:	Design Process
DMD 44:	Conserving and Enhancing Heritage Assets
DMD 45:	Parking Standards and Layout
DMD 47:	New Road, Access and Servicing
DMD 48:	Transport Assessments
DMD 49:	Sustainable Design and Construction Statements
DMD 50:	Environmental Assessments Method
DMD 51:	Energy Efficiency Standards
DMD 52:	Decentralized Energy Networks
DMD 53:	Low and Zero Carbon Technology
DMD 54:	Allowable Solutions
DMD 56:	Heating and Cooling
DMD 57:	Responsible Sourcing of Materials, Waste Minimisation
DMD 58:	Water Efficiency
DMD 59:	Avoiding and Reducing Flood Risk
DMD 60:	Assessing Flood Risk
DMD 61:	Managing surface water
DMD 62:	Flood Control and Mitigation Measures
DMD 64:	Pollution Control and Assessment
DMD 65:	Air Quality
DMD 68:	Noise
DMD 69:	Light Pollution
DMD 70:	Water Quality
DMD 79:	Ecological Enhancements
DMD 80:	Trees on Development Sites
DMD 81:	Landscaping

Enfield Draft New Local Plan

- 8.6 Enfield Local Plan - Reg 18 Preferred Approach was approved for consultation on 9th June 2021. The Reg 18 document sets out the Council's preferred policy approach together with draft development proposals for several sites. It is Enfield's Emerging Local Plan.
- 8.7 The Local Plan remains the statutory development plan for Enfield until such stage as the replacement plan is adopted and as such applications should continue to be determined in accordance with the Local Plan, while noting that account needs to be taken of emerging policies and draft site proposals.
- 8.8 Key emerging policies from the plan are listed below:
- DM SE2: Sustainable design and construction
 - DM SE3: Whole-life carbon and circular economy
 - DM SE4: Reducing energy demand
 - DM SE5: Greenhouse gas emissions and low carbon energy supply
 - DM SE6: Renewable energy development
 - DM SE7: Climate change adaptation and managing heat risk
 - DM SE8: Managing flood risk
 - DM SE10: Sustainable drainage systems
 - SP SC1: Improving health and wellbeing of Enfield's diverse communities
 - SC2: Protecting and enhancing social and community infrastructure
 - BG3: Biodiversity net gain, rewilding and offsetting
 - DE1: Delivering a well-designed, high quality and resilient environment
 - DM DE2: Design process and Design Review Panel
 - DM DE3: Inclusive design
 - DM DE4: Putting heritage at the centre of place making
 - DM DE7: Creating liveable, inclusive and quality public realm
 - DM DE8: Design of premises
 - DM DE10: Conserving and enhancing heritage assets
 - DM DE11: Landscape design
 - DM DE13: Housing standards and design
 - DM DE14: External amenity standards
 - DM DE15: Residential extensions
 - DM H3: Housing mix and type
 - CL1: Promoting culture and creativity

Other Material Considerations and guidance

- 8.9 The following guidance is also considered particularly relevant:
- Enfield Climate Action Plan (2020)
 - Enfield Housing and Growth Strategy (2020)
 - Enfield Intermediate Housing Policy (2020)
 - Enfield Biodiversity Action Plan
 - Enfield Local Heritage List (May 2018)
 - Enfield S106 SPD (2016)
 - Enfield Decentralised Energy Network Technical Specification SPD (2015)
 - Making Enfield: Enfield Heritage Strategy 2019-2024 SPD (2019)
 - London Councils: Air Quality and Planning Guidance (2007)
 - TfL London Cycle Design Standards (2014)
 - GLA: The Control of Dust and Emissions during Construction and

Demolition SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Cultural Infrastructure Plan: A Call to Action (2019)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Design Guide (2019)

9. Assessment

- 9.1 The Planning and Compulsory Purchase Act 2004 and the Town and Country Planning Act 1990 seek to establish that planning decisions are taken in accordance with the Development Plan unless material considerations indicate otherwise.
- 9.2 Running alongside this is the presumption in favour of sustainable development that is at the heart of the National Planning Policy Framework – NPPF (paragraph 11). The NPPF (paragraph 120) also advocates the promotion and support the development of under-utilised land and buildings, particularly where this would help to meet identified needs for housing; where land supply is constrained; and where it is considered sites could be used more effectively.
- 9.3 The main planning issues raised by the Proposed Development are:
- Principle of Development (Land Use / Heritage Considerations)
 - Housing Need and Delivery
 - Housing Mix
 - Residential Quality and Amenity
 - Design (impact upon adjacent NDHA)
 - Neighbouring Amenity
 - Transport
 - Trees and Landscaping
 - Water Resources, Flood Risk and Drainage
 - Environmental Considerations
 - Community Infrastructure Levy and S106

Principle of Development (Land Use / Heritage Considerations)

Demolition of Non-Designated Heritage Asset

- 9.4 Paragraph 195 of the NPPF requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting its setting), taking account of the available evidence and any necessary expertise (i.e. statutory & non statutory consultees). Paragraph 189 of the NPPF states that Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations. That assessment should then be taken into account when considering the impact of the proposal on the heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

- 9.5 Paragraph 197 of the NPPF provides that in determining planning applications affecting heritage assets, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 9.6 With regard to non-designated heritage assets, paragraph 203 of the NPPF advises that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Local planning authorities (Paragraph 204) should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.
- 9.7 Unlike paragraphs 195-197 and 200-202, paragraph 203 does not seek to prescribe how that balance should be undertaken, or what weight should be given to any particular matter. It requires a balanced judgement to be made by the decision maker, as set by Nathalie Lieven QC in the *Dorothy Bohm v SSCLG* ([2017] EWHC 3217 (Admin)) high court judgement.
- 9.8 London Plan Policy 2021 HC1 'Heritage conservation and growth' states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The London Plan outlines that heritage assets are valued components of the historic environment. They include buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of historic significance meriting consideration in planning decisions. They include both designated heritage assets and non-designated assets where these have been identified by the local authority (including local listing) during the process of decision-making or plan making.
- 9.9 Core Policy 31 (Built and Landscape Heritage) requires that special regard be had to the impacts of development on heritage assets and their settings, whilst Core Policy 30 supports high-quality and design-led public realm.
- 9.10 DMD 44 (Preserving and Enhancing Heritage Assets) requires that developments should conserve and enhance the special interest, significance or setting of a heritage asset.
- 9.11 DMD 37 (Achieving High Quality and Design-Led Development) requires that Development must be suitable for its intended function and improve an area through responding to the local character, clearly distinguishing public and private spaces, and a variety of choice.

- 9.12 Making Enfield: Enfield Heritage Strategy 2019-2024 SPD (2019) outlines the positive approach to managing heritage.

- 9.13 Saint Monica's Hall has been included on Enfield's Local Heritage List as a non-designated heritage asset since 2018. The significance is stated as Rarity, Historic Association, Landmark Status, Social Value, Creative Association, whilst the description is as follows:

The Intimate Theatre is the home of John Clements Theatre company, and the site of the first play ever to have been broadcast live on television. By the end of the 60s it had become the last repertory theatre surviving in London. The theatre still plays host to a range of dramatic and operatic societies, and local events. Many famous people appeared on stage here, including Richard Attenborough (who made his stage debut), Irene Handl, Anna Wing, Nicholas Parsons, Roger Moore, Arthur Lowe, Bill Owen, John Inman, Dad's Army writer Jimmy Perry and his wife Gilda, Tony Blackburn, Stephen Berkoff, Davy Graham, David Bowie, The Wurzels, Joe Brown, George Melly, Tommy Trinder, Hinge and Bracket, and, in panto Bill Pertwee, Ruth Madoc, and John Noakes. Stevie Smith attended regularly. John Clements was knighted for his contribution to film and stage - Bristol University holds an archive in his memory. One of the last local theatres left in London. Two storey frontage red brick with stone quoins and window surrounds.

- 9.14 The Council's specialist Conservation Officer advises that the existing building is a rare survivor of a repertory theatre building of the inter-war period, in addition to being one of the last remaining local theatres in London. The theatre is a well-known landmark on Green Lanes and makes an important contribution to the local street scene and can be clearly viewed on the approach from both directions. Internally, a virtually unaltered plan survives with many intact original features and fittings, including a formal stage with ornamental proscenium arch featuring sunburst and flanked by plaster. The safety curtain (circa 1935) bears the masks of Comedy and Tragedy and figures from classical drama. There are limited flying facilities, original gas lit exit signs, dressing rooms, and rehearsal spaces. In the auditorium, the fixed seating in the stalls and orchestra pit were removed in 1989 and replaced with movable seating.

- 9.15 To inform this planning assessment, the applicant has submitted a Heritage Statement which sets out the rationale for the approach to the approved development. In particular, it contains an analysis of different options for refurbishment / redevelopment to support the approach advocated in this proposal and looks at the benefits of the proposed facility.

- 9.16 With reference to national planning advice and policies contained in the development plan, the Historic Assessment states that:

St. Monica's Hall is not an overly elaborate or high-quality example of its type. The intrinsic design value of the building is limited as it is considered to be a modest and functional building that broadly reflects that of the neighbouring presbytery but is less refined. The overall composition of the building is poor with a lack of detailing and awkward juxtaposition of flat roofed wings with the pitched roof and gable ends of the main hall. The north elevation of the building, with blank frontages to Stonard Road and garage and refuse storage, is considered to detract from the appearance of the existing streetscape.

The building includes some notable internal fixtures and fittings such as a proscenium arch, gallery seating and gas lights installed when the building was in use as a theatre. These have survived since the building reverted back to its main original use as a parish community centre and are rudimentary features of some architectural value that reflect the historic use of the building as a theatre.

The historic use of the building as the Intimate Theatre contributes to the 'collective memory' of the Site and the historic use of the building as a professional and amateur theatre has communal and symbolic significance for the people who relate to that use and draw part of their identity from it. Although the building was not originally used as a theatre, has not been used as a professional theatre since 1969, has not hosted a professional pantomime since 1988 and the use of St. Monica's Hall for local theatre productions has been a relatively small proportion of the overall recent use of the building, the memory of the use of the building as a theatre still resonates with those that know of it and contributes to the communal value of the building.

The historic use of the building as the Intimate Theatre is of local historical value and this is reflected in the building being included on the latest version (May 2018) of the Council's Local Heritage List.

St. Monica's Hall was constructed for, and has always been in the ownership of, the church and the use of the building as a parish community centre is a key and ongoing facet of its local interest and communal value.

- 9.17 A further consideration in connection with its historic significance is a request to Historic England in 2019 to add the Intimate Theatre / Saint Monica's Hall to the statutory list of designated heritage assets. After review, Historic England did not accept this request and commented that:

There is clearly some historical interest to the building. As the venue for the first live television broadcast of a complete play in 1946 it is certainly of note. However, this has to be seen in the context of the development of television and cannot be regarded as having the same special interest as the first BBC television broadcast from Alexandra Palace in 1936. Similarly, although the Intimate Theatre can boast an impressive list of actors who have appeared on its stage (including a number of notable debuts including Sir Richard Attenborough and a mime performance by David Bowie), such is true of the vast majority of theatres and the Selection Guide specifically recognises that this constitutes lesser interest. As one of the last commercial repertory theatres in London the Intimate Theatre has clear local interest but is of limited significance in the history of theatre since repertory companies still exist today, albeit of much less importance that they were in their heyday between the 1930s and 1950s.

Overall, this is an interesting building with a varied history and has a great deal of local affection. However, although it survives well, architecturally it lacks the degree of special interest that would be expected from a cultural or entertainment building of this relatively late date. Externally it is competent but lacks a cohesive character, and internally, despite the survival of a number of interesting features, it is not innovative in terms of theatre development and lacks a clearly defined sense of space resulting from its multi-purpose origins. Historically, the building has a number of claims to interest but these are either

local in nature or not of such interest that they override the lack of architectural special interest.

After examining all the available records and other relevant information and having carefully considered the architectural and historic interest of this case, the criteria for listing are not fulfilled. St Monica's Church Hall is, however, of clear local interest as a long-standing theatrical venue with close ties to the local community and a proud theatrical history as well as for its community history as the hall for the local Catholic church.

They conclude that St Monica's Church, Hall, also previously known as the Intimate Theatre, 521 Green Lanes, Palmers Green, built as a church hall in 1930-31 to designs by Charles E Hanscomb, is not recommended for listing for the following principal reasons:

Degree of architectural interest:

- a competent but undistinguished inter-war building by a local architect. Externally it lacks architectural cohesion and quality of detailing. Internally, although surviving well and with some interesting features, it is not noteworthy as a performance space;*
- it has no claims to innovation in terms of planning or theatrical development.*

Degree of historical interest:

- although it has an interesting history, this is not considered to provide special interest in a national context or to compensate for the overall lack of architectural interest.*

- 9.18 The scheme proposes the redevelopment of the site, including the demolition of the existing Saint Monica's Hall. It is uncontested that, by demolishing the entire building, any effect on the building's heritage significance would be total.
- 9.19 However, whilst the objectives of Core Policy 31 and DMD Policy 44 are acknowledged, weight is given to the fact that no national significance was identified and thus, the effect of the loss at a local level must and has been considered as part of this report. The main heritage policy considerations for this Site are the effect of the proposals on the locally listed Saint Monica's Hall.
- 9.20 It must be emphasised however that Local listing provides no additional planning controls and the total site could be demolished under permitted development rights including any internal features, but it is a material consideration when determining the outcome of a planning application.
- 9.21 In making this assessment, as previously mentioned, paragraph 203 of the NPPF calls for the consideration of the application with regard to the scale of any harm or loss and the significance of the heritage asset. It is reiterated that locally listed buildings (non-designated heritage assets) do not attract the same 'great weight' attributed to designated heritage assets (e.g. listed buildings).

- 9.22 A further consideration is the fact that building is on the Theatres Trust "Theatres at risk register. The Theatres Trust is a statutory consultee and a national advisory public body for theatres and were established through the Theatres Trust Act 1976 'to promote the better protection of theatres' and provide statutory planning advice on theatre buildings and theatre use in England through The Town and Country Planning (Development Management Procedure) (England) Order 2015, requiring the Trust to be consulted by local authorities on planning applications which include 'development involving any land on which there is a theatre. Significant weight must be given to their comments as part of the overall assessment.
- 9.23 The Theatres Trust appreciates that although not directly a church use the site's theatre function is valued by local people as demonstrated by its designation as an Asset of Community Value and is a means of bringing the community, backed up by the 4,513 signature petition and 50 individual responses objecting to its loss, and additional revenue into the building. The Trust therefore advises that the current development proposals should represent an opportunity to make better use of the existing facility and in the absence of justification to support the scheme all options have been explored and they object to the development. Moreover, even if demolition is accepted, adequate re-provision should be secured.

Conclusion

- 9.24 Saint Monica's Hall is not an overly elaborate or high-quality example of its type. The intrinsic design value of the building is limited as it is considered to be a modest and functional building that broadly reflects that of the neighbouring presbytery but is less refined. The overall composition of the building is poor with a lack of detailing and awkward juxtaposition of flat roofed wings with the pitched roof and gable ends of the main hall. The north elevation of the building, with blank frontages to Stonard Road and garage and refuse storage, is considered to detract from the appearance of the existing streetscape.
- 9.25 The building includes some notable internal fixtures and fittings such as a proscenium arch, gallery seating and gas lights installed when the building was in use as a theatre. These have survived since the building reverted back to its main original use as a parish community centre and are rudimentary features of some architectural value that reflect the historic use of the building as a theatre.
- 9.26 Nonetheless the total and irrevocable loss of the existing locally listed building would result in harm, as per paragraph 9.18 of this report. That harm is considered to particularly relate to the loss of notable internal features of the building that reflect the historic use of the building as a theatre, the communal value associated with the historic theatre use and the original and existing use of the building as a parish community centre.
- 9.27 Saint Monica's Hall was constructed for, and has always been in the ownership of, the church and the use of the building as a parish community centre is a key and ongoing facet of its local interest and communal value.

- 9.28 Draft Policy HE3 (Locally listed and undesignated heritage assets and cultural practices) highlights that where the significance of a local heritage asset is linked to its use or original purpose, development proposals should take this into consideration.
- 9.29 The proposed development would re-provide the original and existing use of Saint Monica's Hall in a modern new parish community centre with better accessibility for parishioners, sufficient space for religious instruction and flexible modern floorspace that can be used by other community groups and for cultural activities, including a demountable staged theatre performance with a 156 seated audience. In addition, the proposals would provide new homes in the borough and optimise the development potential of this accessible brownfield site.

Loss of Theatre

- 9.30 Paragraph 93(c) of the NPPF (2021) sets out that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.
- 9.31 Policy HC5 of the London Plan (2021) relates to supporting London's culture and creative industries. The policy states that development plans and proposals should protect existing cultural venues, facilities and uses where appropriate and support the development of new cultural venues in town centres and places with good public transport connectivity. To support this, boroughs are encouraged to develop an understanding of the existing cultural offer in their areas, evaluate what is unique or important to residents, workers and visitors and develop policies to protect those cultural assets and community spaces.
- 9.32 Policy S1 of the London Plan (2021) states where development proposals result in a loss of social infrastructure, there are realistic proposals for re-provision that continue to serve the needs of the neighbourhood and wider community, or the loss is part of a wider public service transformation plan which requires investment in modern, fit for purpose infrastructure and facilities to meet future population needs or to sustain and improve services.
- 9.33 Paragraph 7.5.6 of the London Plan (2021) states that the loss of cultural venues, facilities or spaces can have a detrimental effect on an area, particularly when they serve a local community function. Where possible, boroughs should protect such cultural facilities and uses, and support alternative cultural uses, particularly those with an evening or night-time use, and consider nominations to designate them as Assets of Community Value. Where a development proposal leads to the loss of a venue or facility, boroughs should consider requiring the replacement of that facility or use
- 9.34 Policy HC6 of the London Plan (2021) states that boroughs should protect and support evening and night time cultural venues such as pubs, night clubs, theatres, cinemas, music and other arts venues.

- 9.35 In accordance with Policy CP11 of the Core Strategy, the Council will work with its partners to promote community cohesion. Policy CP11 of the Core Strategy, specially related to Recreation, Leisure, Culture and Arts, states the Council will seek to protect existing assets and provision, and promote and encourage the increased use of recreation, leisure, culture and arts facilities in the Borough by, amongst other objectives resisting the loss of existing recreation, leisure, heritage, culture and arts facilities, unless it can be demonstrated that they are no longer required or will be provided elsewhere;
- 9.36 Policy DMD 17 of the Development Management Document aims to protect existing community facilities in the borough. Proposals involving the loss of community facilities will not be permitted unless:
- A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility; or
 - Evidence is submitted to demonstrate that there is no demand for the existing use or any alternative community use.
- 9.37 In assessment of the proposed parish community use building, the plan depicted indicates a flexible 240sqm open plan space with no fixed seating or stage, capable of accommodating a seated audience of 220 people. The redevelopment of the site would result in the loss of the purpose-built building comprising fixed seating and a stage capable of accommodating a seated audience of 413 people.
- 9.38 The applicant, in support of policy DMD 17, indicates there is no longer a demand for the continued operation of the theatre facility in this location, citing the poor condition, accessibility of the existing building, particularly when compared to competitive venues of a modern standard in Enfield, along with declining occupancy/performance data.
- 9.39 In respect of the existing facility, the applicant indicates several shortcomings including (summary):

The lack of flexibility: -

- There are no meeting rooms nor teaching rooms – only the main hall and the small hall at first floor level
- The main hall is too large for small group meetings / teaching
- The building is dominated by a stage redundant for most of the year and used less and less by amateur dramatics

Condition of the building and quality of accommodation:

- The solid walls and the roofs lose heat and insulation values are below standard and causing great loss of energy
- The emergency lights are gas fired and a fire and H&S risk requiring management attendance when occupied
- The “small hall” is accessed from a precarious uncovered external staircase, perilous in winter and potentially a health hazard
- The gallery alternative means of escape is via an external staircase
- The toilets are insufficient for the number of people who potentially use the facilities
- The kitchen does not serve the main hall

9.40 In respect of demand, the applicant indicates a decline in theatre productions.

Usage Year	Theatre Productions (%)	Private Hire (%)	Parish (%)
2014	32	17	51
2015	24	23	53
2016	26	20	64
2017	18	32	50
2018	22	27	51

9.41 The applicant indicates the community hall is advertised through the St Monica's Church website, however no substantive information of marketing taking place outside of this format has been presented.

9.42 Options for extension/refurbishment of the building put forward by the wider public and the Intimate Theatre Group have been accounted by the applicant and discounted in some detail within the Design and Access Statement, not only on the grounds of cost, but also because the refurbished building would still be deficient for the following reasons (Summary):

- Fail to serve parish/community needs;
- Extensions fail to account for planning policy
- Internal layout fails to account for Building Regulations
- Internal layout fails to provide sufficient toilet facilities
- Internal layout fails to account for general accessibility
- Internal layout fails to account for residential and commercial /operational space standards
- Fail to account for space hierarchy
- Kitchen poorly located and underprovided
- The retained but upgraded building fabric would fail to be as energy efficient as a new build
- The building would have significant additional costs for on-going maintenance.

9.43 The applicant indicates that the proposal to replace the existing building represents the optimum solution in terms of providing a flexible community building which is accessible, energy efficient, and cost effective.

9.44 The Theatres Trust advise that theatres have evolved over time, with different internal layouts according to the types of productions presented there. Whilst many types of stage arrangements are purposed for large scale performances such as Proscenium stages, Thrust stages, Theatres in-the-round, Arena theatres, there are flexible performance spaces which when stripped to their basics involve a single room, with the floor of the stage at the same level as the first audience row. Usually these spaces allow for the temporary setup of seating in several different configurations to enable a wide variety of productions to be presented. Platform stages for example, consist of a raised rectangular platform at one end of a room. They can either have a level or raked sloping floor. The audience sit in rows facing the stage. Platform stages are often used in multi-purpose halls where theatre is only one of the space's uses. Where the stage is open and without curtains, they are sometimes known as end stages or open stages.

- 9.45 Recognising the advice of the Theatres Trust, the proposed parish community use building could be capable of performances in its presented format, indeed many of the associated facilities, including a foyer, café / bar, kitchen, multiple bathroom facilities and upper floor rooms would be beneficial. It must be stated for clarity however, that no purpose-built stage nor seating is proposed as part of the community use building. Therefore, whilst the proposal would result in the loss of a community centre containing a purpose-built theatre, this must be weighed against several key considerations including:
- the existing internal stage and seating arrangement could be removed without the need for planning consent
 - the use as a performance space would be continued as part of the proposed application, albeit as an evolved mixed use / theatre space.
- 9.46 In this context, the proposal would offer a more flexible and accessible space for the community that would continue to afford a space for performances of significant benefit, indeed the applicant has provided information demonstrating the building is capable of a demountable staged performance for a 156 seated audience, a consideration that would outweigh the loss of the existing performance arrangement and resulting reduction in capacity.
- 9.47 Taking specific account of DMD Policy 17, within Enfield, spaces that are capable of performance include:
- Millfield Theatre (capacity 362/ PTAL 3) in Edmonton
 - Aylward Theatre (capacity 300/ PTAL 3) in Edmonton
 - The Dugdale (capacity 139/ PTAL 5) in Enfield Town
 - The Chickenshed Theatre (capacity 292 / PTAL 2) in Cockfosters
- 9.48 The Theatres Trust has provided a suitability assessment of replacement facilities not only within Enfield, but within the north London area (6.7-mile radius from the site). The Theatres Trust states there to be few venues of comparable size and capacity to the Intimate, and where they exist most have constraints which make them unsuitable or unavailable for the Intimate's users. This is especially so for shows requiring use of the venue for a prolonged period.
- 9.49 It is noted that all the listed venues within Enfield currently have capacity for hire, are equal or of higher PTAL rating (transport accessibility), all have a relative, if not smaller capacity and all are within the same catchment, albeit except The Chickenshed Theatre which specialises in children and young people, it does adult shows and hires at periods however.

- 9.50 The Theatres Trust has also provided information in respect of the operation / need of the existing building for 'theatre use'. Officers have accounted for the context of the theatre being used as part of a wider community hall for parish use, in addition to the wider implications COVID has had on this industry, albeit figures only up to 2018 are provided here. Nevertheless, the information provided demonstrates the following:

Usage in days for performances and other events/shows
2014 – 65
2015 – 59
2016 – 52
2017 – 53
2018 – 50
Usage in days for rehearsals
2014 – 0
2015 – 0
2016 – 0
2017 – 29
2018 – 23
Total usage in days for performances and rehearsals combined:
2014 – 65
2015 – 59
2016 – 52
2017 – 82
2018 – 73

- 9.51 The Theatres Trust furthers this data noting that this is comparable with several regional venues. Whilst it is recognised that the existing building continues to serve a regular 'theatre use' and that relative demand continues, this would not outweigh a proposal that would not result in the loss of the facility, but furthers the value of a redeveloped space capable of the hosting the existing / continued uses.
- 9.52 It should be noted that where supporting paragraph 3.1.9 (of DMD 17) states:
- The loss of facilities will be allowed only in exceptional circumstances. Evidence will be required of marketing and consultation with the community to demonstrate that there is no demand for existing or alternative community uses.*
- 9.53 This has been considered alongside the wording of policy DMD 17, whereby dispensation of part a) OR part b) rather than part a) AND part b) is required. Therefore, part a) applicable schemes need not also apply the requirements of part b), namely marketing and consultation with the community to demonstrate that there is no demand for existing or alternative community uses.
- 9.54 Since the application was taken to Planning Committee in 2020 the Council has produced a Cultural Strategy for Enfield (2020 – 2025). It recognises that more can be done to develop and expand Enfield's cultural provision, especially within town centres. Culture can play a greater role in borough health and wellbeing, in economic development, to shape local pride and identity and to better reflect the diverse communities who live, work and play

in Enfield. Engagement in culture across the borough is relatively low and there are gaps in provision such as for visual arts and crafts, music at all scales, creative workspace including artist and maker studios.

- 9.55 The strategy sets out that cultural centres and theatres within the borough include the Dugdale centre, Millfield theatre and Chickenshed theatre. The strategy states that Enfield has successfully secured Department for Digital, Culture, Media and Sport (DCMS) funds totalling £672,295 to sustain amongst others Millfield Theatre and The Dugdale and enable the continued delivery of creative programmes including outreach activity, through Covid19. In addition, £200k National Heritage Lottery Funds have been secured to initiate cultural heritage activity and increase heritage capacity.
- 9.56 The Council's Cultural Strategy (2020-2025) recognises that Enfield's cultural venues including Millfield Theatre, The Dugdale and Forty Hall have active creative programmes and are much loved. The diversification of business income streams can be explored to improve long term sustainability, broaden audiences and bring more people together to enjoy what is on offer. As new development comes forward in Enfield, investment can be secured to expand and diversify the borough's cultural provision as part of social, cultural, community and employment infrastructure. This could include subsidised spaces for cultural occupiers, affordable creative workspace and artist studios, public art commissioning and cultural festival activity which enhances the life of Enfield. The proposed development could contribute to this approach to culture across the borough.
- 9.57 The Intimate Theatre has not been identified within the adopted Cultural Strategy as a cultural centre. It has been confirmed by the Property and Economy team that there are no plans to close either the Millfield or Dugdale theatres and the Council intend to invest in them in different ways to develop their programmes. It should be noted that the Chickenshed theatre is an independent theatre company that pioneers inclusive theatre, and many dance schools, choirs and orchestras.
- 9.58 Within this policy and officer assessment context, it is recognised that several suitable replacement facilities are provided to cater for the local community that maintains the same level of public provision and accessibility as per the requirement of DMD Policy 17 (a), contrary to the positions offered by the Theatres Trust and Culture at Risk Office stating that the built form value and history is key to the significance of the existing building and the availability / suitability of alternatives facilities falls short. Whilst some programming impacts presented by The Theatres Trust are acknowledged, the loss of the purpose-built existing building (and associated internal arrangement that could be removed without the need for planning consent), replaced by a flexible open plan space (capable of performance use) would continue to meet local community needs, facilitate social interaction, and promote inclusive communities, thereby meeting the policy objectives of the Local Plan as a whole.

- 9.59 There is a clear need to improve the cultural offer across the borough, there is not however, a specific policy led-cultural need for theatre. The proposals will retain community use of the site by providing a new building including a range of flexible spaces and enhanced facilities and access. Furthermore, the proposed church hall would provide flexible new spaces in which to cater for identified cultural need and could accommodate a variety of uses such as dance studios, craft groups and exhibition space in line with the Council's Cultural Strategy.
- 9.60 The proposal would comply with Paragraph 93 of the NPPF as it would enhance the sustainability of the community, take into account the local strategy for cultural well-being and re-provide for facilities to meet the identified community needs. The proposal would also comply with the objectives of Policy DMD17 and Policies HC5 and HC6 of the London Plan as it would provide a suitable replacement facility to cater for the local community and would enhance public cultural provision and accessibility.
- 9.61 The proposal would comply with the aims of the Council's Cultural Strategy, which does not raise any concerns with the level of theatre provision within the borough. Theatre use, particularly staged performances before a 156 seated audience within the new building would still be feasible, as would other cultural events.

Asset of Community Value (ACV)

- 9.62 Across the Borough there are buildings, land and amenities that communities may consider are an essential part of their community lifestyle. These facilities can be a shop, a pub a community centre or a library for instance and do not need to be in public ownership. The closure or sale of these places may be considered to create a potentially lasting detrimental effect to the local communities. Under the Localism Act 2011, eligible organisations, such as voluntary and community organisations with a local connection, can nominate an asset to be included on a list of 'assets of community value'.
- 9.63 A building or other land should be considered an asset of community value if:
- a) Its actual current use furthers the social wellbeing and interests of the local community, or a use in the recent past has done so; and
 - b) That use is not an ancillary one (that is it must be the primary use); and
 - c) For land in current community use it is realistic to think that there will continue to be a use which furthers social wellbeing and interests, or for land in community use in the recent past it is realistic to think that there will be community use within the next 5 years (in either case, whether or not that use is exactly the same as the present or past); and
 - d) It does not fall within one of the exemptions e.g. residential premises and land held with them.
- 9.64 The Department for Levelling Up, Housing and Communities (DLUHC) Guidance (Community Right to Bid: Non-statutory advice note for local authorities – Published by the Department for Communities and Local Government 2012), states such provisions do not restrict in any way who the owner of a listed asset can sell their property to, or at what price. They also do not confer a right of first refusal to community interest groups. The provisions do not place any restriction on what an owner can do with their property, once listed, so long as it remains in their ownership. This is because it is planning

policy that determines permitted uses for particular sites. However the fact that the site is listed may affect planning decisions - it is open to the Local Planning Authority to decide whether listing as an asset of community value is a material consideration if an application for change of use is submitted, considering all the circumstances of the case.

9.65 Saint Monica's Hall (Intimate Theatre) was designated as an Asset of Community Value in 2018 (Ref No ACV/SPS/0019), following nomination by the 'Save the Intimate Theatre Group' on the basis of its Borough wide renown (i.e. as a theatre), its integral role in the community and its role as a focal point for local engagement around arts and culture. It is also a locally listed heritage asset.

9.66 A supporting paragraph (7.5.6) to Policy HC5 of the London Plan (2021) states:

The loss of cultural venues, facilities or spaces can have a detrimental effect on an area, particularly when they serve a local community function. Where possible, boroughs should protect such cultural facilities and uses, and support alternative cultural uses, particularly those with an evening or night-time use, and consider nominations to designate them as Assets of Community Value. Where a development proposal leads to the loss of a venue or facility, boroughs should consider requiring the replacement of that facility or use.

9.67 On balance and considering the proposal as a whole in accordance with National, Regional and Local planning policy, it is considered the loss of the ACV would be offset by the public benefits associated with the provision of a modern community facility available to the local community. In addition, details demonstrating the availability of the hall to the wider community shall be secured by way of a condition.

Housing Need and Delivery

9.68 The NPPF (Para. 125) is clear that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site. In these circumstances...c) local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards). The current London Plan sets a target for the provision of 66,000 new homes across London each year. This target is set to increase in the London Plan with Policy H1 stating an overall target for the provision of 52,287 new homes each year. Whilst Enfield's 2019 Housing Action Plan recognises that the construction of more affordable high-quality homes is a clear priority, only 51% of approvals in the Borough have been delivered over the previous 3-years.

9.69 The London Plan identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10-years in the Borough, based on the Strategic Housing Market Assessment (SHMA): an increase over the current target of 798.

- 9.70 Enfield's Housing and Growth Strategy (2020) was considered by Cabinet in January 2020 and approved at February's Council meeting (2020) and sets out the Council's ambition to deliver adopted London Plan and Core Strategy plus ambitious draft London Plan targets.
- 9.71 The Strategy sets five ambitions, the third of which is 'Quality and variety in private housing'. The key aims of the Strategy seek to address the housing crisis within the Borough. During consideration of the Cabinet report Members discussed the current housing situation and highlighted the rise in private sector rents in proportion to the average salary and the significant rise in homelessness. Enfield had one of the highest numbers of homeless households in the country. Insecurity and unaffordability of private sector housing has evidence-based links with homelessness. One of the most common reason for homelessness in London is currently due to the ending of an assured tenancy (often by buy to let landlords). MHCLG (2018) data shows a significant increase in the number of households in Enfield using temporary accommodation – with a significant 67% increase between 2012 and 2018.
- 9.72 The fourth and fifth ambitions of the strategy are in respect of inclusive placemaking; and accessible housing pathways and homes for everyone. While the Housing and Growth Strategy is not a statutory document it sets the Council's strategic vision, alongside metrics, in respect of housing delivery. It was approved at a February 2020 Council meeting. Its evidence, data and metrics are considered relevant material considerations.
- 9.73 The 2018 London Housing SPG outlines a vision that delivers high quality homes and inclusive neighbourhoods by ensuring that appropriate development is prioritised. Policy H1 of the London Plan seeks housing delivery to be optimised on sites that have good public transport accessibility (with a PTAL 3-6 rating).
- 9.74 Enfield is a celebrated green borough, with close to 40% of our borough currently designated Green Belt or Metropolitan Open Land, and a further 400 hectares providing critical industrial land that serves the capital and wider south east growth corridors. The reality of these land designations means the call on optimisation of our brownfield land is greater and brings complex development issues and a major shift in how Enfield's character will need to transform.
- 9.75 Taking into account both the housing need of the borough together with the track record of delivery against target, it is clear that the Council must seek to optimise development on brownfield sites, particularly those that are currently not being optimised.

Housing Mix

- 9.76 Policies CP5 of the Core Strategy and DMD3 of the Development Management Document refer to housing mix however, the Council's Strategic Housing Market Assessment (SHMA) which post-dates these policies illustrates an annualised requirement, between 2016-2041, for new homes to be 55% 1-bedroom, 16% 2-bedroom and 14% 3-bedroom. Officers have also considered the existing high proportion of existing 3+bed family houses in Winchmore Hill ward and GLA Strategic Housing Market Assessment (SHMA) predictions that between 2011-2035 around 70% of newly forming households will be 1 and 2-person households without children.

- 9.77 At a regional level, Policy H10 of the London Plan states that schemes should generally consist of a range of unit sizes, having regard to various factors including local demand, the need to deliver a range of unit types at different price points across London, the mix of uses and the range of tenures, the nature and location of the site and the aim to optimise housing potential at the site.
- 9.78 The proposed residential mix would comprise 6 x 2 bedroom/3 person units. It is recognised that a mix of family units (3 and 4-bedroom+ units) within this development would not be offered, however given the floorplate of the residential portion of the building and the shortfall in private amenity space, the current offer of units represents a suitable offer in this instance.
- 9.79 In light of the above, the proposed housing mix is considered appropriate, having regard to policies CP5 of the Core Strategy, DMD3 of the Development Management Document and Policies H6 & H10 of the London Plan and the information contained within the Councils Strategic Housing Market Assessment.

Residential Quality and Amenity

- 9.80 Policy D6 of the London Plan (2021) outlines the importance of delivering high standards of internal accommodation that meet the needs of occupants and that these must be of the highest standard both internally and externally. The Core Strategy states within policy CP4 states that *'High quality design and sustainability will be required for all new homes. New housing developments should take account of the design and construction policies and sustainable design and construction guidance set out in the London Plan'*. The supporting London Plan Housing SPG provides detailed guidance on furniture arrangements, internal daylight/sunlight and circulation, amongst other considerations.
- 9.81 Each of the units would accord with the minimum floorspace standards for 2 bedroom/3 person units. Each unit would offer good functional, internal layout and can accommodate practical furniture layouts in accordance with the standards set out in the London Plan Housing SPG. All dwellings would enjoy dual aspect accommodation.
- 9.82 The level of amenity of the neighbouring properties is afforded greater weight in this instance, therefore, the scope or opportunity to provide external amenity space by way of an accessible roof for recreation or hanging balconies is significantly constrained. Therefore, the proposal would not provide the minimum of 5sqm of private outdoor space as per Policy DMD 9. Scope for communal space at ground floor level is again constrained, however given the above and the sites proximity to open spaces, the shortfall is acceptable.
- 9.83 The London Plan and Enfield Local Plan require all future development to meet the highest standards of accessibility and inclusion. A condition would be attached to any permission to ensure the scheme complies with the optional national technical standard M4(2).

Design (impact upon adjacent NDHA)

Replacement building

- 9.84 London Plan Policy D1 has regard to local character and states in its overall strategic aim that ‘development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings’.
- 9.85 Policy D8 of the London Plan outlines a similar aim and seeks for proposals in public places to be ‘Secure...easy to understand and maintain, relate to local context, and incorporate the highest quality design’.
- 9.86 In terms of design, Core Strategy Policy 30 requires all developments to be high quality and design led, having special regard to their context.
- 9.87 Meanwhile Policy DMD 37 seeks to achieve high quality design and requires development to be suitably designed for its intended function that is appropriate to its context and surroundings. The policy also notes that development should capitalise on opportunities to improve an area and sets out urban design objectives relating to character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and durability, and diversity.
- 9.88 The scheme proposes a Hall building facing Green Lanes and flatted development facing Stonard Road. The hall building follows the siting of the existing Saint Monica’s Hall with a setback to allow for car parking. The current stepped access is replaced by level access allowing free flow to the building by all members of the community.
- 9.89 The replacement building is of a contemporary nature, with a flat roof, curved walls and flat facades. Light brickwork in place of the traditional red brick building, stone mullioned windows, with stone corner details and horizontal banding under a part flat, part pitched roof is chosen to harmonise with the horizontal bands of church stone rather than duplicate the red brickwork of the presbytery.
- 9.90 Adjacent buildings in Stonard Road are two storeys, purpose built, Edwardian maisonettes in the form of a long terrace. The scale of the proposed building is considerably reduced when compared with the existing Hall, in keeping with the context of Stonard Road; the building sits on the same line as the adjacent terrace, whilst slightly deeper into the site than the Church allowing the eye to follow the straight line of the Stonard Road without any jarring elements. The proposed building would continue to sit below and behind the Church from the majority of views. As a result of its form and detailed design, no significantly greater massing nor height would be introduced to the development site that would harm the degree of heritage significance meriting consideration of the adjacent Church.
- 9.91 Articulation is added to the flat fronted building through the introduction of a projecting two-storey entrance portal creating a double-height atrium. Opposing brick detail rises up to the lintel of the ground floor window, and across the entrance portal. Contrasting dark bricks form a feathered frame around the upper floor windows creating interest. The introduction of a dwarf wall with piers and railings sits on the boundary between the public highway

and the amenity space/soft landscaping provides separation and an element of privacy.

- 9.92 From the Stonard Road elevation, the building wraps around the contours of the site, retaining a physical separation from the Church to the east and the boundary wall of the maisonettes at Nos.15 and 17 Stonard Road to the west.
- 9.93 The majority of the proposed building footprint is taken up by the parish community hall with its main entrance located to the south of the car park. The two-storey, flat roofed building follows the same design principle as the flatted element, however at two storeys high, this part of the building is submissive, sitting below the eaves height of the existing building and below the ridge of the Church. The unimposing entrance incorporates floor to ceiling glazed doors and windows enclosed by a further projecting portal and incorporates the same horizontal brick detail rising from the ground floor as seen in the flatted development. A stained-glass panel adds interest and guides the visitor towards the entrance, whilst further landscaping enhancements to present a clear and visionary entry point shall be secured by way of condition.
- 9.94 Were the scheme to be presented with a more meaningful differentiation in terms of elevation, each building would sit as two separate entities, however the relative and modern approach taken in this instance results in a contemporary designed build, with a form and massing delivering a high-quality building in line with DMD37 for the scheme as a whole.
- 9.95 In summary, officers consider that the proposal has demonstrated a more modern approach accounting for a greater design led form, providing a much-improved site layout and thereby relationship with its context and affording greater separating distances with its most impacted neighbours. The principle of development is therefore supported in this instance.

Neighbouring Amenity

- 9.96 London Plan Policy D6 states that development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space. Meanwhile, at a local level, Policy CP30 of the Core Strategy seeks to ensure that new developments have appropriate regard to their surroundings, and that they improve the environment in terms of visual and residential amenity. Secondly, policies DMD6 and DMD8 of the Development Management Document seek to ensure that residential developments do not prejudice the amenities enjoyed by the occupiers of neighbouring residential properties in terms of privacy, overlooking and general sense of encroachment

Noise and Disturbance

- 9.97 Guidance relevant for the assessment of noise affecting new developments is given in the National Planning Policy Framework (NPPF). This sets out that that new development should be appropriate for its location, taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should seek to a) 'mitigate and reduce to a minimum, potential

adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life’.

- 9.98 Additionally, at a regional level, Policy D14 of the London Plan sets out that in order to reduce, manage and mitigate noise to improve health and quality of life, residential... development proposals should manage noise by, amongst other things: ‘3) mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on existing noise-generating uses’, and ‘4) improving and enhancing the acoustic environment and promoting appropriate soundscapes...’. At a local level policy DMD68 of the Development Management Document and CP32 of the Core Strategy are also relevant.
- 9.99 The proposal would result in a purpose-built community centre with a capacity of up to 220 people, this would be a reduction in numbers given the capacity for theatre productions based on the existing arrangement is approximately 350-405. In this respect, noise would still be generated but of no greater detriment than the existing arrangement.
- 9.100 In respect of the residential accommodation on Stonard Road, whilst there would be additional noise and general movement, generated by virtue of its nature, normal day to day activities associated with an additional six households living at the premises or utilising the open space to the front of the residential block is unlikely to result in unacceptable additional levels of noise and disturbance.
- 9.101 It is recognised that that there is the potential for some level of light pollution arising from the development, however given its scale and nature, would be of no greater detriment than the existing arrangement.

Privacy, Overlooking and Outlook

- 9.102 Policy D6 of the London Plan states that development proposals should provide sufficient daylight and sunlight to new and surrounding housing.
- 9.103 The Mayor of London’s Housing SPG does not support adhering rigidly to visual separation measures as they can limit the variety of urban spaces and housing types in the city. Standard 28 of the Mayor of London’s Housing SPG states that design proposals should demonstrate how habitable rooms within each dwelling are provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces.
- 9.104 To the north west of the site is the boundary of No. 15 Stonard Road, an end of terrace Edwardian house that features flank and rear bay windows to the rear on its 2 storey rear extensions. At ground floor level the boundary wall is up to 2m in height, with a mix between a solid boundary and soft planting / hedging. At this level, the introduction of single window and doorway would not result in any detrimental harm. At first and second floor levels of the flatted development, an obscure west facing window serving a kitchen is proposed, whilst the community development features a west facing clerestory window serving the main hall. The kitchen windows provide secondary light to the open plan kitchen/lounge however these shall be conditioned to be finished in obscure glass, allowing light into the space whilst protecting neighbour’s

amenity. The clerestory window to the main hall by virtue of their nature and position from floor level would prevent overlooking.

- 9.105 To the south west are the communal gardens of Hertford Court, whereby doors would be placed at ground floor level and windows would be placed at ground and first floor level. Given the planting along this part of the boundary, the nature of sensitive areas these would afford and the distance to the main block of Hertford Court, it is considered no detrimental harm would result.
- 9.106 Access to the roof is for maintenance purposes and a condition shall prevent access from residents and visitors, consequently neighbour's amenity would be preserved.

Air Quality

- 9.107 The construction phase will have the potential to create dust, and it is expected that any impacts will be medium to low. However, subject to appropriate mitigation measures this can be reduced to low to negligible.

Transport

- 9.108 The London Plan Policy T1 and the Mayor's Transport Strategy sets out an ambition for 80% of journeys to be made by sustainable transport modes – that is by foot, cycle or public transport – by 2041. In keeping with this approach, it is accepted that proposed development should support this aim by making effective use of land, reflective of connectivity and accessibility by sustainable travel modes. Meanwhile, the Mayor's 'Healthy Streets' driver looks to reduce car dominance, ownership and use, whilst at the same time increasing walking, cycling and public transport use.
- 9.109 London Plan Policy T2 requires development to facilitate and promote short, regular trips by walking or cycling and reduce car dominance. Policy T6 sets out the requirement for car-free development to be the starting point for all sites well-connected by public transport. Policy T9 notes that where development is car free, provision must be made for disabled persons parking and adequate space for deliveries and servicing and, in instances where a car-free development could result in unacceptable impacts off-site, these should be mitigated through planning obligations.
- 9.110 Core Strategy (2010) policies aim to both address the existing deficiencies in transport in the Borough and to ensure that planned growth is supported by adequate transport infrastructure that promotes sustainable transport choices. Specifically, Core Policy 25 requires development to prioritise pedestrian and cycle public realm improvements that contribute to quality and safety; Core Policy 24 requires development to deliver improvements to the road network, and Core Policy 26 requires development to ensure a safe, accessible, welcoming and efficient public transport network. The underlying approach is to ensure that travel choice across the Borough is enhanced so as to provide everyone with the opportunity to decide how they choose to travel, be that by car, public transport or walking and cycling. Development Management Document (2014) Policy DMD 45 Parking Standards and Layout states that the Council aims to minimise car parking and to promote sustainable transport options.

Car Parking

- 9.111 The proposed development would provide 12 car parking spaces which equates to 1 space per flat and 1 space per 300sqm of church hall floor space. Given the site is located in PTAL 2, which represents a low PTAL and Green Lanes has parking restrictions, in addition to the existing informal parking arrangement, this is considered acceptable. A S106 legal agreement will be secured to exclude residents from obtaining parking permits from any future CPZ given the low PTAL. Furthermore, appropriate conditions will be secured to encourage the use of more sustainable transport measures in the form of cycling.

Cycle Parking

- 9.112 Cycle parking is shown on the plans to be sited across the site. However, a condition will be secured to ensure that cycle parking is provided in accordance with London Plan standards. Separate long stay, fully enclosed and secure cycle parking would be required for both the residential units and the staff at the parish hall. There must be a minimum of 2 spaces per 2-bed flat in a secure and fully enclosed cycle parking shed / locker close to the residential entrance, and for the staff parking, there should be a minimum of 1 space per 8 members of staff in another locker or shed, close to the entrance to the church hall. Short stay cycle parking for the parish hall can be provided as Sheffield stands, and this must be provided at a minimum ratio of 1 space per 100sqm gross floor area.

Access and Servicing

- 9.113 Policy DMD47 states that new development will only be permitted if the access and 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.
- 9.114 Parking spaces shall be located on Green Lanes and Stonard Road via existing accesses.
- 9.115 Although the plans currently show gated access to the Green Lanes car park, it is considered appropriate for revised details of this arrangement to come forward through a condition to ensure that there is no impact on the free flow of traffic or the safety of highway users.
- 9.116 Further details of the parking layout and pedestrian access to the site will also be required to ensure there is clear and safe access for both pedestrians, cyclists and vehicles including servicing.

Trees and Landscaping

- 9.117 Policy G7 of the London Plan requires existing trees of value to be retained, and any removal to be compensated by adequate replacement, based on the existing value of benefits. The Policy further sets out that planting of new trees, especially those with large canopies, should be included within development proposals. Additionally, Policies G1 and G5 refer to green infrastructure and urban greening, which can be incorporated within the development.

- 9.118 At a local level. Policy DMD80 of the Development Management Document stipulates that developments do not result in any loss or harm to trees of significant biodiversity or amenity value, or adequate replacement must be provided whilst the Enfield Issues and Options Plan outlines the benefits that trees offer to people and the environment by improving air quality, reducing noise pollution, contributing to climate change adaptation and reducing the urban heat island effect. Additionally, Policy DMD81 of the Development Management Document refers to landscaping.
- 9.119 The supporting Arboricultural Impact Assessment (AIA) and Tree Survey indicates the site contains 5 trees (T2 – Category U, T3 – Category C, T4 – Category B, T5 – Category C, T6 – Category C) and 2 groups (G1 – Category C and H1 – Category C).
- 9.120 The AIA concludes that the proposed development would require the removal of three individual trees, one group of trees (G1) and a hedgerow (H1).
- 9.121 One of the individual trees identified for removal (T2 - Hawthorn) was considered to be unsuitable for long-term retention during the Arboricultural Survey of the site. The removal of this tree would be required irrespective of the proposed development due to its poor condition.
- 9.122 A further individual tree (T4 - Turkey Oak) shown to be removed has been assessed as having a moderate retention value. This tree has more potential to make a longer-term contribution to the landscape character of the site. However, as it is of a relatively immature status, it is considered that any losses to visual amenity can be sufficiently compensated for in the short-term through replacement tree planting.
- 9.123 The remaining tree (T3 - Sycamore), group (G1 - Ash) and hedgerow (H1 - Mixed Species) being removed are all specimens considered to be of a low retention value in the Arboricultural Survey. It is not considered that the removal of these trees should be considered a constraint to the proposed development of the site as they are not in such a condition that they are likely to make a lasting contribution to the landscape character of the site. It is therefore considered that subject to appropriate conditions to demonstrate how the retained trees would be successfully protected throughout the site's development, a planting plan/schedule and a landscaping specification including a scheme of aftercare and maintenance, the details are considered acceptable in relation to trees and in line with relevant policies including Enfield Policies DMD80 and DMD81 of the Development Management Document and Policy G7 of the London Plan.

Water Resources, Flood Risk and Drainage

Flooding and Drainage

- 9.124 London Plan policies SI12 and SI13 require the consideration of the effects of development on flood risk and sustainable drainage respectively. Core Policy 28 confirms the Council's approach to flood risk, inclusive of the requirement for SuDS in all developments. Policy DMD59 confirms that new development must avoid and reduce the risk of flooding, and not increase the risks elsewhere and that planning permission will only be granted for proposals which have addressed all sources of flood risk and would not be subject to, or result in unacceptable levels of flood risk on site or increase the level of flood risk to

third parties. Policy DMD 61 requires the submission of a drainage strategy that incorporates an appropriate SuDS scheme and appropriate greenfield runoff rates.

- 9.125 The site is located within flood zone 1, as defined by the Environment Agency, and so is at a low risk of flooding. Furthermore, the risk of surface water flooding is deemed to be very low, and so the proposed use would be appropriate in this location, subject to the recommended conditions.

Sustainable Drainage

- 9.126 Policy DMD61 of the Enfield Development Management Document requires that all major developments must maximise the use of SuDS in accordance to the London Plan Drainage Hierarchy and the principles of a SuDS Management Train. The proposed development will incorporate a number of SuDS measures such as green roofs, attenuation tank, permeable paving and rain gardens. A more robust SuDS Strategy shall be secured by an appropriate condition to ensure that the proposed measures manage surface water as close to its source as possible and follows the drainage hierarchy in line with the London Plan and a further condition for a requirement of a verification report once SuDS measures have been implemented. The SuDs officer has no objections subject to appropriate conditions, having regard to policies CP28 of the Core Strategy, DMD60 and DMD61 of the Development Management Document and SI12 and SI13 of the London Plan as well as the guidance contained within the NPPF.

Environmental Considerations

Energy and Sustainability

- 9.127 The NPPF (Para 157) requires new developments to comply with local requirements for decentralised energy supply and minimise energy consumption by taking account of landform, layout, building orientation, massing and landscaping.
- 9.128 Policy SI2 of the London Plan sets a target for all development to achieve net zero carbon, by reducing CO2 emissions by a minimum of 35% on-site, of which at least 10% should be achieved through energy efficiency measures for residential development (or 15% for commercial development). Meanwhile Policy DMD55 and paragraph 9.2.3 of the London Plan advocates that all available roof space should be used for solar photovoltaics.
- 9.129 An energy statement in accordance with Policies DMD49 and 51 is required to demonstrate how the development has engaged with the energy hierarchy to maximise energy efficiency. This could be secured by appropriate conditions and is thus deemed acceptable.
- 9.130 The energy technologies to be implemented within the development include photovoltaic panels, which would reduce CO2 emissions and shall be secured by condition.

Biodiversity

- 9.131 The NPPF (Para.174) requires planning decisions to protect and enhance sites of biodiversity value, providing net gains for biodiversity and establishing resilient ecological networks. At a regional level, policy GG2 of the London Plan requires development to 'protect and enhance... designated nature conservation sites and local spaces and promote the creation of new infrastructure and urban greening, including aiming to secure net biodiversity gains where possible'. This guidance is also evident in London Plan policy G6 which requires developments to manage impacts on biodiversity and secure a net biodiversity gain. At a local level, policy CP36 of the Core Strategy requires development to protect, enhance, restore or add to existing biodiversity including green spaces and corridors. This is reaffirmed in the DMD policies 78 to 81.
- 9.132 A Preliminary Ecological Impact Assessment and Bat Survey Report has been submitted and concludes that the site is of low ecological value and that the proposed development would not result in the disturbance of any existing habitats.
- 9.133 It is therefore concluded that appropriate conditions could be attached to secure biodiversity enhancements at the site, having regard to the requirements outlined in the NPPF (Para 174), policies GG2 and G6 of the London Plan and policy CP36 of the Core Strategy.

Equalities Impact

- 9.134 In line with the Public Sector Equality Duty the Council must have due regard to the need to eliminate discrimination and advance equality of opportunity, as set out in section 149 of the Equality Act 2010. Section 149 of the Act requires public authorities to have due regard to several equality considerations when exercising their functions including decision making on planning applications. These considerations include: Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; Advance equality of opportunity between persons who share a relevant protected characteristic (explained in detail below) and persons who do not share it; Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 9.135 The main objective of the duty has been to ensure public policies and programmes are implemented fairly, in particular with regard to their impact on the protected characteristics identified above. In making this recommendation, due regard has been given to the Public Sector Equality Duty and the relevant protected characteristics (age, disability, gender reassignment, marriage / civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation).
- 9.136 When determining the planning application (and thereby accounting for the representations resulting from public consultation), the Council has considered the potential effects of the proposed development on those with protected characteristics as defined under the Equality Act 2010. In doing this, the Council has had due regard to equality considerations and attribute appropriate weight to such considerations. In providing the recommendation to Members that planning consent should be granted, officers have considered equalities

impacts in the balance, alongside the benefits arising from the proposed development.

- 9.137 There are no statutory or regulatory requirements for the form or content of an equalities assessment. The scale and significance of such impacts cannot always be quantified, and it is common to address this through descriptive analysis of impacts and identifying whether such impacts are adverse or beneficial. The key elements of the Proposed Development which have an impact that could result in an equalities effect include the design and physical characteristics of the proposals subject to the planning application. Officers do not consider there would be a disproportionate equalities effect.
- 9.138 In line with the Human Rights Act 1998, it is unlawful for a public authority to act in a way which is incompatible with a Convention right, as per the European Convention on Human Rights. The human rights impact has been considered, with particular reference to Article 1 of the First Protocol (Protection of property), Article 8 (Right to respect for private and family life) and Article 14 (Prohibition of discrimination) of the Convention.
- 9.139 The Human Rights Act 1998 does not impair the right of the state to make decisions and enforce laws as deemed necessary in the public interest. The recommendation is considered appropriate in upholding the Council's adopted and emerging policies and is not outweighed by any engaged rights.

Section 106 / Legal Agreement

- 9.140 Having regard to the content above, it is recommended that should planning permission be granted, the following obligations / contributions should be sought and secured through a legal agreement.

Transport and Highways

- Future CPZ parking permits restricted
- 5% monitoring fee

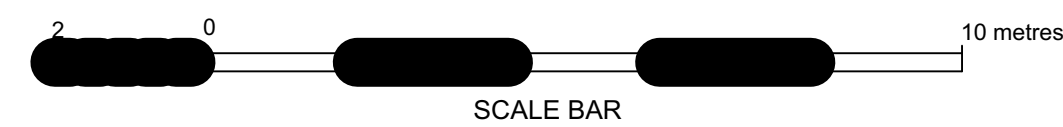
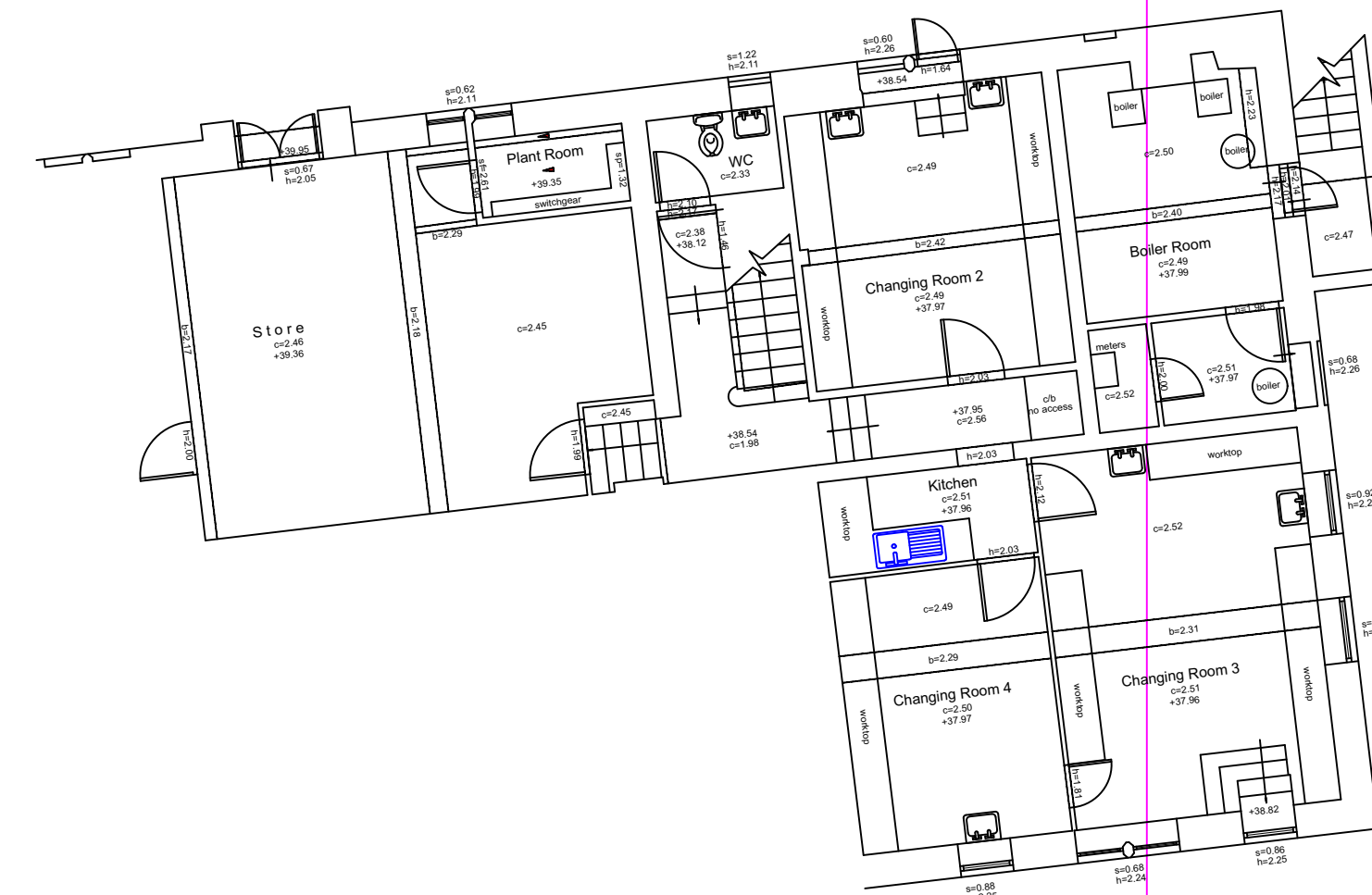
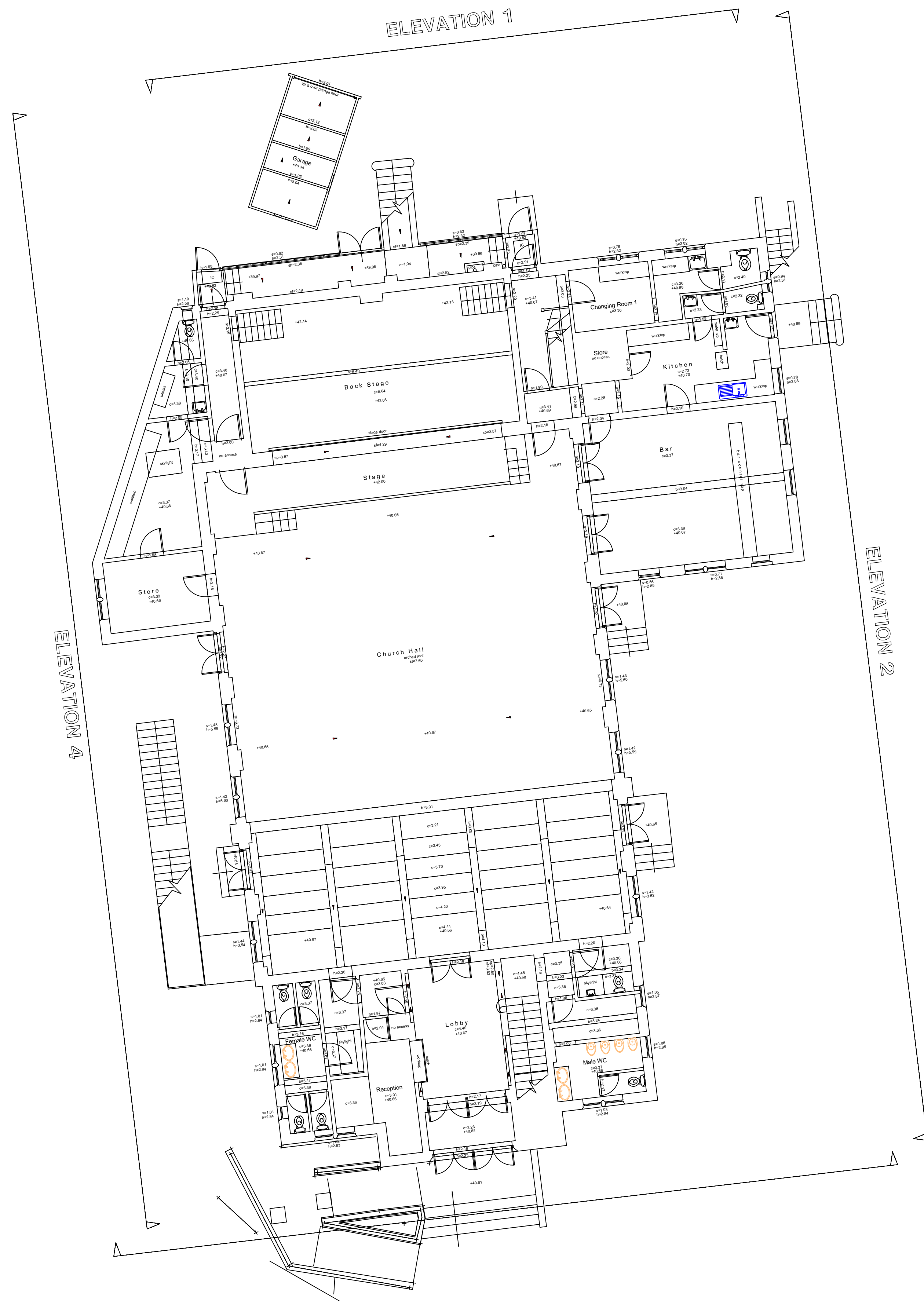
Community Infrastructure Levy

- 9.141 There will be a net increase in floor space and therefore schemes would typically be liable to the Enfield and Mayoral CIL. The applicant's supporting CIL liable planning application form however indicates a mandatory exemption for using this chargeable development wholly or mainly for charitable purposes.
- 9.142 The collecting authority shall however calculate the amount of CIL payable ("chargeable amount") in respect of a chargeable development in accordance with this regulation prior to commencement of the development.

10. Conclusion

- 10.1 It is acknowledged that and as is recognised throughout this report, that consideration of this proposal has involved finely balanced judgements. Concessions have been made in the consideration of the proposal and designations of the site, in order to optimise the community led development potential of this site, in addition to contributing to the Borough's challenging housing targets.

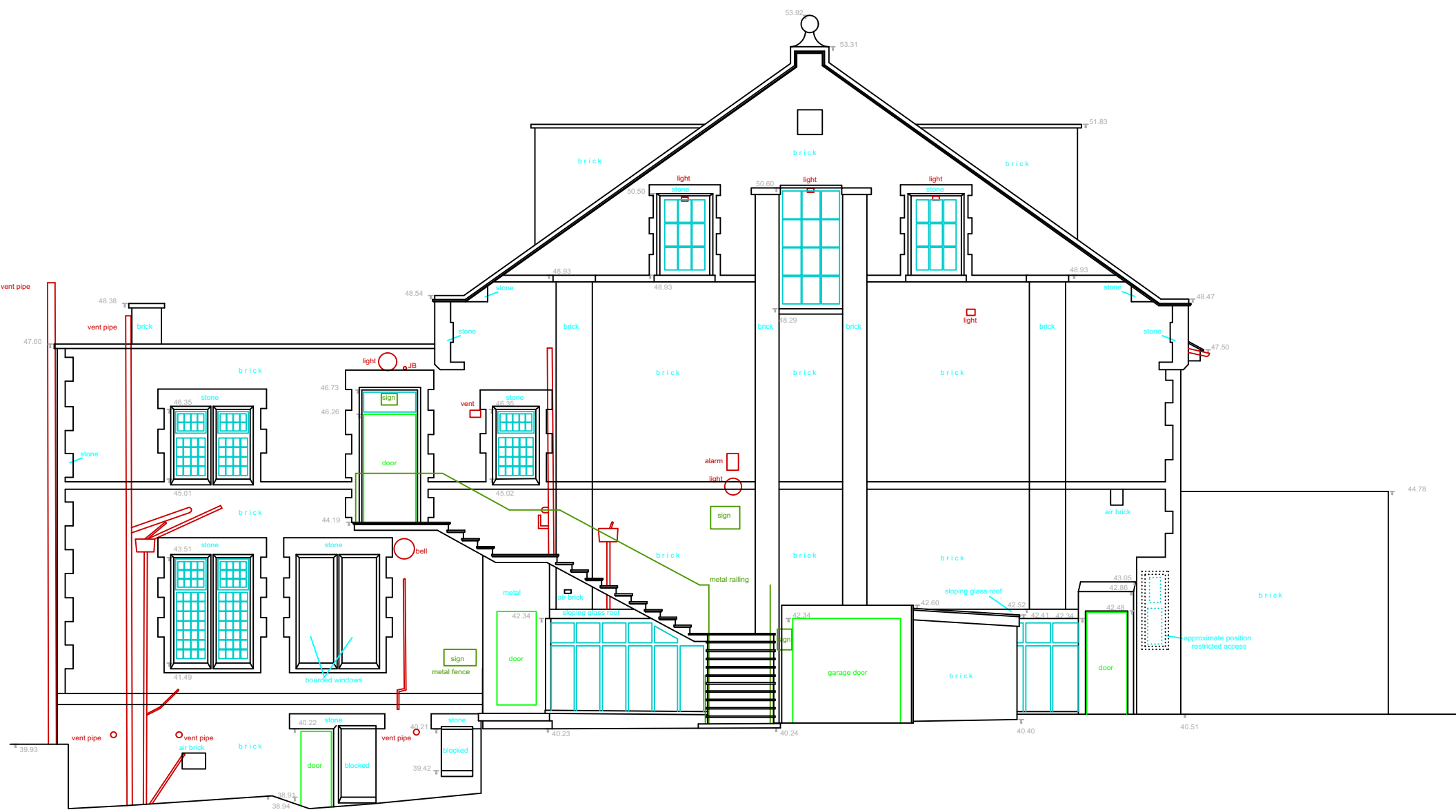
- 10.2 The proposed development would be consistent with the objectives of the development plan policy in terms of supporting community uses, securing sustainable growth and delivery of new housing stock within the borough.
- 10.3 It is considered that where conflicts with Development Plan policies have been identified, these would not on their own or cumulatively significantly and demonstrably outweigh the benefits of the proposed development. In particular, the loss of the non designated heritage asset would be offset by the delivery of a modern facility for the local community. Opportunities to record the existing building and potentially display original features demonstrating its historic use as the Intimate Theatre would also be beneficial.
- 10.4 The proposed building would be of high quality design and make a positive contribution to the character and appearance of the area.
- 10.5 The proposal would not result in conditions prejudicial to the free flow and safety of traffic on the adjoining highway.
- 10.6 Officers acknowledge that due to site constraints, there are shortcomings to the proposal. However, it is also recognised that the proposed development would result in a well-designed modern community centre that would provide high quality modern flexible floorspace for parishioners and community groups, in addition, the delivery of new housing stock within the borough given the pressing need and extremely challenging 10-year housing delivery target weighs heavily in favour of the development.
- 10.7 Overall, it is concluded that the development for reasons set-out within this report, broadly accord with the adopted policy framework as well as relevant emerging policy. Subject to the appropriate mitigations as set out within the recommended condition schedule, and within the Section 106 Agreement, the application is recommended for approval.



Project title		St Monica's Hall	
Drawing title		Existing ground and basement	
Drawing no.		14056(E)SU1.02	Rev
Scale	Date	Drawn by	Checked by
1:100@A1	Sep-18		

Kyle Smart Associates

The Barr, Sewell, Dunstable
Bedfordshire LU6 1BP
telephone 01582 690222
www.kylesmartassociates.co.uk
Chartered Architects



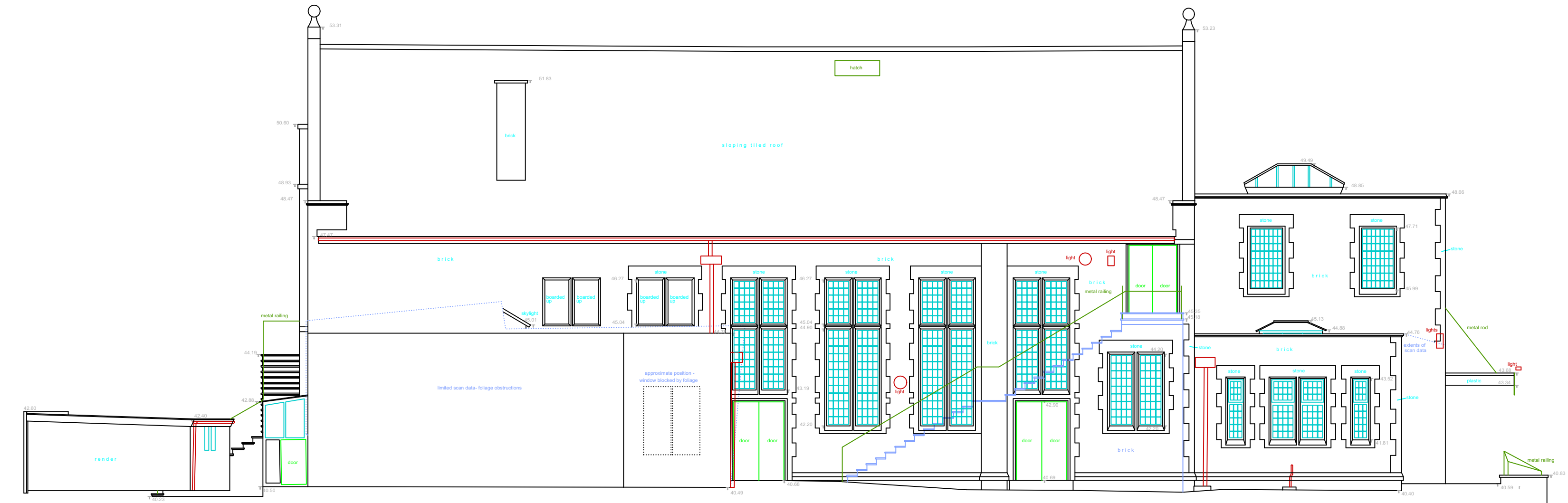
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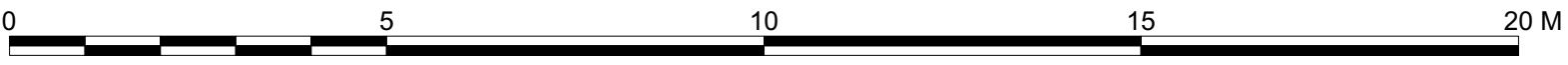
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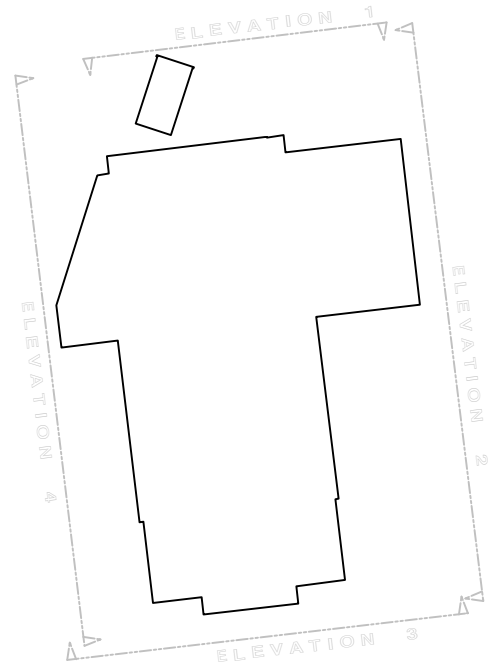
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Elevation 4

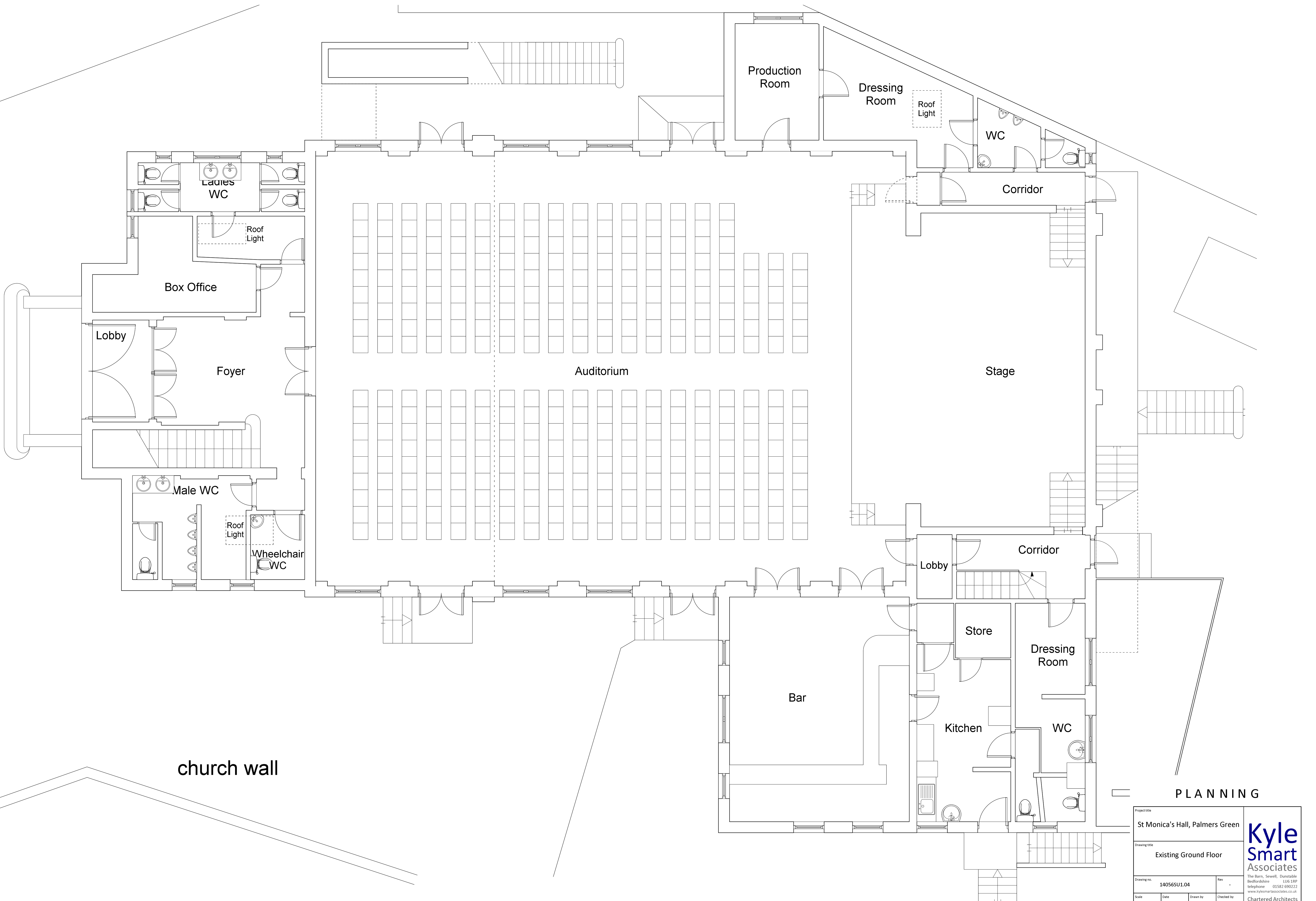


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PLANNING

Project title		St. Monica's Hall Palmers Green		<div>Kyle Smart Associates</div> <div>The Barn, Sewell, Dunstable Bedfordshire LU6 3HP telephone 01582 690222 www.kylesmartassociates.co.uk</div> <div>Chartered Architects</div>	
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Scale		1:100@A1			
Date	Apr-19	Drawn by	SG	Checked by	CS

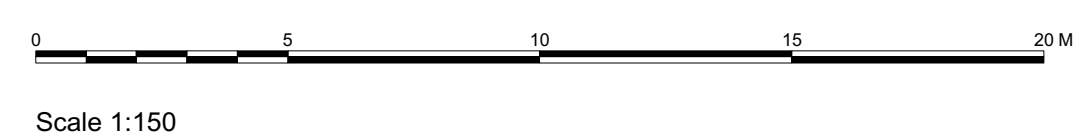



PLANNING

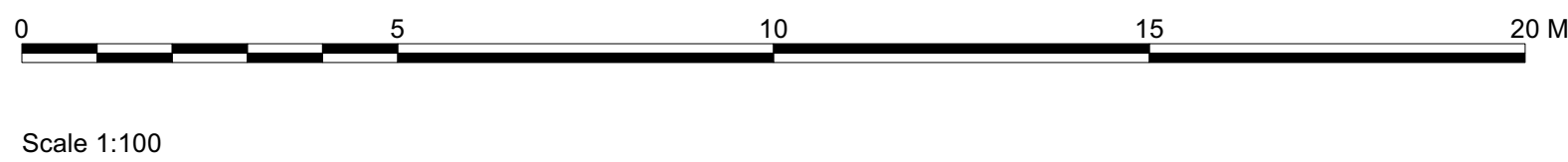
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St Monica's Hall, Palmers Green				
Drawing title				
Existing Ground Floor				
Drawing no.			Rev	
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Scale	Date	Drawn by	Checked by	
1:50@A1	Jan-18	SG	CS	

Kyle Smart Associates

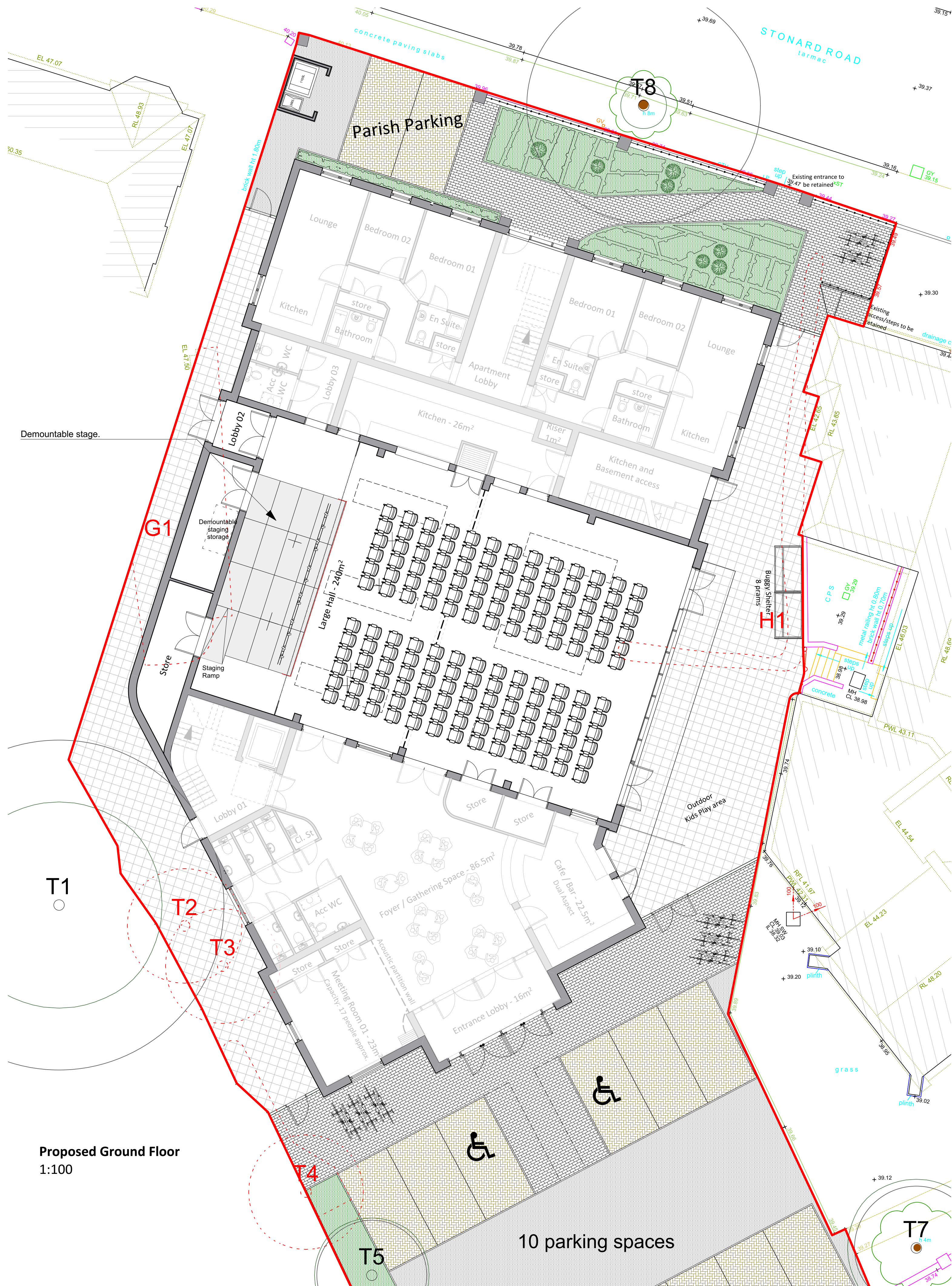
The Barn, Sewell, Dunstable
Bedfordshire LU6 3JP
telephone 01582 690222
www.kylesmartassociates.co.uk
Chartered Architects



Project title		 <p>The Barn, Sewell, Dunstable Bedfordshire LU6 3AP Telephone 01582 650212 www.kylesmartassociates.co.uk</p> <p>Chartered Architects</p>	
Drawing title			
<p>St. Monica's Hall Palmers Green</p> <p>Existing Site Plan</p>			
Drawing no.	Rev		
14056SU1.02			
Scale	Date	Drawn by	Checked by
1:50@A1	Apr-19	SG	CS



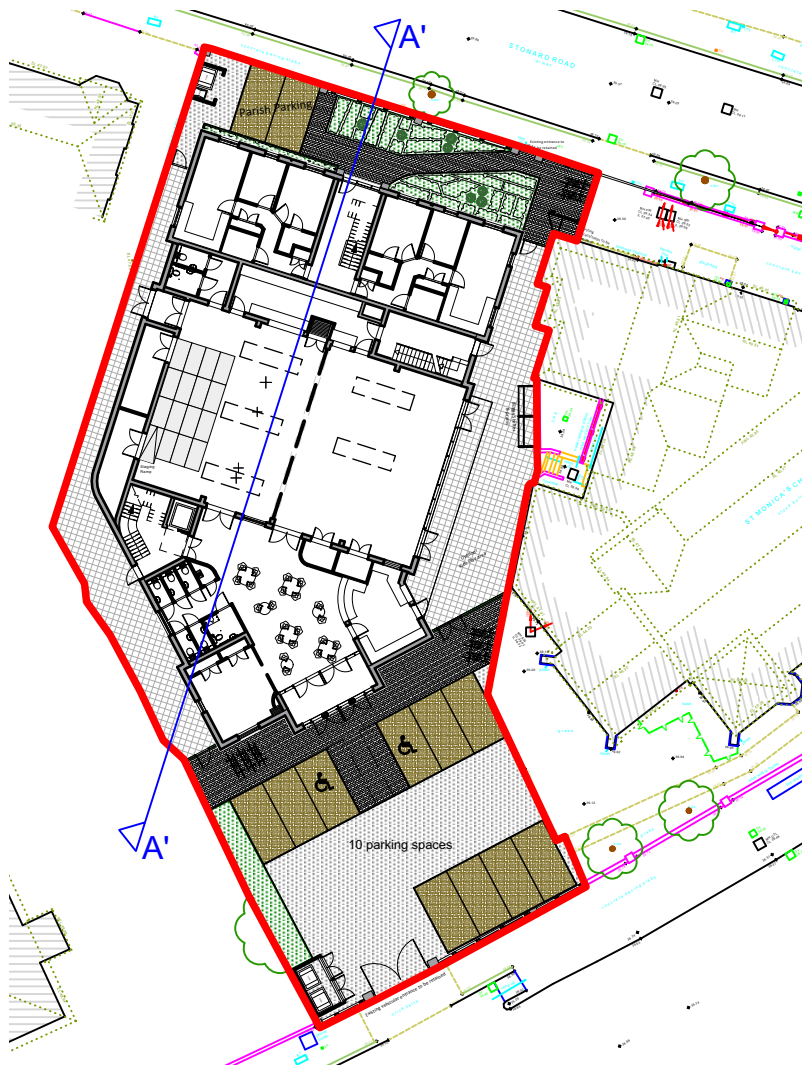
Proposed Ground Floor
1:100



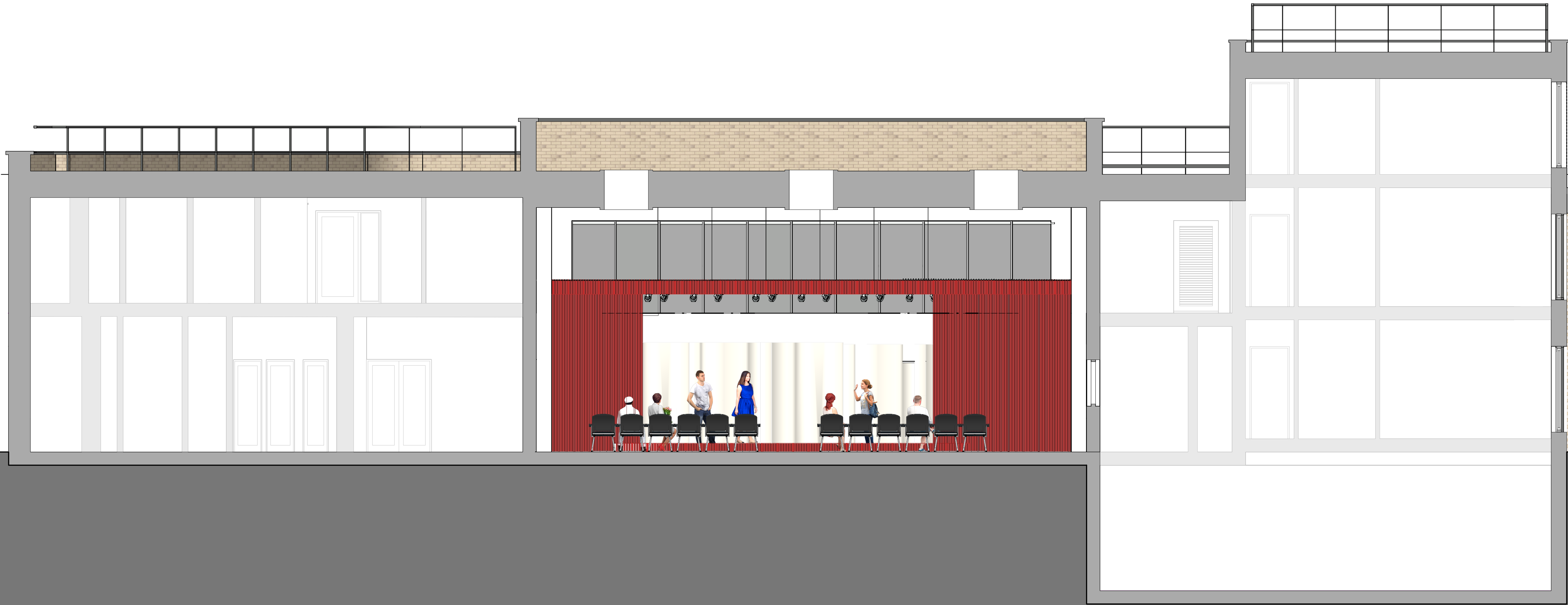
PLANNING

Project title		St. Monica's Hall Palmers Green	
Drawing title		Proposed staging layout	
Drawing no.		14056wd2.106	Rev
Scale	Date	Drawn by	Checked by
1:100@A1	Feb-22	MIK	CS

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The Barr, Sewell, Dunstable
Bedfordshire LU6 1RP
telephone 01582 690222
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Elevation Legend
1:500



Proposed Section AA/Staging layout
1:50

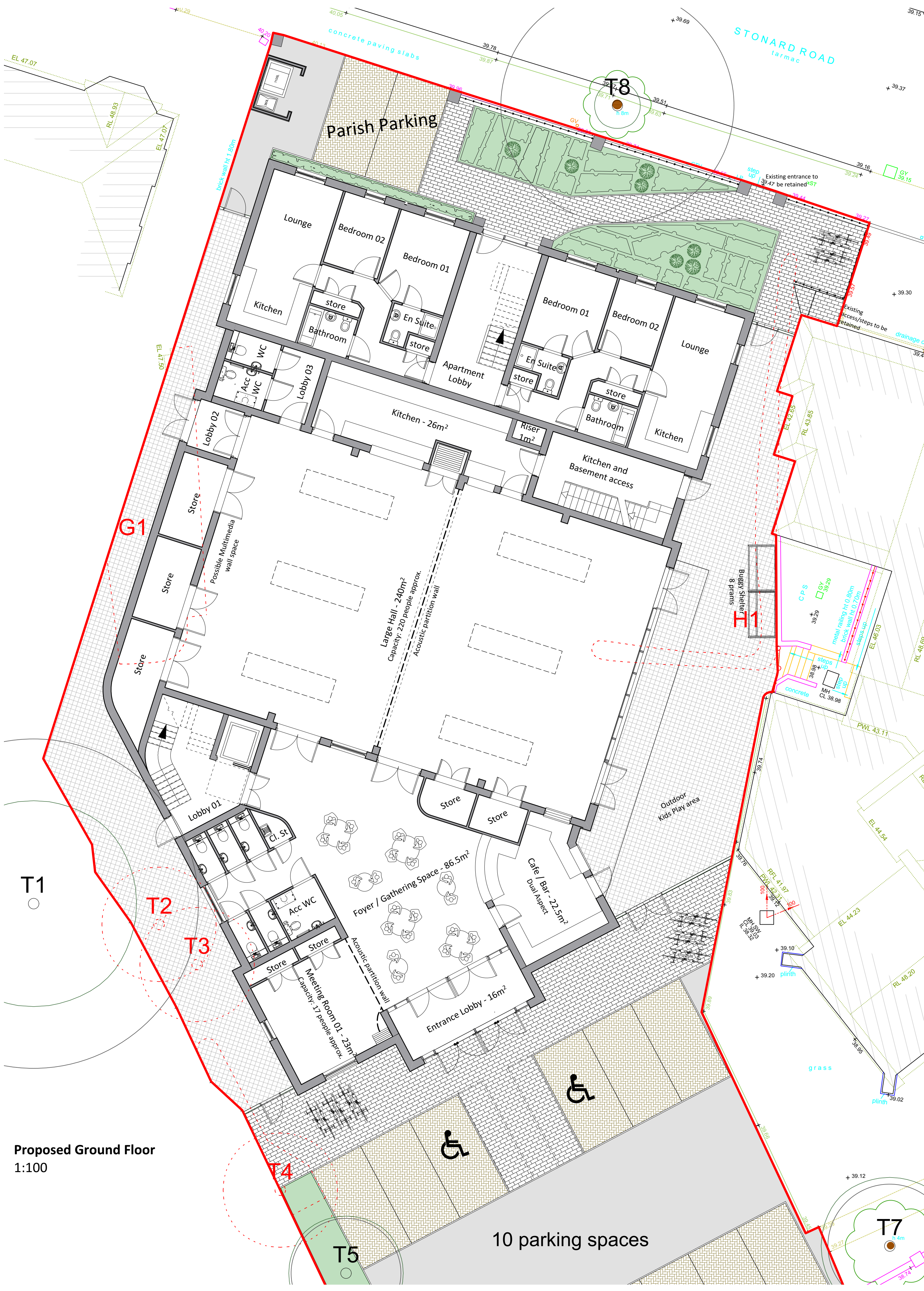
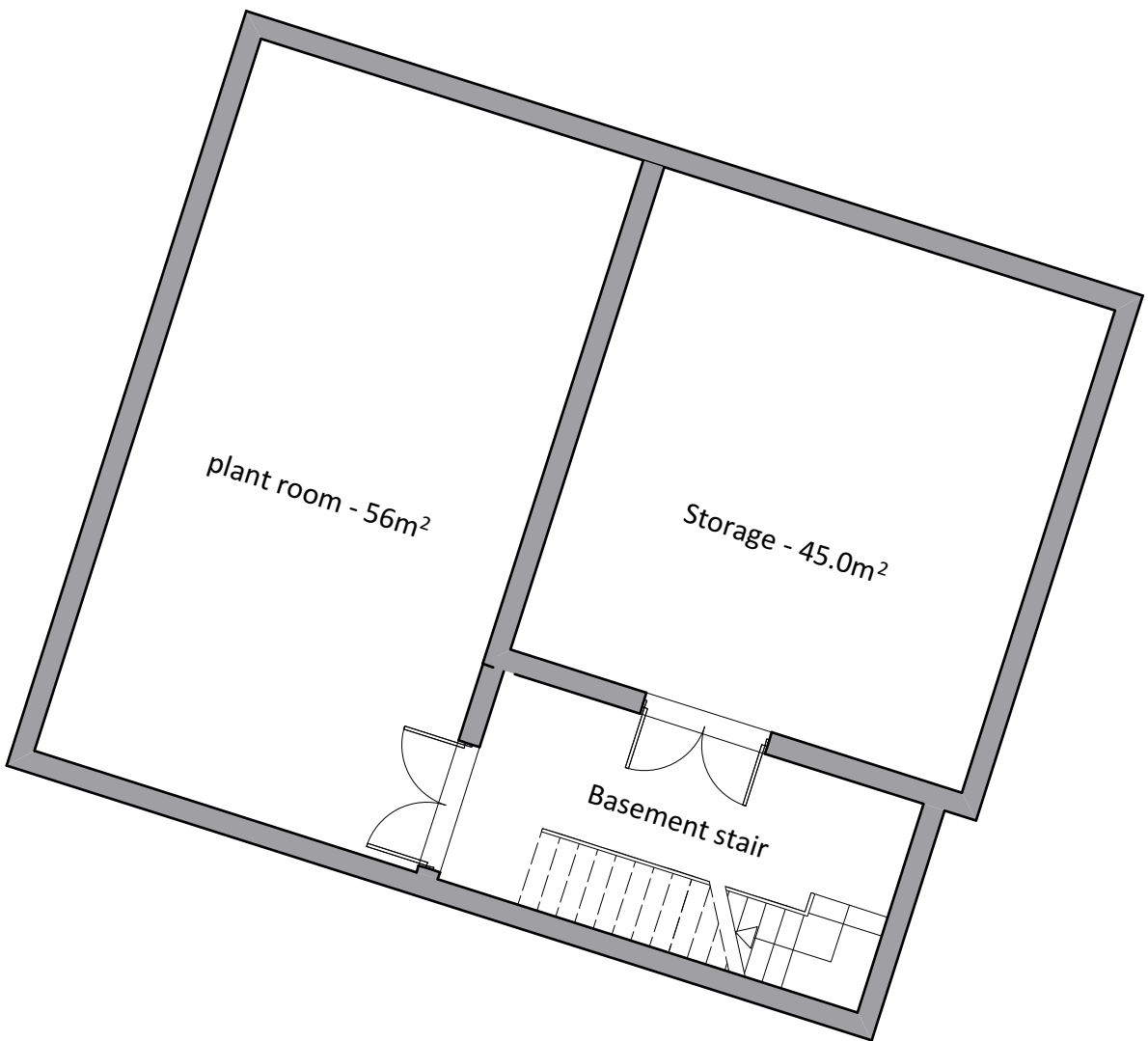
PLANNING

Project title		St. Monica's Hall Palmers Green	
Drawing title		Proposed Section AA / Staging layout	
Drawing no.		14056wd2.107	
Scale		1:50 @ A1	
Date		Feb-22	
Drawn by		LF/MJK	
Checked by		CS	
Rev			
The Barr, Sewell, Dunstable Bedfordshire LU6 1RP telephone 01582 690222 www.kylesmartassociates.co.uk		Chartered Architects	

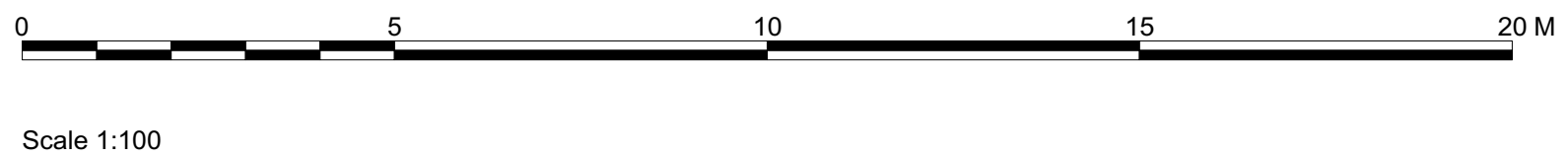
Kyle
Smart
Associates

0 2 3 4 5 M
Scale 1:50

Proposed Basement Level
1:100



Proposed Ground Floor
1:100



- B 06/06/2019 Ground Floor correctly labelled
- A 15/05/2019 Landscape amended and basement shown

PLANNING

Project title		St. Monica's Hall Palmers Green	
Drawing title		Proposed Plans 1 Basement and Ground Floor	
Drawing no.		14056wd2.11	Rev B
Scale	Date	Drawn by	Checked by
1:100@A1	Apr-19	SG	CS

Kyle Smart Associates

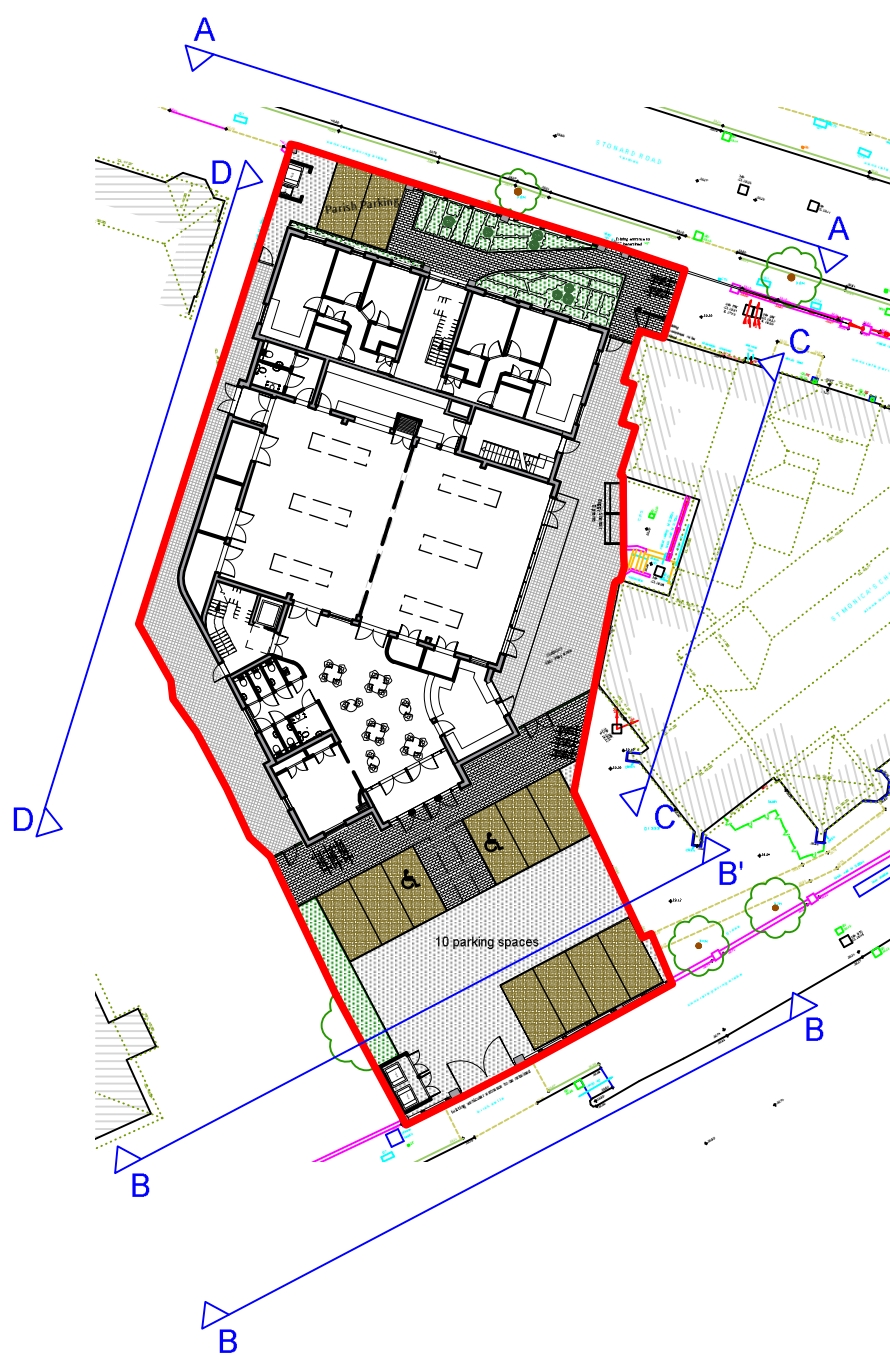
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Bedfordshire LU6 1XP
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Chartered Architects



Proposed Elevation AA - Stonard Street View
1:100



Proposed Elevation AA - Enlarged
1:50



Elevation Legend
1:500

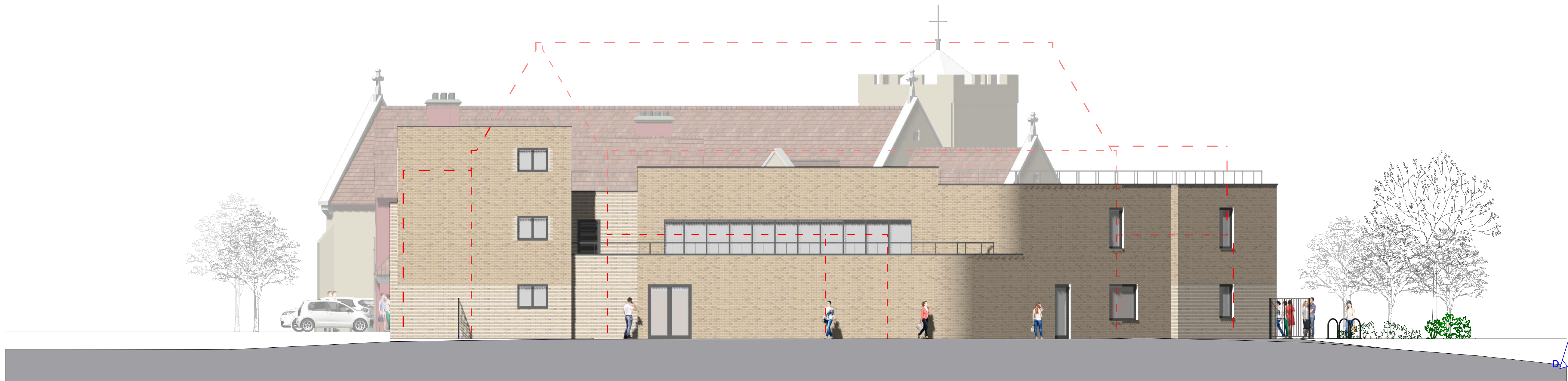
A 15/05/2019 railings and minor additions of detail

PLANNING

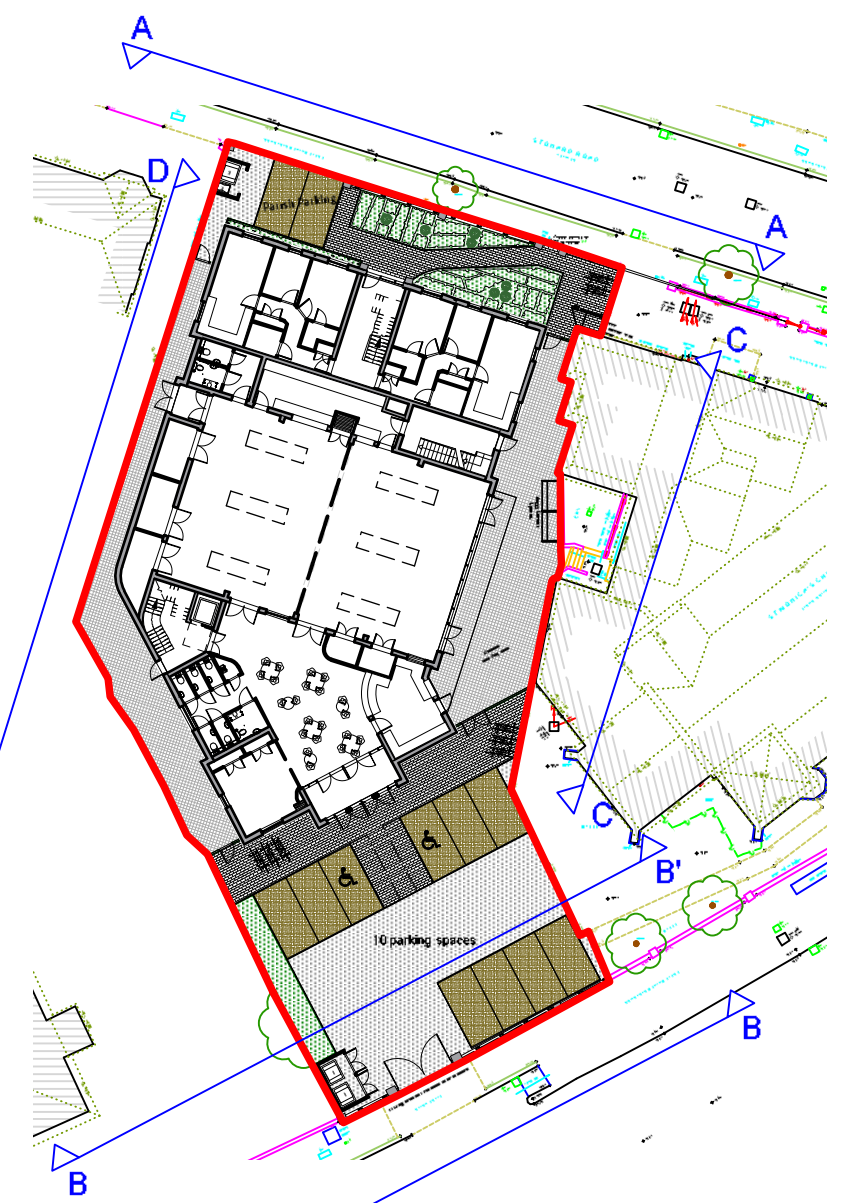
Project title		<div><div>Kyle Smart Associates</div><div>The Barn, Sewell, Dunstable Bedfordshire LU6 3AP telephone 01582 690222 www.kylesmartassociates.co.uk Chartered Architects</div></div>	
St. Monica's Hall Palmers Green			
Drawing title			
Proposed Elevation AA Stonard Road			
Drawing no.		Rev	
14056wd2.101		A	
Scale	Date	Drawn by	Checked by
As Shown	Apr 19	SG	CS

0 5 10 15 20 M

Scale 1:100



Proposed Elevation DD
1:100

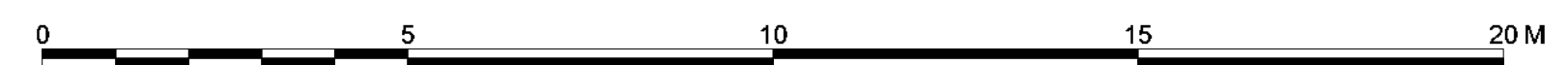


Elevation Legend
1:500



A 15/05/2019 minor detail additions

Proposed Elevation DD
1:50



Scale 1:100

PLANNING

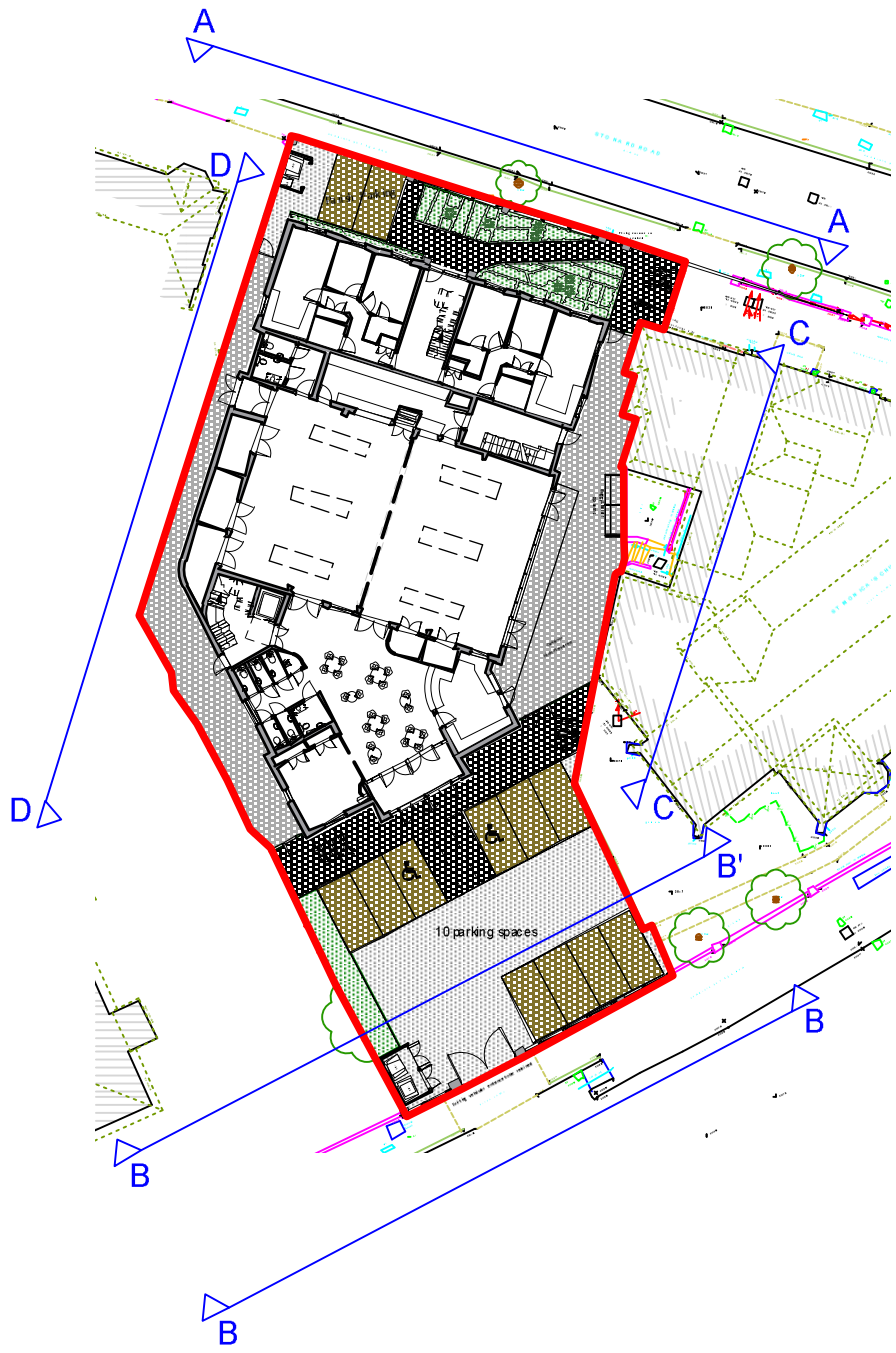
Project title St. Monica's Hall Palmers Green		Rev A		Kyle Smart Associates The Barn, Sewell, Dunstable Bedfordshire LU6 2JP telephone 01582 690222 www.kylesmartassociates.co.uk Chartered Architects	
Drawing title Proposed Elevations DD					
Drawing no. 14056wd2.104					
Scale As Shown	Date Apr-19	Drawn by SG	Checked by CS		



Proposed Elevation BB - Green Lanes View
1:100



Proposed Elevation BB' - Green Lanes View
1:50

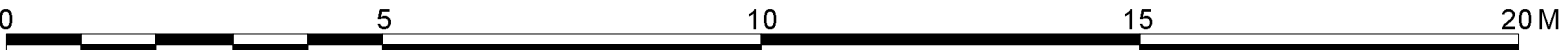


Elevation Legend
1:500

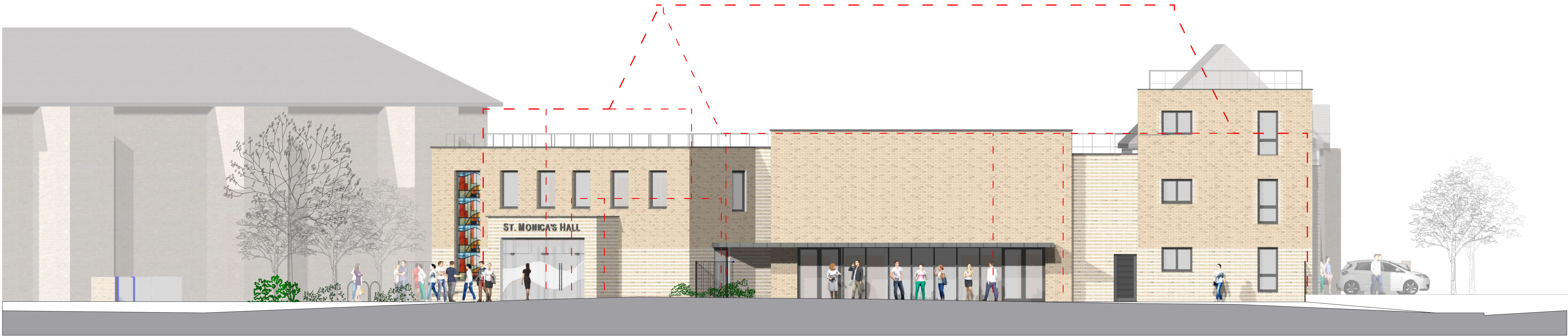
A 15/05/2019 railings added and minor changes

PLANNING

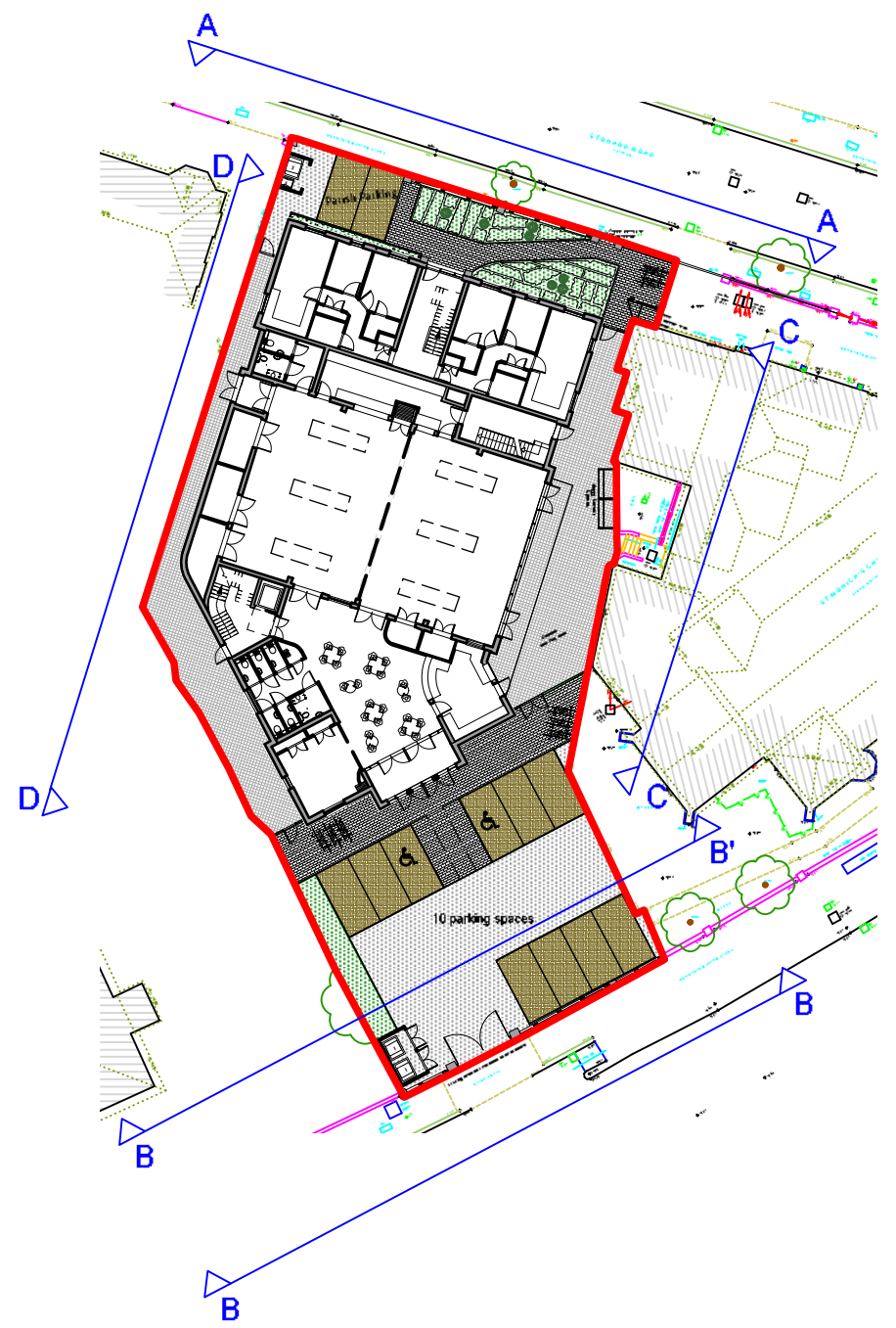
Project title		St. Monica's Hall Palmers Green		<div>Kyle Smart Associates</div> <div>The Barn, Sewell, Dunstable Bedfordshire LU5 3RP Telephone 01582 690222 www.kylesmartassociates.co.uk Chartered Architects</div>
Drawing title		Proposed Elevation BB Green Lanes		
Drawing no.		14056wd2.102	Rev A	
Scale	Date	Drawn by	Checked by	
As Shown	Apr-19	SG	CS	



Scale 1:100



Proposed Elevation CC
1:100



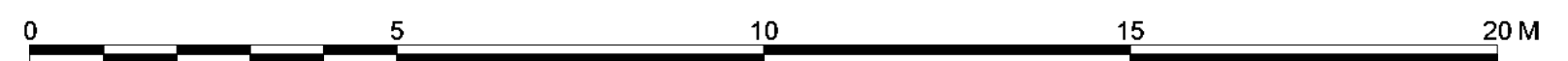
Elevation Legend
1:500



A 15/05/2019 minor detail additions

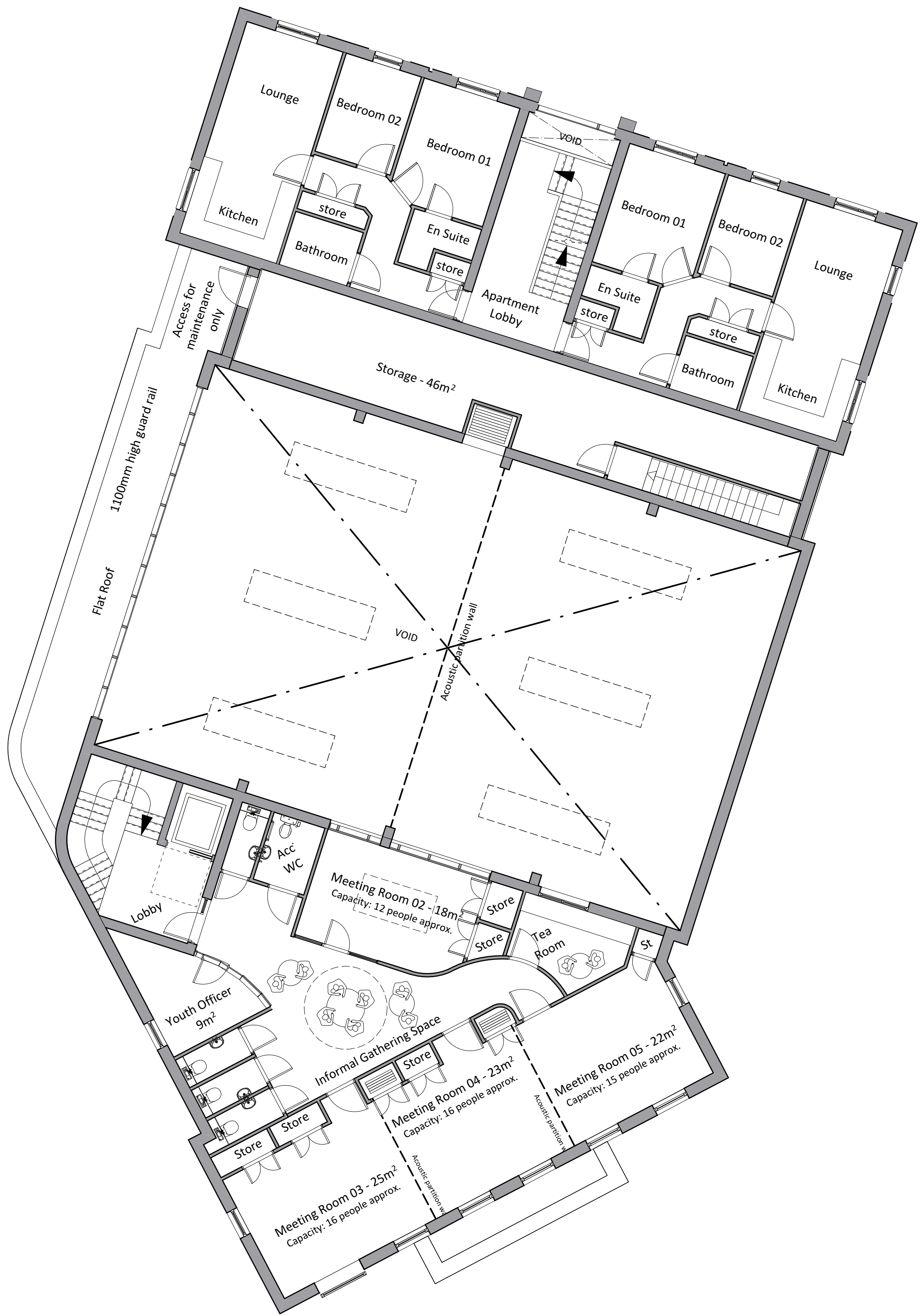
PLANNING

Proposed Elevation CC
1:50

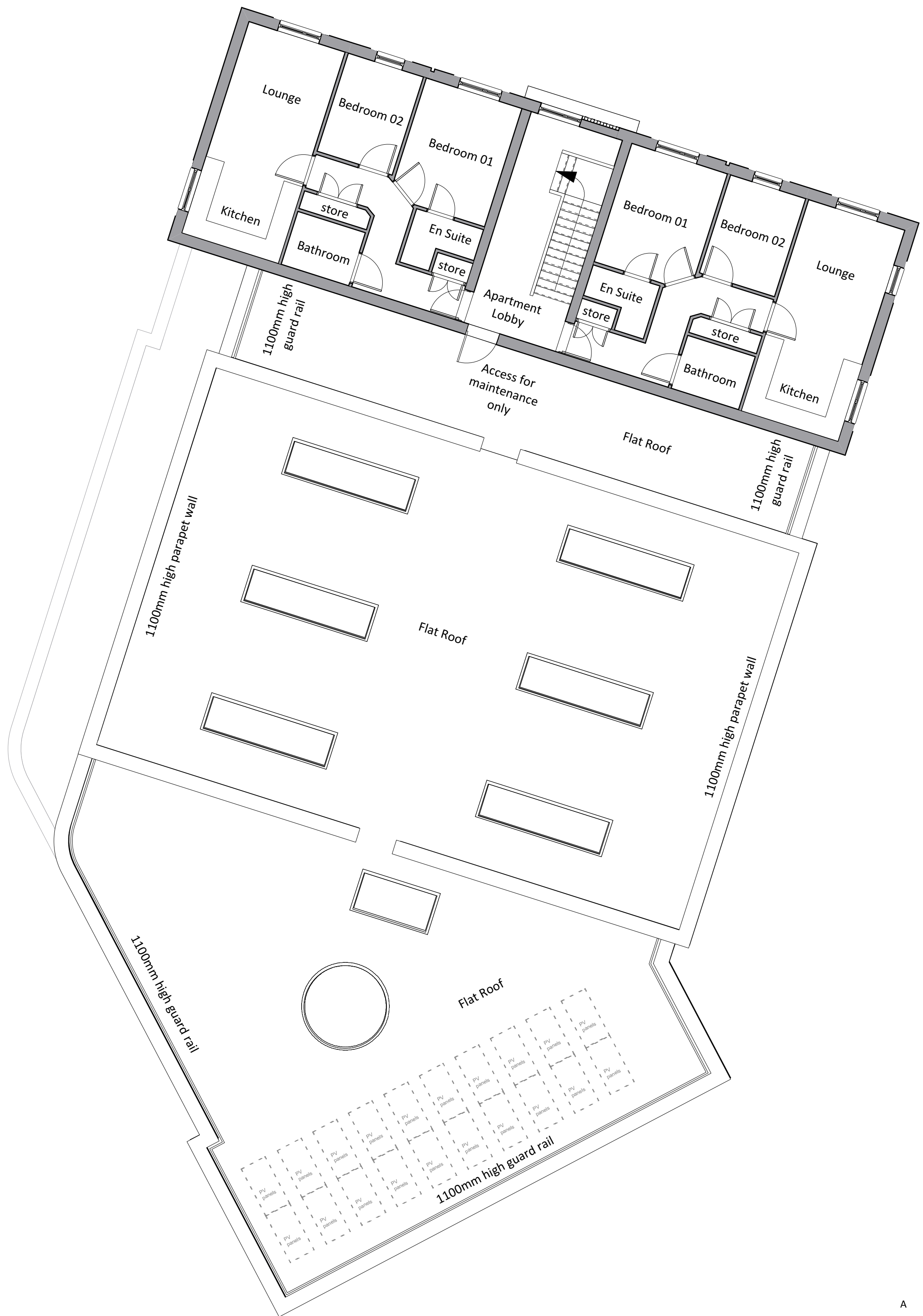


Scale 1:100

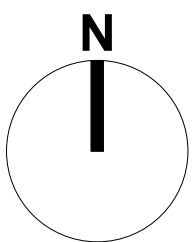
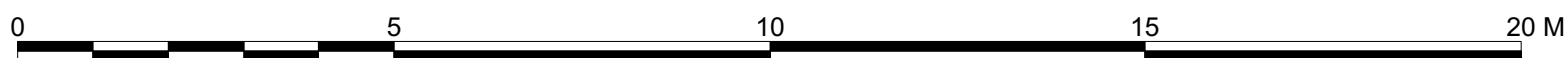
Project title		St. Monica's Hall Palmers Green		Kyle Smart Associates The Barn, Sewell, Dunstable Bedfordshire LU6 1JP Telephone 01582 690222 www.kylesmartassociates.co.uk Chartered Architects
Drawing title				
Drawing no.		14056wd2.103		
Rev		A		
Scale	Date	Drawn by	Checked by	
As Shown	Apr-19	SG	CS	



Proposed First Floor
1:100



Proposed Second Floor
1:100



A 15/05/2019 minor internal amendments

PLANNING

Project title		St. Monica's Hall Palmers Green	
Drawing title		Proposed Plans 2 First and Second Floor	
Drawing no.		14056wd2.12	Rev A
Scale	Date	Drawn by	Checked by
1:100@A1	Apr-19	SG	CS

Kyle Smart Associates
The Barn, Sewell, Dunstable
Bedfordshire LU6 1XP
telephone 01582 690222
www.kylesmartassociates.co.uk
Chartered Architects



A 15/05/2019Landscaping amended

PLANNING

Project title		St. Monica's Hall Palmer's Green	
Drawing title		Proposed Site Plan	
Drawing no.	14056wd2.10	Rev	A
Scale	1:150@A1	Date	Apr-19
Drawn by	SG	Checked by	CS
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