

LONDON BOROUGH OF ENFIELD**PLANNING COMMITTEE****Date:** 22 November 2022**Report of**

Head of Planning

Contact Officers:Tendai Mutasa
David Gittens
Andy Higham**Category**Full Planning
Application**Ward**

Whitewebbs

Councillor Request

No Cllr Request

LOCATION: Celbic Hall, 71 - 77 Lancaster Road, Enfield, EN2 0DW**APPLICATION NUMBER:** 22/00716/FUL**PROPOSAL:** Redevelopment of site and erection of a 3-storey block comprising of 6 self-contained flats, with a community hall F2(b) on the ground floor, including ancillary refuse and cycle storage.**Applicant Name & Address:**John Belcher
Cebic Halls Association
71-77 Celbic Hall Lancaster Road
Enfield
EN2 0DW**Agent Name & Address:**Clark & Clark Architects
71-75 Shelton Street
London
WC2H 9JQ
UK**RECOMMENDATION:**

1. That 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.



1 Note for Members

- 1.1 This planning application is brought to Planning Committee on account of the historic and ongoing links of the Celbic Hall with the local Labour Party.

2 Recommendation

- 2.1 That, the Head of Development Management be authorised to GRANT planning permission subject to conditions:

1. Time limit
2. Accordance with plans
3. External Appearance (sample materials including glazing specification)
4. External Appearance (hard standing)
5. Biodiversity Enhancements
6. Detail of development – Refuse storage
7. Details of development – cycle storage
8. Construction Management Plan
9. Water
10. Secure by Design
11. Piling hours
12. Energy Strategy and verification
13. Energy Performance Monitoring and Reporting
14. SuDS
15. SuDS verification
16. Communal garden
17. Site enclosure
18. Deck access bedroom windows to be one-way privacy glass
19. Balcony safety railings to be frosted safety glass
20. Details of roof space (including plant and lift overrun)
21. Details of enclosures above ground level

Informative

1. Thames Water
 2. Designing out crime
- 2.2 That the Head of Development Management be granted delegated authority to agree the final wording of the to cover the matters in the Recommendation section of this report.

3. Executive Summary

- 3.1 The Celbic Halls building was constructed in the inter war years by members of the local Labour Party and has served as a base for the constituency Labour party for a number of years as well as providing a community space for local residents and user groups.
- 3.2 By way of the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. The applicant seeks the redevelopment of the site to provide a replacement new accessible contemporary community space that would both enhance the street scape as well as provide 6 new high quality homes and a communal garden for its residents.
- 3.3 The proposals have been subject to extensive discussion with Council Officers. The scheme has been subject to amendments during pre submission negotiations.

- 3.4 The redevelopment of the site will provide a new flexible contemporary meeting space, whilst contributing to the Council's substantial housing delivery targets and therefore the principle of development in this sustainable brownfield location is supported.
- 3.5 The application is supported by appropriate and satisfactory technical reports covering the effect of the proposed development on parking, biodiversity and impacts to neighbouring amenity. The impacts of the development are considered within acceptable thresholds to meet policy compliance expectations.
- 3.6 The planning application satisfies overarching planning policy aims to increase the housing stock of the borough and is considered to be acceptable subject to appropriate planning conditions.
- 3.7 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that there are no adverse impacts of the scheme that would outweigh the benefits of the proposed housing.
- 3.8 It is recognised that small sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of quality new housing stock carry significant weight in favour of the proposed development.

4. Site and surroundings

- 4.1 The application site comprises single storey community hall (Celbic Hall) approximately 370 sqm in floor area. The application property has a single storey front element with a setback gable rising above. The site is location on Lancaster Road, a linear centre which is predominately formed of two storey Victorian buildings.
- 4.2 The site is located on the north side of Lancaster Road and is bounded to the east by a single storey retail shop and to the west by a short 2 storey Victorian terrace comprising of commercial units at ground floor with residential above. There are terraced houses located to the rear on Birkbeck Road and Acacia Road running perpendicular to the north of the site.
- 4.3 The Site is located within the Lancaster Road Local Centre which is formed of a mix of commercial uses. The site is not within a Conservation Area nor is it Listed or in the setting of a Listed Building or Locally Listed Building.

5. Proposal

- 5.1 The proposal seeks the redevelopment of the site involving the demolition of the existing halls and construction of a part 2, part 3 storey building, to provide a flexible meeting space at ground floor, with 6 flats at first and second floor levels.
- 5.2 The proposed flexible meeting space would occupy the ground floor and be arranged principally as three interconnecting halls plus a "welcome space" together with associated facilities such as toilets, office, bar, meeting room, storage etc.

5.3 The 6 flats would be provided at first and second floor level as follows:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

5.4 All of the residential units would be private. No affordable housing is required because the number of units is below the threshold specified for such contributions in the National Planning Policy Framework

6. Relevant Planning History

6.1 19/03265/FUL

Redevelopment of site and erection of a 4-storey block comprising 7 self- contained flats (6 x 2-bed and 1 x 4-bed), with a community hall (D1) on the ground floor.

Withdrawn on 16.06.2021

6.2 18/03258/FUL

Redevelopment of site and erection of a 3-storey block comprising 8 self-contained flats (3 x 1-bed and 5 x 2-bed), with a community hall (D1) on the ground floor and basement level.

Refused on 25.10.2018 for the following reasons:

1. Design

The proposed demolition of the existing building and the replacement-built form by virtue of its design, massing, bulk and scale is considered to result in an unacceptable form of development and consequently would cause unacceptable harm to the character and appearance to the streetscene and surrounding area. Accordingly, it would be contrary to Policies 7.4 and 7.6 of The London Plan (2016), policies CP5 and 30 of The Enfield Core Strategy, Policies DMD6, 8 and 37 of the Development Management Document (2014) (DMD) and Policies 3.4 and the NPPF.

2. Residential Quality

A number of the proposed residential units, by virtue of being single aspect and facing north, are considered to result in poor-quality living accommodation for prospective future occupiers. The proposal would be therefore contrary to the objectives of the NPPF 2018, Policy 3.5 of the London Plan 2016, and the London Housing SPG 2016, Policy CP4 of the Enfield Core Strategy 2010 and Policies DMD8, DMD9 and DMD37 of the Enfield Development Management Document 2014..

3. Residential amenity

The proposed development, is considered to have an adverse impact on the rear facing windows of the properties to Birkbeck Road, Acacia Road and Lancaster Road, in terms of creating an overbearing form of development, loss of outlook and an unneighbourly sense of enclosure, loss of sunlight and daylight and overlooking and loss of privacy. The proposal is therefore contrary to guidance provided by the NPPF 2018, Policy 7.6 of the London Plan 2016 and policies, DMD6, DMD8 and DMD10 of the Enfield Development Management Policies 2014.

4. Transport

The proposal fails to demonstrate adequate off street parking and servicing arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic and pedestrians, contrary to Policy 6.3 (Assessing effects of development on Transport capacity), Policy 6.9 (Cycling), Policy 6.13 (Parking) of the London Plan 2016, Policy 25 (Pedestrian and cyclists) of the Enfield Core Strategy 2010, and Policy 45 (Parking layout and standards), Policy 46 (vehicle crossover and dropped kerbs) Policy 47 (Access, New Roads and Servicing) of the Enfield Development Management Document 2014.

6.3 17/00252/PREAPP

Proposed redevelopment of site and erection of 3 storey building comprising community hall on ground floor and 8 residential units on the upper floors.

Officer summary: Suitable for development but some concerns have been expressed. Pre-application issued on 10.03.2017

7. Consultation

7.1 Public

Number notified	41
Consultation start date	28.06.2022
Consultation end date	19.07.2022
Representations made	4
Objections	3
Other / support comments	1

7.2 In summary, the 3 objectors raised the following points:

- Affect local ecology
- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Increase in traffic
- Increase of pollution
- Loss of light
- Loss of parking
- Loss of privacy
- More open space needed on development
- Noise nuisance
- Noise and pollution disturbance during construction
- Out of keeping with character of area
- Over development
- Strain on existing community facilities

7.3 The response in support of the proposal stated the following:

- This is a genuinely wonderful proposal that will make a significant contribution to the local area.
- As a regular user of Celbic Hall it is badly in need of upgrading. The future proofing of the hall and the delivery of housing on top is a fantastic outcome for the area.
- I think the external design proposals and the cleverness of the internal design is really something to be highlighted

7.4 Internal and third-party consultees

<u>Consultee</u>	<u>Objection</u>	<u>Comment</u>
Urban Design	No	<p>The proposals have been subject to extensive discussion with Council Officers.</p> <p>At ground level the proposal addresses the street providing active street frontage and circulation for entering and exiting the flats and the community facilities.</p> <p>The scale and density are generally acceptable to the prevailing context.</p> <p>The proposal is generally in-line with Enfield's aspirations for mix, it is acknowledged that increasing the height of the building to include larger family units in this location would be inappropriate.</p> <p>The 'greening' of communal areas is supported however activity seems to be centred around sitting and tending to the garden /growing, there does not seem to be any useful activity space for informal play and individual or small group exercise, it may be more useful to refine these in order to provide a better offering of useable space. There also appears to be no lighting strategy, this would need careful thought. Management and ongoing maintenance of the green areas could possibly be a concern.</p> <p>It would be useful to get some planting information. The garden area is North Facing and may have an impact on the success of a planting element to the scheme.</p> <p>The introduction of balconies on the south elevation for use as private amenity is supported however on the North side, there is no transitional space /or defensible space between bedrooms and the public access to entrances for flats. Please provide drawings with internal dimensions and room areas for all unit types with the submission. Please also provide sectional drawings which show internal floor to ceiling heights to include overall building height to all ridges and parapets. D4, D6, DMD37, L2, H1</p>
Transportation	No	<p>No Objection – Subject to Conditions relating to Cycle Parking and the provision of a Construction Traffic Management Plan. The latter must be provided prior to commencement of any form of construction/demolition on the site:</p>
Environmental Health	No	<p>No objection raised subject to conditions relating to construction management and pilling.</p>

Designing Out Crime Office	No	A condition and informative has been requested to be imposed

Officer response to comments

7.3 The material planning concerns within the objection letters have been considered by Officers during the assessment of the planning application. Officers visited the site to make assessment of the highlighted concerns. The concerns raised during consultation are addressed and assessed in the body of the report under the relevant material sections.

8. Relevant Policy

8.1 Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions 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.

8.2 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Enfield Core Strategy (2010); the Enfield Development Management Document (2014); and The London Plan (2021).

National Planning Policy Framework (2021)

8.3 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means:

- “....(c) approving development proposals that accord with an up-to date development plan without delay; or,
 (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.”

8.4 The related footnote(8) advises that “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.

8.5 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.

- 8.6 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development”.
- 8.7 The Council’s recent housing delivery has been below its increasing housing targets. This translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development” category by the Government through its Housing Delivery Test.
- 8.8 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole - – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’.
- 8.9 However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 200 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 8.10 Key relevant policy objectives in NPPF (2021) that relate to this scheme include:
- Section 5 – Delivering a sufficient supply of homes Para 60 - 77.
 - Section 11 – Making effective use of land Para 119 -125
 - Section 12 – Achieving well-designed places, Para 126-136

London Plan (2021)

- 8.11 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
 - SD10 Strategic and local regeneration
 - D1 London’s form, character and capacity for growth
 - 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
 - D11 Safety, security and resilience to emergency
 - H1 Increasing housing supply

- H2 Small sites
- H5 Threshold approach to applications
- H9 Ensuring the best use of stock
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- G1 Green infrastructure
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 8 Waste capacity and net waste self-sufficiency
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T2 Healthy Streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction

Local Plan – Overview

- 8.12 Enfield's Local Plan comprises the Core Strategy, Development Management Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that the Local Plan is superseded in places by these documents and as such the proposal is reviewed against the most relevant policies from the Local Plan.

Enfield Core Strategy: 2010

- 8.13 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. The following is considered particularly relevant

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

Development Management Document (2014)

- 8.14 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 Development Management Document policies are considered particularly relevant:

DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD 17: Protection of Community Facilities
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD45: Parking Standards and Layout
DMD46: Vehicle Crossover and Dropped Kerbs
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD51: Energy Efficiency Standards
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Resp. Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD61: Managing Surface Water
DMD68: Noise
DMD79: Ecological Enhancements
DMD81: Landscaping

Other Relevant material considerations

- 8.15 Other Material Considerations

Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Biodiversity Action Plan
National Planning Practice Guidance
Community Infrastructure Levy Regulations 2010
LBE S106 SPD
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 (2014)
GLA: London Sustainable Design and Construction SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)
Mayor's Transport Strategy (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance

National Design Guide (2019)
Technical housing – nationally described space standards
The Environment Act 2021
The Planning (Listed Buildings and Conservation Areas) Act 1990

9 ANALYSIS

9.1 This report sets out the analysis of the issues that arise from the proposed development assessed against national policy and the development plan policies. The main planning issues raised by the Proposed Development are:

- Principle of Development
- Housing Need
- Design and character
- Standard of accommodation
- Impact on neighbouring amenity
- Highways, access and parking
- Biodiversity impact
- Sustainable drainage
- Sustainability and climate change
- Community infrastructure Levy (CIL)
- Equalities impact

Principle of Development

Community use

9.2 Policy DMD17 “Protection of Community Facilities” states that the council will protect existing social and community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility.....

9.3 The detailed text of the policy states that the demand for a social and community facility may change over time as the nature and needs of a local community change. Community facilities should be safeguarded against the unnecessary loss of facilities and services.

9.4 As stated earlier, evidenced by the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. In this case, the proposal seeks to redevelop the site and in the process re-provide a new, modern, flexible, community centre.

Residential development

9.5 The Council has not met the most recent Housing Delivery Test and is therefore in the presumption in favour of sustainable development category. The tilted balance would therefore be applied in assessing and weighing up the benefits of the scheme, which in this case seeks to re-provide community facilities. In addition the redevelopment of the site will contribute to the Council’s substantial housing delivery targets and therefore the principle of the housing element in this sustainable location on previously developed land is supported.

Housing Need and Tenure Mix

Housing need

- 9.6 Chapter 11 of the of the NPPF (2021) (Making efficient use of land) indicates 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 (NPPF para. 125). In these circumstances local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF (Para. 125 (c)).
- 9.7 The London Plan sets a target for the provision of 66,000 new homes across London each year. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority. However, only 60% of approvals in the Borough are being delivered. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.
- 9.8 Enfield's Housing and Growth Strategy 2020-2030 sets out how the Council will deliver more and better homes across the Borough to create a more balanced housing market and help local people access a good home. It recognises that this will include delivery in partnership with developers and the private sector and states as its third of 5 priorities as "Quality and variety in private housing".
- 9.10 The proposal would create 6 new good quality dwellings on a sustainable brownfield site location. Taking into account the housing needs of Enfield's population, nationally- and regionally-set housing delivery targets and shortfalls in meeting targets and demonstrating sufficient housing land supply, it is evident that this proposal to optimise the use of the site for a mixed used development of community facilities and good quality private homes is supported by adopted Development Plan housing policies, when consider as a whole.

Dwelling Mix

- 9.20 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.21 Enfield Policy CP5 of the Core Strategy (2010) seeks to provide the following borough-wide mix for market housing:
- 20% 1 and 2 bed units (1-3 persons);
 - 15% 2 bed units (4 persons);
 - 45% 3 bed units, (5-6 persons); and,
 - 20% 4+ bed units (6+ persons).
- 9.22 Policy DMD3 of the Enfield Development Management Document (2014) states that whilst sites capable of accommodating 10 or more dwellings should meet the dwelling mix targets within Core Strategy Policy CP5, developments of less than 10 units should contribute towards meetings these targets by providing a mix of different sized homes.
- 9.23 In this case, the proposal seeks to provide 6 no of flats of two different types:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

9.24 Accordingly it is considered that the proposals would be in accordance with London Plan Policy H10 and Enfield Policy DMD 3.

9.25 Furthermore, the more recently Enfield Local Housing Need Assessment (2020) confirms that whilst the likely demographic needs in the private sector is for 3 bedroom properties there is also a substantial demographic need for 2 bedroom properties

Housing conclusions

9.26 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s current inability to demonstrate a 5-year housing land supply as well as the Council’s shortfall in meeting housing delivery targets. This means that the delivery of new homes should be given great weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the limited adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing. The proposal meets the requirements of London Plan Policy H10 and DMD3 and would contribute to the demographic need for 2 bedroom units.

Design and Character

High-quality design and layout

9.27 Chapter 12 (Achieving well-design places) of the of the NPPF (2021) emphasises the central value of good design to sustainable development (NPPF para 126). The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places”. The assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing (NPPF para 130).

9.28 Good design is central to all objectives of the London Plan and the Council’s Local Plan policies. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment. LPD1 and LPD2 seek to ensure that new developments are well-designed and fit into the local character of an area. Policy D3 requires developments to optimise capacity through a design-led approach, by responding to a site’s context, capacity for growth and supporting infrastructure capacity. London Plan Policy D3 states that “all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth, and existing and planned supporting infrastructure capacity”.

- 9.29 Enfield Policy DMD 37 sets out objectives for achieving good urban design: character; continuity and enclosure; quality of public realm; ease of movement; legibility; adaptability and durability; and diversity. Policy DMD 8 (General standards for new Residential development) expects development to be appropriately located taking into account the nature of the surrounding area and land uses, access to local amenities, and any proposed mitigation measures and be an appropriate scale, bulk and massing.

Design Assessment

- 9.30 The proposals have been subject to extensive discussion with Council Officers. The proposed scheme has been subject to amendments following pre and post application discussions.
- 9.31 The site is positioned in a prominent location on the north side of Lancaster Road between its junctions with Acacia Road and Birkbeck Road. Located to the immediate east of the site is a shop premises, and to the rear of the site, accessed from behind the shop, on Acacia Road, is a motorcycle service garage.
- 9.32 To the west of the site lies the flank and rear yard of the first of a two storey terrace of Victorian properties that have commercial uses at ground floor with residential above. To the rear of the site, both to the north and the west lies the rear gardens of neighbouring houses. In view of these close and potentially sensitive relationships to the rear of the site the design of the building has had to be carefully considered due to the exposed nature of the access decks on the north side of the development.
- 9.33 The proposal totals 3 storeys in height with the taller elements stacked toward the centre of the site gently stepping downwards. The ground floor would have almost 100% site coverage, save for a courtyard to access the rear of the site which would provide space for the three meeting rooms to open onto. The main accesses to the building, for both the community space and for the flats would be from Lancaster Road with the flats entrance to the western side of the facade, and the hall entrance located more centrally. A joint residential/commercial bin store would be located adjacent to the residential entrance.
- 9.34 At first and second floor level, the proposed main facade is broken down into series of blocks set at "echelon" to the line of the road, enhancing privacy between the prospective occupants, and providing south facing balconies. This echelon formation to the main road to the south also allows the building to draw itself away from the rear gardens to the immediate north and west.
- 9.35 On the residential access deck at first floor level, a communal garden is proposed for the six flats, bounded by a raised planter that would both enhance the garden environment, and form a landscaped screen between the proposed flats and the neighbouring houses and limit the potential for overlooking. The second floor access deck would be significantly narrower, stepped further away from the neighbouring gardens. Should members be minded to grant planning permission for the proposal it is recommended that details of the landscaping proposals for these access decks be secured by condition.
- 9.36 Presently, the proposal seeks to construct the street level facade in a green material with red bricks for the upper stories. Whilst red bricks are not predominant in this part of the street scene, they are present on the existing building and would not be considered unacceptable in this location.

- 9.37 Whilst the proposed building is taller than the existing building on site, and those immediately surrounding it, the disposition of the mass across the site ensures that whilst the building would be prominent in its setting, it would not be considered over dominant.
- 9.38 The entrances would be clear and legible into the community facility and the proposed flats and provides a good level of active street frontage. The redevelopment of the site as proposed would present a significantly enhanced and attractive public façade and successfully deliver an optimisation of the site compared to the presently underused plot.
- 9.38 It is Officers opinion that the scheme represents a high-quality design and optimises the site providing an attractive setting for future occupiers. Officers are comfortable and supportive of the proposed design and conclude that the proposal represent a sustainable development.

Standard of accommodation

- 9.39 Policy D6 of the London Plan 2021 and Policy DMD 8 of the Enfield Development Management Document (2014) set minimum internal space standards for residential development. The Nationally Described Internal Space Standard applies to all residential developments within the Borough and the London Mayor's Housing SPG adopted in 2016 has been updated to reflect the Nationally Described Space Standards.
- 9.40 The proposed flats all either meet or exceed the minimum required floorspace requirements as per the National internal floorspace standards. Each habitable room has outlook from a window. All rooms have sufficient access to sunlight and daylight. In addition, each flat and maisonette have their own private balconies in excess of the requirements of the London Plan. In addition, all of the proposed flats are dual aspect with both north and south facing facades.
- 9.41 Whilst the north facing bedrooms would be adjacent to the access deck, the proposed landscaping arrangements, which will need to be provided by condition, can be instrumental in ensuring adequate levels of separation are created between the access decks and the windows. However, with just three flats per floor, and 6 flats in total, the potential footfall past these windows would be significantly limited and together with the use of devices such as one-way glass, the amenity of the occupiers within would be safeguarded.
- 9.42 Officers recognise the need to utilise sites to their optimum and judged against the compliant standard of accommodation and the tilted balance, the development would accord with London plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD 8, DMD 9, DMD 37 and DMD 72.

Impact on Neighbouring Amenity

- 9.43 Policy D6 of the London Plan 2021) sets out buildings should not cause unacceptable harm to residential amenity, including in terms of privacy and overshadowing. Development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space.

- 9.44 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. Policies DMD 6 and 8 of the Development Management Document (2014) 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.
- 9.45 The way that the upper floors of the building would be set back from the neighbouring residential buildings will ensure that the building would not give rise to any significant overshadowing there being a separation of 14 metres to the nearest residential boundary from the top floor access deck of the development. The amenity/access deck at first and second floor level would be significantly screened, however a privacy screen condition shall be appended should the proposed landscaping scheme not be considered sufficient to protect local residents from being overlooked. On this basis, the relationship is considered acceptable and on balance, having regard to the presumption in favour and the benefits of this proposal, any minimal is not considered sufficient to warrant refusal of the application.
- 9.46 Environmental Health does not object to the application for planning permission as there is unlikely to be a negative environmental impact. There are no concerns regarding air quality, noise or contaminated land. Conditions have been recommended in response to EHO Officer recommendations, including one to protect residents from noise. Overall, no objection is raised to residential amenity impact by the proposed development.

Sustainable Drainage

- 9.47 Policy SI 12 of the London Plan (2021) outlines development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 outlines that development proposals should aim to achieve greenfield runoff rates and ensure that surface water run-off is managed as close to its source as possible. It also states there should also be a preference for green over grey features, in line with an outlined drainage hierarchy. Core Strategy Policies CP21, CP28 and CP29 and Development Management Document Policies DMD59 – DMD63 are also relevant
- 9.48 The conditions shall be imposed to ensure that an appropriate SUDS strategy and FRA are in place to the satisfaction of the SUDS team

Highway, Access and Parking

- 9.49 London Plan (2021) Policy T1 sets a strategic target of 80% (75% in Enfield) of all trips in London to be by foot, cycle or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards. Policies T6 and T6.1 to T6.5 set out car parking standards.
- 9.50 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets.

Pedestrian access

- 9.51 Consideration has been given to residents and visitors accessing the site's cycle parking, waste store, and nearby streets meeting the requirements of the London Plan and Enfield DMD 47 which states that: "All developments should make provision for

attractive, safe, clearly defined and convenient routes and accesses for pedestrians, including those with disabilities.” Consideration has been given to wheelchair and pedestrian movements around the site. The proposals provide adaptable user dwellings, designed to comply with Part M of the Building Regulations. Every non-ground floor dwelling is accessible by a lift. This is most welcomed. Step free pedestrian access is afforded for both the residential units and the replacement community centre that would be directly off the Lancaster Road frontage. There would be a single communal entrance for the residential units along this frontage towards the site’s western boundary, whilst the community centre would have a separate larger focal street entrance located centrally along this frontage.

Car parking

- 9.52 The site fronts onto Lancaster Road which is an adopted classified road. There are parking restrictions in place along the site frontage. Single yellow lines are present and parking is restricted between the hours of 8am – 6:30pm, Mon – Sat. A Bus Stop is present opposite the site with a bus cage road marking and sign plate, no stopping or parking is allowed at any time.
- 9.53 Public Transport Accessibility Level (PTAL) is a widely adopted methodology in Greater London for quantifying a site’s accessibility to public transport and is considered to be a usable measure of relative accessibility to public transport at any location within a London borough and provides a general comparison of a site’s accessibility relative to another. The site has a PTAL of 2 but is on the edge of an area of PTAL 3 which indicates that access to frequent public transport services is moderate.
- 9.54 Table 10.3 of the London Plan provides details on ‘maximum residential parking standards’ it states:

Location	Number of beds	Maximum parking provision
Outer London PTAL 2 – 3	1-2	Up to 0.75 spaces per dwelling

- 9.55 Based on this, the residential element of the development could provide a maximum of 4 car parking spaces. The existing community centre which is to be replaced does not currently provide any off-street car parking and the proposal is to continue this approach providing no off-street car parking for the new improved civic & community space.
- 9.56 The development is proposing to be completely car-free. Overnight parking surveys were undertaken on 21st and 26th January, 2021. These surveys were undertaken during a period of restrictions on movement as people were advised to stay at home during the Covid pandemic. The surveys show parking stress in the area is high and that 82% of available on-street spaces were taken, however, there was still around 60 spare spaces within a 200m walk of the proposal site. Area-wide, a further 23 vehicles could be accommodated on-street without stress exceeding 90%. The level typically considered as equating to saturated conditions at and above which parking demands may be deemed unmanageable without mitigation.
- 9.57 Officers examined the 2011 Census data for the immediate area (lower layer E01001411) looking at car or van availability for flats, maisonettes and apartments.

Although historic, such census information can be used to estimate the likely number of car or vans associated with the six flats. The data suggests 51.4% of the flats would have no car or vans, 38.7% would have 1 car or van and 9.9% would have 2 or more car or vans. Therefore, it is estimated that the residential aspect of this development would likely have approximately 4 car or vans associated with it.

- 9.58 The Community Centre is an existing extant use on the site. Officers acknowledge the facility is being improved and capacity may be increased slightly. Taking into consideration the parking surveys and 2011 Census data, Officers consider it is unlikely the residential aspect of this development will have a significant impact on parking demand or increased vehicle trip generation on the local highway network.
- 9.59 Given the local characteristics of the area and the proximity to local amenities, it is thought that car-free development is acceptable as long as the development is exempt from acquiring parking permits for existing or future CPZ's in the area. This is to be secured by a legal agreement. In this regard, no objection is raised to the provision of a car free development in this location.

Cycle spaces

- 9.60 As suggested by the Council's Traffic and Transportation Team, a condition shall be imposed to ensure that the necessary quantum and quality of cycle parking is provided.

Refuse and recycling

- 9.61 Whilst there appears to be sufficient space within the floorplan for the waste, a condition shall be imposed to ensure that the necessary quantum and refuse and recycling facilities are provided.

Servicing

- 9.62 The proposed community centre use within the scheme would be a replacement of the existing community centre at the site, where servicing currently takes place from on-street. Servicing trips associated with the new residential element of the development have been considered as part of the transport assessment and it was concluded that: *"Such additional activity would be manageable and could not be considered material in impact, with the scope to be accommodated on-street either for a short-term duration along the stretch of Lancaster Road immediately in front of the site or for a longer-term duration along the initial stretch of either Acacia Road or Kynaston Road close to the site."*

Construction

- 9.63 In order to ensure that construction traffic associated with the development can be accommodated without any adverse impacts on the surrounding local highway network; a Construction Logistics Plan will be required for the proposed development and secured by condition.

Biodiversity Impacts

- 9.64 Policy G6 of the London plan (2021) states "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process". The site is currently occupied by an existing building and is therefore of limited ecological value. The applicant is committed to providing an

extensive green roof, landscaping and the provision of a potager garden to be secured as part of a landscaping condition. Whilst the addition of trees within all developments is typically sought, the nature of this development would not however lend itself to the suitable and sustainable siting of trees. It is therefore considered that this is all deemed to be acceptable.

Sustainability and Climate Change

9.65 Policy SI 2 (Minimising greenhouse gas emissions) of the London Plan (2021) expects major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

9.66 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain

9.67 The applicant has submitted an Energy report resulting in in a 49.66% saving for the residential units and 56% saving for the community hall. Although the development does not meet Carbon Zero it does however exceed the baseline of 35% above Building regulations. Measures will be incorporated to minimise pollution, reduce water use, design out waste, utilise highly efficient materials and result in a building that has been designed with resilience for future climate change conditions.

Affordable Housing

9.68 As a minor mixed residential development (less than 10 units) there is no legislative requirement for this scheme to provide any affordable housing.

Community Infrastructure Levy (CIL):

Mayoral CIL

9.69 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought for the scheme is calculated on the net increase of gross internal floor area multiplied by an Outer London weighting (increased to £60 per sqm as of 1st April 2019).

Enfield CIL

- 9.70 The Council introduced its own CIL on 1 April 2016. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water and other projects in the borough. Enfield has identified three residential charging zones. The site falls within Enfield's Intermediate Zone (£60/sqm) and would demonstrate an uplift of 685 square metres. This would result in a sum of £41,000.
- 9.71 All figures above are subject to the BCIS figure for CIL liable developments at time of CIL processing.

Equalities Implications

- 9.72 Section 149 of the Equality Act 2010 places obligations on local authorities with regard to equalities in decision making. It is considered that the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act compared to those who do not have those characteristics.

10 Conclusion

- 10.1 The starting point for the determination of any planning application is the development plan. Paragraph 11(d) of the NPPF, states that planning permission should be granted unless *"the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed"*.
- 10.2 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing.
- 10.3 It is recognised that sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of high-quality new housing stock and other spatial and environmental enhancements carry significant weight in favour of the proposed development.
- 10.4 Having regard to the assessment in this report, the development would provide a replacement, modernised community facility, plus 6 new homes which would be consistent with the thrust of national planning policy and the development plan to optimise development on smaller sites and increase the delivery of new homes. Adverse impacts are not considered to significantly and demonstrably outweigh the scheme's proposed benefits, which is given weight commensurate with the number of new residential units being delivered, when assessed against the policies in the NPPF, when taken as a whole.

- 3.4 The redevelopment of the site will provide a new flexible contemporary meeting space, whilst contributing to the Council's substantial housing delivery targets and therefore the principle of development in this sustainable brownfield location is supported.
- 3.5 The application is supported by appropriate and satisfactory technical reports covering the effect of the proposed development on parking, biodiversity and impacts to neighbouring amenity. The impacts of the development are considered within acceptable thresholds to meet policy compliance expectations.
- 3.6 The planning application satisfies overarching planning policy aims to increase the housing stock of the borough and is considered to be acceptable subject to appropriate planning conditions.
- 3.7 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that there are no adverse impacts of the scheme that would outweigh the benefits of the proposed housing.
- 3.8 It is recognised that small sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of quality new housing stock carry significant weight in favour of the proposed development.

4. Site and surroundings

- 4.1 The application site comprises single storey community hall (Celbic Hall) approximately 370 sqm in floor area. The application property has a single storey front element with a setback gable rising above. The site is location on Lancaster Road, a linear centre which is predominately formed of two storey Victorian buildings.
- 4.2 The site is located on the north side of Lancaster Road and is bounded to the east by a single storey retail shop and to the west by a short 2 storey Victorian terrace comprising of commercial units at ground floor with residential above. There are terraced houses located to the rear on Birkbeck Road and Acacia Road running perpendicular to the north of the site.
- 4.3 The Site is located within the Lancaster Road Local Centre which is formed of a mix of commercial uses. The site is not within a Conservation Area nor is it Listed or in the setting of a Listed Building or Locally Listed Building.

5. Proposal

- 5.1 The proposal seeks the redevelopment of the site involving the demolition of the existing halls and construction of a part 2, part 3 storey building, to provide a flexible meeting space at ground floor, with 6 flats at first and second floor levels.
- 5.2 The proposed flexible meeting space would occupy the ground floor and be arranged principally as three interconnecting halls plus a "welcome space" together with associated facilities such as toilets, office, bar, meeting room, storage etc.

5.3 The 6 flats would be provided at first and second floor level as follows:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

5.4 All of the residential units would be private. No affordable housing is required because the number of units is below the threshold specified for such contributions in the National Planning Policy Framework

6. Relevant Planning History

6.1 19/03265/FUL

Redevelopment of site and erection of a 4-storey block comprising 7 self- contained flats (6 x 2-bed and 1 x 4-bed), with a community hall (D1) on the ground floor.

Withdrawn on 16.06.2021

6.2 18/03258/FUL

Redevelopment of site and erection of a 3-storey block comprising 8 self-contained flats (3 x 1-bed and 5 x 2-bed), with a community hall (D1) on the ground floor and basement level.

Refused on 25.10.2018 for the following reasons:

1. Design

The proposed demolition of the existing building and the replacement-built form by virtue of its design, massing, bulk and scale is considered to result in an unacceptable form of development and consequently would cause unacceptable harm to the character and appearance to the streetscene and surrounding area. Accordingly, it would be contrary to Policies 7.4 and 7.6 of The London Plan (2016), policies CP5 and 30 of The Enfield Core Strategy, Policies DMD6, 8 and 37 of the Development Management Document (2014) (DMD) and Policies 3.4 and the NPPF.

2. Residential Quality

A number of the proposed residential units, by virtue of being single aspect and facing north, are considered to result in poor-quality living accommodation for prospective future occupiers. The proposal would be therefore contrary to the objectives of the NPPF 2018, Policy 3.5 of the London Plan 2016, and the London Housing SPG 2016, Policy CP4 of the Enfield Core Strategy 2010 and Policies DMD8, DMD9 and DMD37 of the Enfield Development Management Document 2014..

3. Residential amenity

The proposed development, is considered to have an adverse impact on the rear facing windows of the properties to Birkbeck Road, Acacia Road and Lancaster Road, in terms of creating an overbearing form of development, loss of outlook and an unneighbourly sense of enclosure, loss of sunlight and daylight and overlooking and loss of privacy. The proposal is therefore contrary to guidance provided by the NPPF 2018, Policy 7.6 of the London Plan 2016 and policies, DMD6, DMD8 and DMD10 of the Enfield Development Management Policies 2014.

4. Transport

The proposal fails to demonstrate adequate off street parking and servicing arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic and pedestrians, contrary to Policy 6.3 (Assessing effects of development on Transport capacity), Policy 6.9 (Cycling), Policy 6.13 (Parking) of the London Plan 2016, Policy 25 (Pedestrian and cyclists) of the Enfield Core Strategy 2010, and Policy 45 (Parking layout and standards), Policy 46 (vehicle crossover and dropped kerbs) Policy 47 (Access, New Roads and Servicing) of the Enfield Development Management Document 2014.

6.3 17/00252/PREAPP

Proposed redevelopment of site and erection of 3 storey building comprising community hall on ground floor and 8 residential units on the upper floors.

Officer summary: Suitable for development but some concerns have been expressed. Pre-application issued on 10.03.2017

7. Consultation

7.1 Public

Number notified	41
Consultation start date	28.06.2022
Consultation end date	19.07.2022
Representations made	4
Objections	3
Other / support comments	1

7.2 In summary, the 3 objectors raised the following points:

- Affect local ecology
- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Increase in traffic
- Increase of pollution
- Loss of light
- Loss of parking
- Loss of privacy
- More open space needed on development
- Noise nuisance
- Noise and pollution disturbance during construction
- Out of keeping with character of area
- Over development
- Strain on existing community facilities

7.3 The response in support of the proposal stated the following:

- This is a genuinely wonderful proposal that will make a significant contribution to the local area.
- As a regular user of Celbic Hall it is badly in need of upgrading. The future proofing of the hall and the delivery of housing on top is a fantastic outcome for the area.
- I think the external design proposals and the cleverness of the internal design is really something to be highlighted

7.4 Internal and third-party consultees

<u>Consultee</u>	<u>Objection</u>	<u>Comment</u>
Urban Design	No	<p>The proposals have been subject to extensive discussion with Council Officers.</p> <p>At ground level the proposal addresses the street providing active street frontage and circulation for entering and exiting the flats and the community facilities.</p> <p>The scale and density are generally acceptable to the prevailing context.</p> <p>The proposal is generally in-line with Enfield's aspirations for mix, it is acknowledged that increasing the height of the building to include larger family units in this location would be inappropriate.</p> <p>The 'greening' of communal areas is supported however activity seems to be centred around sitting and tending to the garden /growing, there does not seem to be any useful activity space for informal play and individual or small group exercise, it may be more useful to refine these in order to provide a better offering of useable space. There also appears to be no lighting strategy, this would need careful thought. Management and ongoing maintenance of the green areas could possibly be a concern.</p> <p>It would be useful to get some planting information. The garden area is North Facing and may have an impact on the success of a planting element to the scheme.</p> <p>The introduction of balconies on the south elevation for use as private amenity is supported however on the North side, there is no transitional space /or defensible space between bedrooms and the public access to entrances for flats. Please provide drawings with internal dimensions and room areas for all unit types with the submission. Please also provide sectional drawings which show internal floor to ceiling heights to include overall building height to all ridges and parapets. D4, D6, DMD37, L2, H1</p>
Transportation	No	<p>No Objection – Subject to Conditions relating to Cycle Parking and the provision of a Construction Traffic Management Plan. The latter must be provided prior to commencement of any form of construction/demolition on the site:</p>
Environmental Health	No	<p>No objection raised subject to conditions relating to construction management and pilling.</p>

Designing Out Crime Office	No	A condition and informative has been requested to be imposed
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Officer response to comments

7.3 The material planning concerns within the objection letters have been considered by Officers during the assessment of the planning application. Officers visited the site to make assessment of the highlighted concerns. The concerns raised during consultation are addressed and assessed in the body of the report under the relevant material sections.

8. Relevant Policy

8.1 Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions 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.

8.2 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Enfield Core Strategy (2010); the Enfield Development Management Document (2014); and The London Plan (2021).

National Planning Policy Framework (2021)

8.3 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means:

- “....(c) approving development proposals that accord with an up-to date development plan without delay; or,
 (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.”

8.4 The related footnote(8) advises that “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.

8.5 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.

- 8.6 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development”.
- 8.7 The Council’s recent housing delivery has been below its increasing housing targets. This translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development” category by the Government through its Housing Delivery Test.
- 8.8 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole - – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’.
- 8.9 However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 200 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 8.10 Key relevant policy objectives in NPPF (2021) that relate to this scheme include:
- Section 5 – Delivering a sufficient supply of homes Para 60 - 77.
 - Section 11 – Making effective use of land Para 119 -125
 - Section 12 – Achieving well-designed places, Para 126-136

London Plan (2021)

- 8.11 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
 - SD10 Strategic and local regeneration
 - D1 London’s form, character and capacity for growth
 - 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
 - D11 Safety, security and resilience to emergency
 - H1 Increasing housing supply

- H2 Small sites
- H5 Threshold approach to applications
- H9 Ensuring the best use of stock
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- G1 Green infrastructure
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 8 Waste capacity and net waste self-sufficiency
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T2 Healthy Streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction

Local Plan – Overview

- 8.12 Enfield's Local Plan comprises the Core Strategy, Development Management Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that the Local Plan is superseded in places by these documents and as such the proposal is reviewed against the most relevant policies from the Local Plan.

Enfield Core Strategy: 2010

- 8.13 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. The following is considered particularly relevant

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

Development Management Document (2014)

- 8.14 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 Development Management Document policies are considered particularly relevant:

DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD 17: Protection of Community Facilities
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD45: Parking Standards and Layout
DMD46: Vehicle Crossover and Dropped Kerbs
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD51: Energy Efficiency Standards
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Resp. Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD61: Managing Surface Water
DMD68: Noise
DMD79: Ecological Enhancements
DMD81: Landscaping

Other Relevant material considerations

- 8.15 Other Material Considerations

Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Biodiversity Action Plan
National Planning Practice Guidance
Community Infrastructure Levy Regulations 2010
LBE S106 SPD
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 (2014)
GLA: London Sustainable Design and Construction SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)
Mayor's Transport Strategy (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance

National Design Guide (2019)
Technical housing – nationally described space standards
The Environment Act 2021
The Planning (Listed Buildings and Conservation Areas) Act 1990

9 ANALYSIS

9.1 This report sets out the analysis of the issues that arise from the proposed development assessed against national policy and the development plan policies. The main planning issues raised by the Proposed Development are:

- Principle of Development
- Housing Need
- Design and character
- Standard of accommodation
- Impact on neighbouring amenity
- Highways, access and parking
- Biodiversity impact
- Sustainable drainage
- Sustainability and climate change
- Community infrastructure Levy (CIL)
- Equalities impact

Principle of Development

Community use

9.2 Policy DMD17 “Protection of Community Facilities” states that the council will protect existing social and community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility.....

9.3 The detailed text of the policy states that the demand for a social and community facility may change over time as the nature and needs of a local community change. Community facilities should be safeguarded against the unnecessary loss of facilities and services.

9.4 As stated earlier, evidenced by the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. In this case, the proposal seeks to redevelop the site and in the process re-provide a new, modern, flexible, community centre.

Residential development

9.5 The Council has not met the most recent Housing Delivery Test and is therefore in the presumption in favour of sustainable development category. The tilted balance would therefore be applied in assessing and weighing up the benefits of the scheme, which in this case seeks to re-provide community facilities. In addition the redevelopment of the site will contribute to the Council’s substantial housing delivery targets and therefore the principle of the housing element in this sustainable location on previously developed land is supported.

Housing Need and Tenure Mix

Housing need

- 9.6 Chapter 11 of the of the NPPF (2021) (Making efficient use of land) indicates 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 (NPPF para. 125). In these circumstances local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF (Para. 125 (c)).
- 9.7 The London Plan sets a target for the provision of 66,000 new homes across London each year. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority. However, only 60% of approvals in the Borough are being delivered. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.
- 9.8 Enfield's Housing and Growth Strategy 2020-2030 sets out how the Council will deliver more and better homes across the Borough to create a more balanced housing market and help local people access a good home. It recognises that this will include delivery in partnership with developers and the private sector and states as its third of 5 priorities as "Quality and variety in private housing".
- 9.10 The proposal would create 6 new good quality dwellings on a sustainable brownfield site location. Taking into account the housing needs of Enfield's population, nationally- and regionally-set housing delivery targets and shortfalls in meeting targets and demonstrating sufficient housing land supply, it is evident that this proposal to optimise the use of the site for a mixed used development of community facilities and good quality private homes is supported by adopted Development Plan housing policies, when consider as a whole.

Dwelling Mix

- 9.20 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.21 Enfield Policy CP5 of the Core Strategy (2010) seeks to provide the following borough-wide mix for market housing:
- 20% 1 and 2 bed units (1-3 persons);
 - 15% 2 bed units (4 persons);
 - 45% 3 bed units, (5-6 persons); and,
 - 20% 4+ bed units (6+ persons).
- 9.22 Policy DMD3 of the Enfield Development Management Document (2014) states that whilst sites capable of accommodating 10 or more dwellings should meet the dwelling mix targets within Core Strategy Policy CP5, developments of less than 10 units should contribute towards meetings these targets by providing a mix of different sized homes.
- 9.23 In this case, the proposal seeks to provide 6 no of flats of two different types:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

9.24 Accordingly it is considered that the proposals would be in accordance with London Plan Policy H10 and Enfield Policy DMD 3.

9.25 Furthermore, the more recently Enfield Local Housing Need Assessment (2020) confirms that whilst the likely demographic needs in the private sector is for 3 bedroom properties there is also a substantial demographic need for 2 bedroom properties

Housing conclusions

9.26 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s current inability to demonstrate a 5-year housing land supply as well as the Council’s shortfall in meeting housing delivery targets. This means that the delivery of new homes should be given great weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the limited adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing. The proposal meets the requirements of London Plan Policy H10 and DMD3 and would contribute to the demographic need for 2 bedroom units.

Design and Character

High-quality design and layout

9.27 Chapter 12 (Achieving well-design places) of the of the NPPF (2021) emphasises the central value of good design to sustainable development (NPPF para 126). The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places”. The assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing (NPPF para 130).

9.28 Good design is central to all objectives of the London Plan and the Council’s Local Plan policies. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment. LPD1 and LPD2 seek to ensure that new developments are well-designed and fit into the local character of an area. Policy D3 requires developments to optimise capacity through a design-led approach, by responding to a site’s context, capacity for growth and supporting infrastructure capacity. London Plan Policy D3 states that “all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth, and existing and planned supporting infrastructure capacity”.

- 9.29 Enfield Policy DMD 37 sets out objectives for achieving good urban design: character; continuity and enclosure; quality of public realm; ease of movement; legibility; adaptability and durability; and diversity. Policy DMD 8 (General standards for new Residential development) expects development to be appropriately located taking into account the nature of the surrounding area and land uses, access to local amenities, and any proposed mitigation measures and be an appropriate scale, bulk and massing.

Design Assessment

- 9.30 The proposals have been subject to extensive discussion with Council Officers. The proposed scheme has been subject to amendments following pre and post application discussions.
- 9.31 The site is positioned in a prominent location on the north side of Lancaster Road between its junctions with Acacia Road and Birkbeck Road. Located to the immediate east of the site is a shop premises, and to the rear of the site, accessed from behind the shop, on Acacia Road, is a motorcycle service garage.
- 9.32 To the west of the site lies the flank and rear yard of the first of a two storey terrace of Victorian properties that have commercial uses at ground floor with residential above. To the rear of the site, both to the north and the west lies the rear gardens of neighbouring houses. In view of these close and potentially sensitive relationships to the rear of the site the design of the building has had to be carefully considered due to the exposed nature of the access decks on the north side of the development.
- 9.33 The proposal totals 3 storeys in height with the taller elements stacked toward the centre of the site gently stepping downwards. The ground floor would have almost 100% site coverage, save for a courtyard to access the rear of the site which would provide space for the three meeting rooms to open onto. The main accesses to the building, for both the community space and for the flats would be from Lancaster Road with the flats entrance to the western side of the facade, and the hall entrance located more centrally. A joint residential/commercial bin store would be located adjacent to the residential entrance.
- 9.34 At first and second floor level, the proposed main facade is broken down into series of blocks set at "echelon" to the line of the road, enhancing privacy between the prospective occupants, and providing south facing balconies. This echelon formation to the main road to the south also allows the building to draw itself away from the rear gardens to the immediate north and west.
- 9.35 On the residential access deck at first floor level, a communal garden is proposed for the six flats, bounded by a raised planter that would both enhance the garden environment, and form a landscaped screen between the proposed flats and the neighbouring houses and limit the potential for overlooking. The second floor access deck would be significantly narrower, stepped further away from the neighbouring gardens. Should members be minded to grant planning permission for the proposal it is recommended that details of the landscaping proposals for these access decks be secured by condition.
- 9.36 Presently, the proposal seeks to construct the street level facade in a green material with red bricks for the upper stories. Whilst red bricks are not predominant in this part of the street scene, they are present on the existing building and would not be considered unacceptable in this location.

- 9.37 Whilst the proposed building is taller than the existing building on site, and those immediately surrounding it, the disposition of the mass across the site ensures that whilst the building would be prominent in its setting, it would not be considered over dominant.
- 9.38 The entrances would be clear and legible into the community facility and the proposed flats and provides a good level of active street frontage. The redevelopment of the site as proposed would present a significantly enhanced and attractive public façade and successfully deliver an optimisation of the site compared to the presently underused plot.
- 9.38 It is Officers opinion that the scheme represents a high-quality design and optimises the site providing an attractive setting for future occupiers. Officers are comfortable and supportive of the proposed design and conclude that the proposal represent a sustainable development.

Standard of accommodation

- 9.39 Policy D6 of the London Plan 2021 and Policy DMD 8 of the Enfield Development Management Document (2014) set minimum internal space standards for residential development. The Nationally Described Internal Space Standard applies to all residential developments within the Borough and the London Mayor's Housing SPG adopted in 2016 has been updated to reflect the Nationally Described Space Standards.
- 9.40 The proposed flats all either meet or exceed the minimum required floorspace requirements as per the National internal floorspace standards. Each habitable room has outlook from a window. All rooms have sufficient access to sunlight and daylight. In addition, each flat and maisonette have their own private balconies in excess of the requirements of the London Plan. In addition, all of the proposed flats are dual aspect with both north and south facing facades.
- 9.41 Whilst the north facing bedrooms would be adjacent to the access deck, the proposed landscaping arrangements, which will need to be provided by condition, can be instrumental in ensuring adequate levels of separation are created between the access decks and the windows. However, with just three flats per floor, and 6 flats in total, the potential footfall past these windows would be significantly limited and together with the use of devices such as one-way glass, the amenity of the occupiers within would be safeguarded.
- 9.42 Officers recognise the need to utilise sites to their optimum and judged against the compliant standard of accommodation and the tilted balance, the development would accord with London plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD 8, DMD 9, DMD 37 and DMD 72.

Impact on Neighbouring Amenity

- 9.43 Policy D6 of the London Plan 2021) sets out buildings should not cause unacceptable harm to residential amenity, including in terms of privacy and overshadowing. Development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space.

- 9.44 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. Policies DMD 6 and 8 of the Development Management Document (2014) 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.
- 9.45 The way that the upper floors of the building would be set back from the neighbouring residential buildings will ensure that the building would not give rise to any significant overshadowing there being a separation of 14 metres to the nearest residential boundary from the top floor access deck of the development. The amenity/access deck at first and second floor level would be significantly screened, however a privacy screen condition shall be appended should the proposed landscaping scheme not be considered sufficient to protect local residents from being overlooked. On this basis, the relationship is considered acceptable and on balance, having regard to the presumption in favour and the benefits of this proposal, any minimal is not considered sufficient to warrant refusal of the application.
- 9.46 Environmental Health does not object to the application for planning permission as there is unlikely to be a negative environmental impact. There are no concerns regarding air quality, noise or contaminated land. Conditions have been recommended in response to EHO Officer recommendations, including one to protect residents from noise. Overall, no objection is raised to residential amenity impact by the proposed development.

Sustainable Drainage

- 9.47 Policy SI 12 of the London Plan (2021) outlines development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 outlines that development proposals should aim to achieve greenfield runoff rates and ensure that surface water run-off is managed as close to its source as possible. It also states there should also be a preference for green over grey features, in line with an outlined drainage hierarchy. Core Strategy Policies CP21, CP28 and CP29 and Development Management Document Policies DMD59 – DMD63 are also relevant
- 9.48 The conditions shall be imposed to ensure that an appropriate SUDS strategy and FRA are in place to the satisfaction of the SUDS team

Highway, Access and Parking

- 9.49 London Plan (2021) Policy T1 sets a strategic target of 80% (75% in Enfield) of all trips in London to be by foot, cycle or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards. Policies T6 and T6.1 to T6.5 set out car parking standards.
- 9.50 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets.

Pedestrian access

- 9.51 Consideration has been given to residents and visitors accessing the site's cycle parking, waste store, and nearby streets meeting the requirements of the London Plan and Enfield DMD 47 which states that: "All developments should make provision for

attractive, safe, clearly defined and convenient routes and accesses for pedestrians, including those with disabilities.” Consideration has been given to wheelchair and pedestrian movements around the site. The proposals provide adaptable user dwellings, designed to comply with Part M of the Building Regulations. Every non-ground floor dwelling is accessible by a lift. This is most welcomed. Step free pedestrian access is afforded for both the residential units and the replacement community centre that would be directly off the Lancaster Road frontage. There would be a single communal entrance for the residential units along this frontage towards the site’s western boundary, whilst the community centre would have a separate larger focal street entrance located centrally along this frontage.

Car parking

- 9.52 The site fronts onto Lancaster Road which is an adopted classified road. There are parking restrictions in place along the site frontage. Single yellow lines are present and parking is restricted between the hours of 8am – 6:30pm, Mon – Sat. A Bus Stop is present opposite the site with a bus cage road marking and sign plate, no stopping or parking is allowed at any time.
- 9.53 Public Transport Accessibility Level (PTAL) is a widely adopted methodology in Greater London for quantifying a site’s accessibility to public transport and is considered to be a usable measure of relative accessibility to public transport at any location within a London borough and provides a general comparison of a site’s accessibility relative to another. The site has a PTAL of 2 but is on the edge of an area of PTAL 3 which indicates that access to frequent public transport services is moderate.
- 9.54 Table 10.3 of the London Plan provides details on ‘maximum residential parking standards’ it states:

Location	Number of beds	Maximum parking provision
Outer London PTAL 2 – 3	1-2	Up to 0.75 spaces per dwelling

- 9.55 Based on this, the residential element of the development could provide a maximum of 4 car parking spaces. The existing community centre which is to be replaced does not currently provide any off-street car parking and the proposal is to continue this approach providing no off-street car parking for the new improved civic & community space.
- 9.56 The development is proposing to be completely car-free. Overnight parking surveys were undertaken on 21st and 26th January, 2021. These surveys were undertaken during a period of restrictions on movement as people were advised to stay at home during the Covid pandemic. The surveys show parking stress in the area is high and that 82% of available on-street spaces were taken, however, there was still around 60 spare spaces within a 200m walk of the proposal site. Area-wide, a further 23 vehicles could be accommodated on-street without stress exceeding 90%. The level typically considered as equating to saturated conditions at and above which parking demands may be deemed unmanageable without mitigation.
- 9.57 Officers examined the 2011 Census data for the immediate area (lower layer E01001411) looking at car or van availability for flats, maisonettes and apartments.

Although historic, such census information can be used to estimate the likely number of car or vans associated with the six flats. The data suggests 51.4% of the flats would have no car or vans, 38.7% would have 1 car or van and 9.9% would have 2 or more car or vans. Therefore, it is estimated that the residential aspect of this development would likely have approximately 4 car or vans associated with it.

- 9.58 The Community Centre is an existing extant use on the site. Officers acknowledge the facility is being improved and capacity may be increased slightly. Taking into consideration the parking surveys and 2011 Census data, Officers consider it is unlikely the residential aspect of this development will have a significant impact on parking demand or increased vehicle trip generation on the local highway network.
- 9.59 Given the local characteristics of the area and the proximity to local amenities, it is thought that car-free development is acceptable as long as the development is exempt from acquiring parking permits for existing or future CPZ's in the area. This is to be secured by a legal agreement. In this regard, no objection is raised to the provision of a car free development in this location.

Cycle spaces

- 9.60 As suggested by the Council's Traffic and Transportation Team, a condition shall be imposed to ensure that the necessary quantum and quality of cycle parking is provided.

Refuse and recycling

- 9.61 Whilst there appears to be sufficient space within the floorplan for the waste, a condition shall be imposed to ensure that the necessary quantum and refuse and recycling facilities are provided.

Servicing

- 9.62 The proposed community centre use within the scheme would be a replacement of the existing community centre at the site, where servicing currently takes place from on-street. Servicing trips associated with the new residential element of the development have been considered as part of the transport assessment and it was concluded that: *"Such additional activity would be manageable and could not be considered material in impact, with the scope to be accommodated on-street either for a short-term duration along the stretch of Lancaster Road immediately in front of the site or for a longer-term duration along the initial stretch of either Acacia Road or Kynaston Road close to the site."*

Construction

- 9.63 In order to ensure that construction traffic associated with the development can be accommodated without any adverse impacts on the surrounding local highway network; a Construction Logistics Plan will be required for the proposed development and secured by condition.

Biodiversity Impacts

- 9.64 Policy G6 of the London plan (2021) states "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process". The site is currently occupied by an existing building and is therefore of limited ecological value. The applicant is committed to providing an

extensive green roof, landscaping and the provision of a potager garden to be secured as part of a landscaping condition. Whilst the addition of trees within all developments is typically sought, the nature of this development would not however lend itself to the suitable and sustainable siting of trees. It is therefore considered that this is all deemed to be acceptable.

Sustainability and Climate Change

9.65 Policy SI 2 (Minimising greenhouse gas emissions) of the London Plan (2021) expects major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

9.66 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain

9.67 The applicant has submitted an Energy report resulting in in a 49.66% saving for the residential units and 56% saving for the community hall. Although the development does not meet Carbon Zero it does however exceed the baseline of 35% above Building regulations. Measures will be incorporated to minimise pollution, reduce water use, design out waste, utilise highly efficient materials and result in a building that has been designed with resilience for future climate change conditions.

Affordable Housing

9.68 As a minor mixed residential development (less than 10 units) there is no legislative requirement for this scheme to provide any affordable housing.

Community Infrastructure Levy (CIL):

Mayoral CIL

9.69 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought is for the scheme is calculated on the net increase of gross internal floor area multiplied by an Outer London weighting (increased to £60per sqm as of 1st April 2019).

Enfield CIL

- 9.70 The Council introduced its own CIL on 1 April 2016. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water and other projects in the borough. Enfield has identified three residential charging zones. The site falls within Enfield's Intermediate Zone (£60/sqm) and would demonstrate an uplift of 685 square metres. This would result in a sum of £41,000.
- 9.71 All figures above are subject to the BCIS figure for CIL liable developments at time of CIL processing.

Equalities Implications

- 9.72 Section 149 of the Equality Act 2010 places obligations on local authorities with regard to equalities in decision making. It is considered that the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act compared to those who do not have those characteristics.

10 Conclusion

- 10.1 The starting point for the determination of any planning application is the development plan. Paragraph 11(d) of the NPPF, states that planning permission should be granted unless *"the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed"*.
- 10.2 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing.
- 10.3 It is recognised that sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of high-quality new housing stock and other spatial and environmental enhancements carry significant weight in favour of the proposed development.
- 10.4 Having regard to the assessment in this report, the development would provide a replacement, modernised community facility, plus 6 new homes which would be consistent with the thrust of national planning policy and the development plan to optimise development on smaller sites and increase the delivery of new homes. Adverse impacts are not considered to significantly and demonstrably outweigh the scheme's proposed benefits, which is given weight commensurate with the number of new residential units being delivered, when assessed against the policies in the NPPF, when taken as a whole.

1 Note for Members

- 1.1 This planning application is brought to Planning Committee on account of the historic and ongoing links of the Celbic Hall with the local Labour Party.

2 Recommendation

- 2.1 That, the Head of Development Management be authorised to GRANT planning permission subject to conditions:

1. Time limit
2. Accordance with plans
3. External Appearance (sample materials including glazing specification)
4. External Appearance (hard standing)
5. Biodiversity Enhancements
6. Detail of development – Refuse storage
7. Details of development – cycle storage
8. Construction Management Plan
9. Water
10. Secure by Design
11. Piling hours
12. Energy Strategy and verification
13. Energy Performance Monitoring and Reporting
14. SuDS
15. SuDS verification
16. Communal garden
17. Site enclosure
18. Deck access bedroom windows to be one-way privacy glass
19. Balcony safety railings to be frosted safety glass
20. Details of roof space (including plant and lift overrun)
21. Details of enclosures above ground level

Informative

1. Thames Water
 2. Designing out crime
- 2.2 That the Head of Development Management be granted delegated authority to agree the final wording of the to cover the matters in the Recommendation section of this report.

3. Executive Summary

- 3.1 The Celbic Halls building was constructed in the inter war years by members of the local Labour Party and has served as a base for the constituency Labour party for a number of years as well as providing a community space for local residents and user groups.
- 3.2 By way of the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. The applicant seeks the redevelopment of the site to provide a replacement new accessible contemporary community space that would both enhance the street scape as well as provide 6 new high quality homes and a communal garden for its residents.
- 3.3 The proposals have been subject to extensive discussion with Council Officers. The scheme has been subject to amendments during pre submission negotiations.

- 3.4 The redevelopment of the site will provide a new flexible contemporary meeting space, whilst contributing to the Council's substantial housing delivery targets and therefore the principle of development in this sustainable brownfield location is supported.
- 3.5 The application is supported by appropriate and satisfactory technical reports covering the effect of the proposed development on parking, biodiversity and impacts to neighbouring amenity. The impacts of the development are considered within acceptable thresholds to meet policy compliance expectations.
- 3.6 The planning application satisfies overarching planning policy aims to increase the housing stock of the borough and is considered to be acceptable subject to appropriate planning conditions.
- 3.7 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that there are no adverse impacts of the scheme that would outweigh the benefits of the proposed housing.
- 3.8 It is recognised that small sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of quality new housing stock carry significant weight in favour of the proposed development.

4. Site and surroundings

- 4.1 The application site comprises single storey community hall (Celbic Hall) approximately 370 sqm in floor area. The application property has a single storey front element with a setback gable rising above. The site is location on Lancaster Road, a linear centre which is predominately formed of two storey Victorian buildings.
- 4.2 The site is located on the north side of Lancaster Road and is bounded to the east by a single storey retail shop and to the west by a short 2 storey Victorian terrace comprising of commercial units at ground floor with residential above. There are terraced houses located to the rear on Birkbeck Road and Acacia Road running perpendicular to the north of the site.
- 4.3 The Site is located within the Lancaster Road Local Centre which is formed of a mix of commercial uses. The site is not within a Conservation Area nor is it Listed or in the setting of a Listed Building or Locally Listed Building.

5. Proposal

- 5.1 The proposal seeks the redevelopment of the site involving the demolition of the existing halls and construction of a part 2, part 3 storey building, to provide a flexible meeting space at ground floor, with 6 flats at first and second floor levels.
- 5.2 The proposed flexible meeting space would occupy the ground floor and be arranged principally as three interconnecting halls plus a "welcome space" together with associated facilities such as toilets, office, bar, meeting room, storage etc.

5.3 The 6 flats would be provided at first and second floor level as follows:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

5.4 All of the residential units would be private. No affordable housing is required because the number of units is below the threshold specified for such contributions in the National Planning Policy Framework

6. Relevant Planning History

6.1 19/03265/FUL

Redevelopment of site and erection of a 4-storey block comprising 7 self- contained flats (6 x 2-bed and 1 x 4-bed), with a community hall (D1) on the ground floor.

Withdrawn on 16.06.2021

6.2 18/03258/FUL

Redevelopment of site and erection of a 3-storey block comprising 8 self-contained flats (3 x 1-bed and 5 x 2-bed), with a community hall (D1) on the ground floor and basement level.

Refused on 25.10.2018 for the following reasons:

1. Design

The proposed demolition of the existing building and the replacement-built form by virtue of its design, massing, bulk and scale is considered to result in an unacceptable form of development and consequently would cause unacceptable harm to the character and appearance to the streetscene and surrounding area. Accordingly, it would be contrary to Policies 7.4 and 7.6 of The London Plan (2016), policies CP5 and 30 of The Enfield Core Strategy, Policies DMD6, 8 and 37 of the Development Management Document (2014) (DMD) and Policies 3.4 and the NPPF.

2. Residential Quality

A number of the proposed residential units, by virtue of being single aspect and facing north, are considered to result in poor-quality living accommodation for prospective future occupiers. The proposal would be therefore contrary to the objectives of the NPPF 2018, Policy 3.5 of the London Plan 2016, and the London Housing SPG 2016, Policy CP4 of the Enfield Core Strategy 2010 and Policies DMD8, DMD9 and DMD37 of the Enfield Development Management Document 2014..

3. Residential amenity

The proposed development, is considered to have an adverse impact on the rear facing windows of the properties to Birkbeck Road, Acacia Road and Lancaster Road, in terms of creating an overbearing form of development, loss of outlook and an unneighbourly sense of enclosure, loss of sunlight and daylight and overlooking and loss of privacy. The proposal is therefore contrary to guidance provided by the NPPF 2018, Policy 7.6 of the London Plan 2016 and policies, DMD6, DMD8 and DMD10 of the Enfield Development Management Policies 2014.

4. Transport

The proposal fails to demonstrate adequate off street parking and servicing arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic and pedestrians, contrary to Policy 6.3 (Assessing effects of development on Transport capacity), Policy 6.9 (Cycling), Policy 6.13 (Parking) of the London Plan 2016, Policy 25 (Pedestrian and cyclists) of the Enfield Core Strategy 2010, and Policy 45 (Parking layout and standards), Policy 46 (vehicle crossover and dropped kerbs) Policy 47 (Access, New Roads and Servicing) of the Enfield Development Management Document 2014.

6.3 17/00252/PREAPP

Proposed redevelopment of site and erection of 3 storey building comprising community hall on ground floor and 8 residential units on the upper floors.

Officer summary: Suitable for development but some concerns have been expressed. Pre-application issued on 10.03.2017

7. Consultation

7.1 Public

Number notified	41
Consultation start date	28.06.2022
Consultation end date	19.07.2022
Representations made	4
Objections	3
Other / support comments	1

7.2 In summary, the 3 objectors raised the following points:

- Affect local ecology
- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Increase in traffic
- Increase of pollution
- Loss of light
- Loss of parking
- Loss of privacy
- More open space needed on development
- Noise nuisance
- Noise and pollution disturbance during construction
- Out of keeping with character of area
- Over development
- Strain on existing community facilities

7.3 The response in support of the proposal stated the following:

- This is a genuinely wonderful proposal that will make a significant contribution to the local area.
- As a regular user of Celbic Hall it is badly in need of upgrading. The future proofing of the hall and the delivery of housing on top is a fantastic outcome for the area.
- I think the external design proposals and the cleverness of the internal design is really something to be highlighted

7.4 Internal and third-party consultees

<u>Consultee</u>	<u>Objection</u>	<u>Comment</u>
Urban Design	No	<p>The proposals have been subject to extensive discussion with Council Officers.</p> <p>At ground level the proposal addresses the street providing active street frontage and circulation for entering and exiting the flats and the community facilities.</p> <p>The scale and density are generally acceptable to the prevailing context.</p> <p>The proposal is generally in-line with Enfield's aspirations for mix, it is acknowledged that increasing the height of the building to include larger family units in this location would be inappropriate.</p> <p>The 'greening' of communal areas is supported however activity seems to be centred around sitting and tending to the garden /growing, there does not seem to be any useful activity space for informal play and individual or small group exercise, it may be more useful to refine these in order to provide a better offering of useable space. There also appears to be no lighting strategy, this would need careful thought. Management and ongoing maintenance of the green areas could possibly be a concern.</p> <p>It would be useful to get some planting information. The garden area is North Facing and may have an impact on the success of a planting element to the scheme.</p> <p>The introduction of balconies on the south elevation for use as private amenity is supported however on the North side, there is no transitional space /or defensible space between bedrooms and the public access to entrances for flats. Please provide drawings with internal dimensions and room areas for all unit types with the submission. Please also provide sectional drawings which show internal floor to ceiling heights to include overall building height to all ridges and parapets. D4, D6, DMD37, L2, H1</p>
Transportation	No	<p>No Objection – Subject to Conditions relating to Cycle Parking and the provision of a Construction Traffic Management Plan. The latter must be provided prior to commencement of any form of construction/demolition on the site:</p>
Environmental Health	No	<p>No objection raised subject to conditions relating to construction management and pilling.</p>

Designing Out Crime Office	No	A condition and informative has been requested to be imposed
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Officer response to comments

7.3 The material planning concerns within the objection letters have been considered by Officers during the assessment of the planning application. Officers visited the site to make assessment of the highlighted concerns. The concerns raised during consultation are addressed and assessed in the body of the report under the relevant material sections.

8. Relevant Policy

8.1 Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions 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.

8.2 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Enfield Core Strategy (2010); the Enfield Development Management Document (2014); and The London Plan (2021).

National Planning Policy Framework (2021)

8.3 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means:

- “....(c) approving development proposals that accord with an up-to date development plan without delay; or,
 (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.”

8.4 The related footnote(8) advises that “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.

8.5 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.

- 8.6 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development”.
- 8.7 The Council’s recent housing delivery has been below its increasing housing targets. This translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development” category by the Government through its Housing Delivery Test.
- 8.8 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole - – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’.
- 8.9 However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 200 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 8.10 Key relevant policy objectives in NPPF (2021) that relate to this scheme include:
- Section 5 – Delivering a sufficient supply of homes Para 60 - 77.
 - Section 11 – Making effective use of land Para 119 -125
 - Section 12 – Achieving well-designed places, Para 126-136

London Plan (2021)

- 8.11 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
 - SD10 Strategic and local regeneration
 - D1 London’s form, character and capacity for growth
 - 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
 - D11 Safety, security and resilience to emergency
 - H1 Increasing housing supply

- H2 Small sites
- H5 Threshold approach to applications
- H9 Ensuring the best use of stock
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- G1 Green infrastructure
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 8 Waste capacity and net waste self-sufficiency
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T2 Healthy Streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction

Local Plan – Overview

- 8.12 Enfield's Local Plan comprises the Core Strategy, Development Management Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that the Local Plan is superseded in places by these documents and as such the proposal is reviewed against the most relevant policies from the Local Plan.

Enfield Core Strategy: 2010

- 8.13 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. The following is considered particularly relevant

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

CP36 Biodiversity

Development Management Document (2014)

- 8.14 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 Development Management Document policies are considered particularly relevant:

DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD 17: Protection of Community Facilities
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD45: Parking Standards and Layout
DMD46: Vehicle Crossover and Dropped Kerbs
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD51: Energy Efficiency Standards
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Resp. Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD61: Managing Surface Water
DMD68: Noise
DMD79: Ecological Enhancements
DMD81: Landscaping

Other Relevant material considerations

- 8.15 Other Material Considerations

Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Biodiversity Action Plan
National Planning Practice Guidance
Community Infrastructure Levy Regulations 2010
LBE S106 SPD
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 (2014)
GLA: London Sustainable Design and Construction SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)
Mayor's Transport Strategy (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance

National Design Guide (2019)
Technical housing – nationally described space standards
The Environment Act 2021
The Planning (Listed Buildings and Conservation Areas) Act 1990

9 ANALYSIS

9.1 This report sets out the analysis of the issues that arise from the proposed development assessed against national policy and the development plan policies. The main planning issues raised by the Proposed Development are:

- Principle of Development
- Housing Need
- Design and character
- Standard of accommodation
- Impact on neighbouring amenity
- Highways, access and parking
- Biodiversity impact
- Sustainable drainage
- Sustainability and climate change
- Community infrastructure Levy (CIL)
- Equalities impact

Principle of Development

Community use

9.2 Policy DMD17 “Protection of Community Facilities” states that the council will protect existing social and community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility.....

9.3 The detailed text of the policy states that the demand for a social and community facility may change over time as the nature and needs of a local community change. Community facilities should be safeguarded against the unnecessary loss of facilities and services.

9.4 As stated earlier, evidenced by the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. In this case, the proposal seeks to redevelop the site and in the process re-provide a new, modern, flexible, community centre.

Residential development

9.5 The Council has not met the most recent Housing Delivery Test and is therefore in the presumption in favour of sustainable development category. The tilted balance would therefore be applied in assessing and weighing up the benefits of the scheme, which in this case seeks to re-provide community facilities. In addition the redevelopment of the site will contribute to the Council’s substantial housing delivery targets and therefore the principle of the housing element in this sustainable location on previously developed land is supported.

Housing Need and Tenure Mix

Housing need

- 9.6 Chapter 11 of the of the NPPF (2021) (Making efficient use of land) indicates 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 (NPPF para. 125). In these circumstances local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF (Para. 125 (c)).
- 9.7 The London Plan sets a target for the provision of 66,000 new homes across London each year. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority. However, only 60% of approvals in the Borough are being delivered. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.
- 9.8 Enfield's Housing and Growth Strategy 2020-2030 sets out how the Council will deliver more and better homes across the Borough to create a more balanced housing market and help local people access a good home. It recognises that this will include delivery in partnership with developers and the private sector and states as its third of 5 priorities as "Quality and variety in private housing".
- 9.10 The proposal would create 6 new good quality dwellings on a sustainable brownfield site location. Taking into account the housing needs of Enfield's population, nationally- and regionally-set housing delivery targets and shortfalls in meeting targets and demonstrating sufficient housing land supply, it is evident that this proposal to optimise the use of the site for a mixed used development of community facilities and good quality private homes is supported by adopted Development Plan housing policies, when consider as a whole.

Dwelling Mix

- 9.20 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.21 Enfield Policy CP5 of the Core Strategy (2010) seeks to provide the following borough-wide mix for market housing:
- 20% 1 and 2 bed units (1-3 persons);
 - 15% 2 bed units (4 persons);
 - 45% 3 bed units, (5-6 persons); and,
 - 20% 4+ bed units (6+ persons).
- 9.22 Policy DMD3 of the Enfield Development Management Document (2014) states that whilst sites capable of accommodating 10 or more dwellings should meet the dwelling mix targets within Core Strategy Policy CP5, developments of less than 10 units should contribute towards meetings these targets by providing a mix of different sized homes.
- 9.23 In this case, the proposal seeks to provide 6 no of flats of two different types:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

9.24 Accordingly it is considered that the proposals would be in accordance with London Plan Policy H10 and Enfield Policy DMD 3.

9.25 Furthermore, the more recently Enfield Local Housing Need Assessment (2020) confirms that whilst the likely demographic needs in the private sector is for 3 bedroom properties there is also a substantial demographic need for 2 bedroom properties

Housing conclusions

9.26 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s current inability to demonstrate a 5-year housing land supply as well as the Council’s shortfall in meeting housing delivery targets. This means that the delivery of new homes should be given great weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the limited adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing. The proposal meets the requirements of London Plan Policy H10 and DMD3 and would contribute to the demographic need for 2 bedroom units.

Design and Character

High-quality design and layout

9.27 Chapter 12 (Achieving well-design places) of the of the NPPF (2021) emphasises the central value of good design to sustainable development (NPPF para 126). The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places”. The assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing (NPPF para 130).

9.28 Good design is central to all objectives of the London Plan and the Council’s Local Plan policies. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment. LPD1 and LPD2 seek to ensure that new developments are well-designed and fit into the local character of an area. Policy D3 requires developments to optimise capacity through a design-led approach, by responding to a site’s context, capacity for growth and supporting infrastructure capacity. London Plan Policy D3 states that “all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth, and existing and planned supporting infrastructure capacity”.

- 9.29 Enfield Policy DMD 37 sets out objectives for achieving good urban design: character; continuity and enclosure; quality of public realm; ease of movement; legibility; adaptability and durability; and diversity. Policy DMD 8 (General standards for new Residential development) expects development to be appropriately located taking into account the nature of the surrounding area and land uses, access to local amenities, and any proposed mitigation measures and be an appropriate scale, bulk and massing.

Design Assessment

- 9.30 The proposals have been subject to extensive discussion with Council Officers. The proposed scheme has been subject to amendments following pre and post application discussions.
- 9.31 The site is positioned in a prominent location on the north side of Lancaster Road between its junctions with Acacia Road and Birkbeck Road. Located to the immediate east of the site is a shop premises, and to the rear of the site, accessed from behind the shop, on Acacia Road, is a motorcycle service garage.
- 9.32 To the west of the site lies the flank and rear yard of the first of a two storey terrace of Victorian properties that have commercial uses at ground floor with residential above. To the rear of the site, both to the north and the west lies the rear gardens of neighbouring houses. In view of these close and potentially sensitive relationships to the rear of the site the design of the building has had to be carefully considered due to the exposed nature of the access decks on the north side of the development.
- 9.33 The proposal totals 3 storeys in height with the taller elements stacked toward the centre of the site gently stepping downwards. The ground floor would have almost 100% site coverage, save for a courtyard to access the rear of the site which would provide space for the three meeting rooms to open onto. The main accesses to the building, for both the community space and for the flats would be from Lancaster Road with the flats entrance to the western side of the facade, and the hall entrance located more centrally. A joint residential/commercial bin store would be located adjacent to the residential entrance.
- 9.34 At first and second floor level, the proposed main facade is broken down into series of blocks set at "echelon" to the line of the road, enhancing privacy between the prospective occupants, and providing south facing balconies. This echelon formation to the main road to the south also allows the building to draw itself away from the rear gardens to the immediate north and west.
- 9.35 On the residential access deck at first floor level, a communal garden is proposed for the six flats, bounded by a raised planter that would both enhance the garden environment, and form a landscaped screen between the proposed flats and the neighbouring houses and limit the potential for overlooking. The second floor access deck would be significantly narrower, stepped further away from the neighbouring gardens. Should members be minded to grant planning permission for the proposal it is recommended that details of the landscaping proposals for these access decks be secured by condition.
- 9.36 Presently, the proposal seeks to construct the street level facade in a green material with red bricks for the upper stories. Whilst red bricks are not predominant in this part of the street scene, they are present on the existing building and would not be considered unacceptable in this location.

- 9.37 Whilst the proposed building is taller than the existing building on site, and those immediately surrounding it, the disposition of the mass across the site ensures that whilst the building would be prominent in its setting, it would not be considered over dominant.
- 9.38 The entrances would be clear and legible into the community facility and the proposed flats and provides a good level of active street frontage. The redevelopment of the site as proposed would present a significantly enhanced and attractive public façade and successfully deliver an optimisation of the site compared to the presently underused plot.
- 9.38 It is Officers opinion that the scheme represents a high-quality design and optimises the site providing an attractive setting for future occupiers. Officers are comfortable and supportive of the proposed design and conclude that the proposal represent a sustainable development.

Standard of accommodation

- 9.39 Policy D6 of the London Plan 2021 and Policy DMD 8 of the Enfield Development Management Document (2014) set minimum internal space standards for residential development. The Nationally Described Internal Space Standard applies to all residential developments within the Borough and the London Mayor's Housing SPG adopted in 2016 has been updated to reflect the Nationally Described Space Standards.
- 9.40 The proposed flats all either meet or exceed the minimum required floorspace requirements as per the National internal floorspace standards. Each habitable room has outlook from a window. All rooms have sufficient access to sunlight and daylight. In addition, each flat and maisonette have their own private balconies in excess of the requirements of the London Plan. In addition, all of the proposed flats are dual aspect with both north and south facing facades.
- 9.41 Whilst the north facing bedrooms would be adjacent to the access deck, the proposed landscaping arrangements, which will need to be provided by condition, can be instrumental in ensuring adequate levels of separation are created between the access decks and the windows. However, with just three flats per floor, and 6 flats in total, the potential footfall past these windows would be significantly limited and together with the use of devices such as one-way glass, the amenity of the occupiers within would be safeguarded.
- 9.42 Officers recognise the need to utilise sites to their optimum and judged against the compliant standard of accommodation and the tilted balance, the development would accord with London plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD 8, DMD 9, DMD 37 and DMD 72.

Impact on Neighbouring Amenity

- 9.43 Policy D6 of the London Plan 2021) sets out buildings should not cause unacceptable harm to residential amenity, including in terms of privacy and overshadowing. Development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space.

- 9.44 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. Policies DMD 6 and 8 of the Development Management Document (2014) 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.
- 9.45 The way that the upper floors of the building would be set back from the neighbouring residential buildings will ensure that the building would not give rise to any significant overshadowing there being a separation of 14 metres to the nearest residential boundary from the top floor access deck of the development. The amenity/access deck at first and second floor level would be significantly screened, however a privacy screen condition shall be appended should the proposed landscaping scheme not be considered sufficient to protect local residents from being overlooked. On this basis, the relationship is considered acceptable and on balance, having regard to the presumption in favour and the benefits of this proposal, any minimal is not considered sufficient to warrant refusal of the application.
- 9.46 Environmental Health does not object to the application for planning permission as there is unlikely to be a negative environmental impact. There are no concerns regarding air quality, noise or contaminated land. Conditions have been recommended in response to EHO Officer recommendations, including one to protect residents from noise. Overall, no objection is raised to residential amenity impact by the proposed development.

Sustainable Drainage

- 9.47 Policy SI 12 of the London Plan (2021) outlines development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 outlines that development proposals should aim to achieve greenfield runoff rates and ensure that surface water run-off is managed as close to its source as possible. It also states there should also be a preference for green over grey features, in line with an outlined drainage hierarchy. Core Strategy Policies CP21, CP28 and CP29 and Development Management Document Policies DMD59 – DMD63 are also relevant
- 9.48 The conditions shall be imposed to ensure that an appropriate SUDS strategy and FRA are in place to the satisfaction of the SUDS team

Highway, Access and Parking

- 9.49 London Plan (2021) Policy T1 sets a strategic target of 80% (75% in Enfield) of all trips in London to be by foot, cycle or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards. Policies T6 and T6.1 to T6.5 set out car parking standards.
- 9.50 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets.

Pedestrian access

- 9.51 Consideration has been given to residents and visitors accessing the site's cycle parking, waste store, and nearby streets meeting the requirements of the London Plan and Enfield DMD 47 which states that: "All developments should make provision for

attractive, safe, clearly defined and convenient routes and accesses for pedestrians, including those with disabilities.” Consideration has been given to wheelchair and pedestrian movements around the site. The proposals provide adaptable user dwellings, designed to comply with Part M of the Building Regulations. Every non-ground floor dwelling is accessible by a lift. This is most welcomed. Step free pedestrian access is afforded for both the residential units and the replacement community centre that would be directly off the Lancaster Road frontage. There would be a single communal entrance for the residential units along this frontage towards the site’s western boundary, whilst the community centre would have a separate larger focal street entrance located centrally along this frontage.

Car parking

- 9.52 The site fronts onto Lancaster Road which is an adopted classified road. There are parking restrictions in place along the site frontage. Single yellow lines are present and parking is restricted between the hours of 8am – 6:30pm, Mon – Sat. A Bus Stop is present opposite the site with a bus cage road marking and sign plate, no stopping or parking is allowed at any time.
- 9.53 Public Transport Accessibility Level (PTAL) is a widely adopted methodology in Greater London for quantifying a site’s accessibility to public transport and is considered to be a usable measure of relative accessibility to public transport at any location within a London borough and provides a general comparison of a site’s accessibility relative to another. The site has a PTAL of 2 but is on the edge of an area of PTAL 3 which indicates that access to frequent public transport services is moderate.
- 9.54 Table 10.3 of the London Plan provides details on ‘maximum residential parking standards’ it states:

Location	Number of beds	Maximum parking provision
Outer London PTAL 2 – 3	1-2	Up to 0.75 spaces per dwelling

- 9.55 Based on this, the residential element of the development could provide a maximum of 4 car parking spaces. The existing community centre which is to be replaced does not currently provide any off-street car parking and the proposal is to continue this approach providing no off-street car parking for the new improved civic & community space.
- 9.56 The development is proposing to be completely car-free. Overnight parking surveys were undertaken on 21st and 26th January, 2021. These surveys were undertaken during a period of restrictions on movement as people were advised to stay at home during the Covid pandemic. The surveys show parking stress in the area is high and that 82% of available on-street spaces were taken, however, there was still around 60 spare spaces within a 200m walk of the proposal site. Area-wide, a further 23 vehicles could be accommodated on-street without stress exceeding 90%. The level typically considered as equating to saturated conditions at and above which parking demands may be deemed unmanageable without mitigation.
- 9.57 Officers examined the 2011 Census data for the immediate area (lower layer E01001411) looking at car or van availability for flats, maisonettes and apartments.

Although historic, such census information can be used to estimate the likely number of car or vans associated with the six flats. The data suggests 51.4% of the flats would have no car or vans, 38.7% would have 1 car or van and 9.9% would have 2 or more car or vans. Therefore, it is estimated that the residential aspect of this development would likely have approximately 4 car or vans associated with it.

- 9.58 The Community Centre is an existing extant use on the site. Officers acknowledge the facility is being improved and capacity may be increased slightly. Taking into consideration the parking surveys and 2011 Census data, Officers consider it is unlikely the residential aspect of this development will have a significant impact on parking demand or increased vehicle trip generation on the local highway network.
- 9.59 Given the local characteristics of the area and the proximity to local amenities, it is thought that car-free development is acceptable as long as the development is exempt from acquiring parking permits for existing or future CPZ's in the area. This is to be secured by a legal agreement. In this regard, no objection is raised to the provision of a car free development in this location.

Cycle spaces

- 9.60 As suggested by the Council's Traffic and Transportation Team, a condition shall be imposed to ensure that the necessary quantum and quality of cycle parking is provided.

Refuse and recycling

- 9.61 Whilst there appears to be sufficient space within the floorplan for the waste, a condition shall be imposed to ensure that the necessary quantum and refuse and recycling facilities are provided.

Servicing

- 9.62 The proposed community centre use within the scheme would be a replacement of the existing community centre at the site, where servicing currently takes place from on-street. Servicing trips associated with the new residential element of the development have been considered as part of the transport assessment and it was concluded that: *"Such additional activity would be manageable and could not be considered material in impact, with the scope to be accommodated on-street either for a short-term duration along the stretch of Lancaster Road immediately in front of the site or for a longer-term duration along the initial stretch of either Acacia Road or Kynaston Road close to the site."*

Construction

- 9.63 In order to ensure that construction traffic associated with the development can be accommodated without any adverse impacts on the surrounding local highway network; a Construction Logistics Plan will be required for the proposed development and secured by condition.

Biodiversity Impacts

- 9.64 Policy G6 of the London plan (2021) states "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process". The site is currently occupied by an existing building and is therefore of limited ecological value. The applicant is committed to providing an

extensive green roof, landscaping and the provision of a potager garden to be secured as part of a landscaping condition. Whilst the addition of trees within all developments is typically sought, the nature of this development would not however lend itself to the suitable and sustainable siting of trees. It is therefore considered that this is all deemed to be acceptable.

Sustainability and Climate Change

9.65 Policy SI 2 (Minimising greenhouse gas emissions) of the London Plan (2021) expects major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

9.66 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain

9.67 The applicant has submitted an Energy report resulting in in a 49.66% saving for the residential units and 56% saving for the community hall. Although the development does not meet Carbon Zero it does however exceed the baseline of 35% above Building regulations. Measures will be incorporated to minimise pollution, reduce water use, design out waste, utilise highly efficient materials and result in a building that has been designed with resilience for future climate change conditions.

Affordable Housing

9.68 As a minor mixed residential development (less than 10 units) there is no legislative requirement for this scheme to provide any affordable housing.

Community Infrastructure Levy (CIL):

Mayoral CIL

9.69 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought for the scheme is calculated on the net increase of gross internal floor area multiplied by an Outer London weighting (increased to £60 per sqm as of 1st April 2019).

Enfield CIL

- 9.70 The Council introduced its own CIL on 1 April 2016. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water and other projects in the borough. Enfield has identified three residential charging zones. The site falls within Enfield's Intermediate Zone (£60/sqm) and would demonstrate an uplift of 685 square metres. This would result in a sum of £41,000.
- 9.71 All figures above are subject to the BCIS figure for CIL liable developments at time of CIL processing.

Equalities Implications

- 9.72 Section 149 of the Equality Act 2010 places obligations on local authorities with regard to equalities in decision making. It is considered that the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act compared to those who do not have those characteristics.

10 Conclusion

- 10.1 The starting point for the determination of any planning application is the development plan. Paragraph 11(d) of the NPPF, states that planning permission should be granted unless *"the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed"*.
- 10.2 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing.
- 10.3 It is recognised that sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of high-quality new housing stock and other spatial and environmental enhancements carry significant weight in favour of the proposed development.
- 10.4 Having regard to the assessment in this report, the development would provide a replacement, modernised community facility, plus 6 new homes which would be consistent with the thrust of national planning policy and the development plan to optimise development on smaller sites and increase the delivery of new homes. Adverse impacts are not considered to significantly and demonstrably outweigh the scheme's proposed benefits, which is given weight commensurate with the number of new residential units being delivered, when assessed against the policies in the NPPF, when taken as a whole.

- 3.4 The redevelopment of the site will provide a new flexible contemporary meeting space, whilst contributing to the Council's substantial housing delivery targets and therefore the principle of development in this sustainable brownfield location is supported.
- 3.5 The application is supported by appropriate and satisfactory technical reports covering the effect of the proposed development on parking, biodiversity and impacts to neighbouring amenity. The impacts of the development are considered within acceptable thresholds to meet policy compliance expectations.
- 3.6 The planning application satisfies overarching planning policy aims to increase the housing stock of the borough and is considered to be acceptable subject to appropriate planning conditions.
- 3.7 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that there are no adverse impacts of the scheme that would outweigh the benefits of the proposed housing.
- 3.8 It is recognised that small sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of quality new housing stock carry significant weight in favour of the proposed development.

4. Site and surroundings

- 4.1 The application site comprises single storey community hall (Celbic Hall) approximately 370 sqm in floor area. The application property has a single storey front element with a setback gable rising above. The site is location on Lancaster Road, a linear centre which is predominately formed of two storey Victorian buildings.
- 4.2 The site is located on the north side of Lancaster Road and is bounded to the east by a single storey retail shop and to the west by a short 2 storey Victorian terrace comprising of commercial units at ground floor with residential above. There are terraced houses located to the rear on Birkbeck Road and Acacia Road running perpendicular to the north of the site.
- 4.3 The Site is located within the Lancaster Road Local Centre which is formed of a mix of commercial uses. The site is not within a Conservation Area nor is it Listed or in the setting of a Listed Building or Locally Listed Building.

5. Proposal

- 5.1 The proposal seeks the redevelopment of the site involving the demolition of the existing halls and construction of a part 2, part 3 storey building, to provide a flexible meeting space at ground floor, with 6 flats at first and second floor levels.
- 5.2 The proposed flexible meeting space would occupy the ground floor and be arranged principally as three interconnecting halls plus a "welcome space" together with associated facilities such as toilets, office, bar, meeting room, storage etc.

5.3 The 6 flats would be provided at first and second floor level as follows:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

5.4 All of the residential units would be private. No affordable housing is required because the number of units is below the threshold specified for such contributions in the National Planning Policy Framework

6. Relevant Planning History

6.1 19/03265/FUL

Redevelopment of site and erection of a 4-storey block comprising 7 self-contained flats (6 x 2-bed and 1 x 4-bed), with a community hall (D1) on the ground floor.

Withdrawn on 16.06.2021

6.2 18/03258/FUL

Redevelopment of site and erection of a 3-storey block comprising 8 self-contained flats (3 x 1-bed and 5 x 2-bed), with a community hall (D1) on the ground floor and basement level.

Refused on 25.10.2018 for the following reasons:

1. Design

The proposed demolition of the existing building and the replacement-built form by virtue of its design, massing, bulk and scale is considered to result in an unacceptable form of development and consequently would cause unacceptable harm to the character and appearance to the streetscene and surrounding area. Accordingly, it would be contrary to Policies 7.4 and 7.6 of The London Plan (2016), policies CP5 and 30 of The Enfield Core Strategy, Policies DMD6, 8 and 37 of the Development Management Document (2014) (DMD) and Policies 3.4 and the NPPF.

2. Residential Quality

A number of the proposed residential units, by virtue of being single aspect and facing north, are considered to result in poor-quality living accommodation for prospective future occupiers. The proposal would be therefore contrary to the objectives of the NPPF 2018, Policy 3.5 of the London Plan 2016, and the London Housing SPG 2016, Policy CP4 of the Enfield Core Strategy 2010 and Policies DMD8, DMD9 and DMD37 of the Enfield Development Management Document 2014..

3. Residential amenity

The proposed development, is considered to have an adverse impact on the rear facing windows of the properties to Birkbeck Road, Acacia Road and Lancaster Road, in terms of creating an overbearing form of development, loss of outlook and an unneighbourly sense of enclosure, loss of sunlight and daylight and overlooking and loss of privacy. The proposal is therefore contrary to guidance provided by the NPPF 2018, Policy 7.6 of the London Plan 2016 and policies, DMD6, DMD8 and DMD10 of the Enfield Development Management Policies 2014.

4. Transport

The proposal fails to demonstrate adequate off street parking and servicing arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic and pedestrians, contrary to Policy 6.3 (Assessing effects of development on Transport capacity), Policy 6.9 (Cycling), Policy 6.13 (Parking) of the London Plan 2016, Policy 25 (Pedestrian and cyclists) of the Enfield Core Strategy 2010, and Policy 45 (Parking layout and standards), Policy 46 (vehicle crossover and dropped kerbs) Policy 47 (Access, New Roads and Servicing) of the Enfield Development Management Document 2014.

6.3 17/00252/PREAPP

Proposed redevelopment of site and erection of 3 storey building comprising community hall on ground floor and 8 residential units on the upper floors.

Officer summary: Suitable for development but some concerns have been expressed. Pre-application issued on 10.03.2017

7. Consultation

7.1 Public

Number notified	41
Consultation start date	28.06.2022
Consultation end date	19.07.2022
Representations made	4
Objections	3
Other / support comments	1

7.2 In summary, the 3 objectors raised the following points:

- Affect local ecology
- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Increase in traffic
- Increase of pollution
- Loss of light
- Loss of parking
- Loss of privacy
- More open space needed on development
- Noise nuisance
- Noise and pollution disturbance during construction
- Out of keeping with character of area
- Over development
- Strain on existing community facilities

7.3 The response in support of the proposal stated the following:

- This is a genuinely wonderful proposal that will make a significant contribution to the local area.
- As a regular user of Celbic Hall it is badly in need of upgrading. The future proofing of the hall and the delivery of housing on top is a fantastic outcome for the area.
- I think the external design proposals and the cleverness of the internal design is really something to be highlighted

7.4 Internal and third-party consultees

<u>Consultee</u>	<u>Objection</u>	<u>Comment</u>
Urban Design	No	<p>The proposals have been subject to extensive discussion with Council Officers.</p> <p>At ground level the proposal addresses the street providing active street frontage and circulation for entering and exiting the flats and the community facilities.</p> <p>The scale and density are generally acceptable to the prevailing context.</p> <p>The proposal is generally in-line with Enfield's aspirations for mix, it is acknowledged that increasing the height of the building to include larger family units in this location would be inappropriate.</p> <p>The 'greening' of communal areas is supported however activity seems to be centred around sitting and tending to the garden /growing, there does not seem to be any useful activity space for informal play and individual or small group exercise, it may be more useful to refine these in order to provide a better offering of useable space. There also appears to be no lighting strategy, this would need careful thought. Management and ongoing maintenance of the green areas could possibly be a concern.</p> <p>It would be useful to get some planting information. The garden area is North Facing and may have an impact on the success of a planting element to the scheme.</p> <p>The introduction of balconies on the south elevation for use as private amenity is supported however on the North side, there is no transitional space /or defensible space between bedrooms and the public access to entrances for flats. Please provide drawings with internal dimensions and room areas for all unit types with the submission. Please also provide sectional drawings which show internal floor to ceiling heights to include overall building height to all ridges and parapets. D4, D6, DMD37, L2, H1</p>
Transportation	No	<p>No Objection – Subject to Conditions relating to Cycle Parking and the provision of a Construction Traffic Management Plan. The latter must be provided prior to commencement of any form of construction/demolition on the site:</p>
Environmental Health	No	<p>No objection raised subject to conditions relating to construction management and pilling.</p>

Designing Out Crime Office	No	A condition and informative has been requested to be imposed
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Officer response to comments

7.3 The material planning concerns within the objection letters have been considered by Officers during the assessment of the planning application. Officers visited the site to make assessment of the highlighted concerns. The concerns raised during consultation are addressed and assessed in the body of the report under the relevant material sections.

8. Relevant Policy

8.1 Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions 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.

8.2 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Enfield Core Strategy (2010); the Enfield Development Management Document (2014); and The London Plan (2021).

National Planning Policy Framework (2021)

8.3 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means:

- “....(c) approving development proposals that accord with an up-to date development plan without delay; or,
 (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.”

8.4 The related footnote(8) advises that “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.

8.5 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.

- 8.6 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development”.
- 8.7 The Council’s recent housing delivery has been below its increasing housing targets. This translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development” category by the Government through its Housing Delivery Test.
- 8.8 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole - – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’.
- 8.9 However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 200 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 8.10 Key relevant policy objectives in NPPF (2021) that relate to this scheme include:
- Section 5 – Delivering a sufficient supply of homes Para 60 - 77.
 - Section 11 – Making effective use of land Para 119 -125
 - Section 12 – Achieving well-designed places, Para 126-136

London Plan (2021)

- 8.11 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
 - SD10 Strategic and local regeneration
 - D1 London’s form, character and capacity for growth
 - 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
 - D11 Safety, security and resilience to emergency
 - H1 Increasing housing supply

- H2 Small sites
- H5 Threshold approach to applications
- H9 Ensuring the best use of stock
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- G1 Green infrastructure
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 8 Waste capacity and net waste self-sufficiency
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T2 Healthy Streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction

Local Plan – Overview

- 8.12 Enfield's Local Plan comprises the Core Strategy, Development Management Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that the Local Plan is superseded in places by these documents and as such the proposal is reviewed against the most relevant policies from the Local Plan.

Enfield Core Strategy: 2010

- 8.13 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. The following is considered particularly relevant

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

Development Management Document (2014)

- 8.14 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 Development Management Document policies are considered particularly relevant:

DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD 17: Protection of Community Facilities
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD45: Parking Standards and Layout
DMD46: Vehicle Crossover and Dropped Kerbs
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD51: Energy Efficiency Standards
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Resp. Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD61: Managing Surface Water
DMD68: Noise
DMD79: Ecological Enhancements
DMD81: Landscaping

Other Relevant material considerations

- 8.15 Other Material Considerations

Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Biodiversity Action Plan
National Planning Practice Guidance
Community Infrastructure Levy Regulations 2010
LBE S106 SPD
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 (2014)
GLA: London Sustainable Design and Construction SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)
Mayor's Transport Strategy (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance

National Design Guide (2019)
Technical housing – nationally described space standards
The Environment Act 2021
The Planning (Listed Buildings and Conservation Areas) Act 1990

9 ANALYSIS

9.1 This report sets out the analysis of the issues that arise from the proposed development assessed against national policy and the development plan policies. The main planning issues raised by the Proposed Development are:

- Principle of Development
- Housing Need
- Design and character
- Standard of accommodation
- Impact on neighbouring amenity
- Highways, access and parking
- Biodiversity impact
- Sustainable drainage
- Sustainability and climate change
- Community infrastructure Levy (CIL)
- Equalities impact

Principle of Development

Community use

9.2 Policy DMD17 “Protection of Community Facilities” states that the council will protect existing social and community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility.....

9.3 The detailed text of the policy states that the demand for a social and community facility may change over time as the nature and needs of a local community change. Community facilities should be safeguarded against the unnecessary loss of facilities and services.

9.4 As stated earlier, evidenced by the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. In this case, the proposal seeks to redevelop the site and in the process re-provide a new, modern, flexible, community centre.

Residential development

9.5 The Council has not met the most recent Housing Delivery Test and is therefore in the presumption in favour of sustainable development category. The tilted balance would therefore be applied in assessing and weighing up the benefits of the scheme, which in this case seeks to re-provide community facilities. In addition the redevelopment of the site will contribute to the Council’s substantial housing delivery targets and therefore the principle of the housing element in this sustainable location on previously developed land is supported.

Housing Need and Tenure Mix

Housing need

- 9.6 Chapter 11 of the of the NPPF (2021) (Making efficient use of land) indicates 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 (NPPF para. 125). In these circumstances local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF (Para. 125 (c)).
- 9.7 The London Plan sets a target for the provision of 66,000 new homes across London each year. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority. However, only 60% of approvals in the Borough are being delivered. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.
- 9.8 Enfield's Housing and Growth Strategy 2020-2030 sets out how the Council will deliver more and better homes across the Borough to create a more balanced housing market and help local people access a good home. It recognises that this will include delivery in partnership with developers and the private sector and states as its third of 5 priorities as "Quality and variety in private housing".
- 9.10 The proposal would create 6 new good quality dwellings on a sustainable brownfield site location. Taking into account the housing needs of Enfield's population, nationally- and regionally-set housing delivery targets and shortfalls in meeting targets and demonstrating sufficient housing land supply, it is evident that this proposal to optimise the use of the site for a mixed used development of community facilities and good quality private homes is supported by adopted Development Plan housing policies, when consider as a whole.

Dwelling Mix

- 9.20 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.21 Enfield Policy CP5 of the Core Strategy (2010) seeks to provide the following borough-wide mix for market housing:
- 20% 1 and 2 bed units (1-3 persons);
 - 15% 2 bed units (4 persons);
 - 45% 3 bed units, (5-6 persons); and,
 - 20% 4+ bed units (6+ persons).
- 9.22 Policy DMD3 of the Enfield Development Management Document (2014) states that whilst sites capable of accommodating 10 or more dwellings should meet the dwelling mix targets within Core Strategy Policy CP5, developments of less than 10 units should contribute towards meetings these targets by providing a mix of different sized homes.
- 9.23 In this case, the proposal seeks to provide 6 no of flats of two different types:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

9.24 Accordingly it is considered that the proposals would be in accordance with London Plan Policy H10 and Enfield Policy DMD 3.

9.25 Furthermore, the more recently Enfield Local Housing Need Assessment (2020) confirms that whilst the likely demographic needs in the private sector is for 3 bedroom properties there is also a substantial demographic need for 2 bedroom properties

Housing conclusions

9.26 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s current inability to demonstrate a 5-year housing land supply as well as the Council’s shortfall in meeting housing delivery targets. This means that the delivery of new homes should be given great weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the limited adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing. The proposal meets the requirements of London Plan Policy H10 and DMD3 and would contribute to the demographic need for 2 bedroom units.

Design and Character

High-quality design and layout

9.27 Chapter 12 (Achieving well-design places) of the of the NPPF (2021) emphasises the central value of good design to sustainable development (NPPF para 126). The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places”. The assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing (NPPF para 130).

9.28 Good design is central to all objectives of the London Plan and the Council’s Local Plan policies. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment. LPD1 and LPD2 seek to ensure that new developments are well-designed and fit into the local character of an area. Policy D3 requires developments to optimise capacity through a design-led approach, by responding to a site’s context, capacity for growth and supporting infrastructure capacity. London Plan Policy D3 states that “all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth, and existing and planned supporting infrastructure capacity”.

- 9.29 Enfield Policy DMD 37 sets out objectives for achieving good urban design: character; continuity and enclosure; quality of public realm; ease of movement; legibility; adaptability and durability; and diversity. Policy DMD 8 (General standards for new Residential development) expects development to be appropriately located taking into account the nature of the surrounding area and land uses, access to local amenities, and any proposed mitigation measures and be an appropriate scale, bulk and massing.

Design Assessment

- 9.30 The proposals have been subject to extensive discussion with Council Officers. The proposed scheme has been subject to amendments following pre and post application discussions.
- 9.31 The site is positioned in a prominent location on the north side of Lancaster Road between its junctions with Acacia Road and Birkbeck Road. Located to the immediate east of the site is a shop premises, and to the rear of the site, accessed from behind the shop, on Acacia Road, is a motorcycle service garage.
- 9.32 To the west of the site lies the flank and rear yard of the first of a two storey terrace of Victorian properties that have commercial uses at ground floor with residential above. To the rear of the site, both to the north and the west lies the rear gardens of neighbouring houses. In view of these close and potentially sensitive relationships to the rear of the site the design of the building has had to be carefully considered due to the exposed nature of the access decks on the north side of the development.
- 9.33 The proposal totals 3 storeys in height with the taller elements stacked toward the centre of the site gently stepping downwards. The ground floor would have almost 100% site coverage, save for a courtyard to access the rear of the site which would provide space for the three meeting rooms to open onto. The main accesses to the building, for both the community space and for the flats would be from Lancaster Road with the flats entrance to the western side of the facade, and the hall entrance located more centrally. A joint residential/commercial bin store would be located adjacent to the residential entrance.
- 9.34 At first and second floor level, the proposed main facade is broken down into series of blocks set at "echelon" to the line of the road, enhancing privacy between the prospective occupants, and providing south facing balconies. This echelon formation to the main road to the south also allows the building to draw itself away from the rear gardens to the immediate north and west.
- 9.35 On the residential access deck at first floor level, a communal garden is proposed for the six flats, bounded by a raised planter that would both enhance the garden environment, and form a landscaped screen between the proposed flats and the neighbouring houses and limit the potential for overlooking. The second floor access deck would be significantly narrower, stepped further away from the neighbouring gardens. Should members be minded to grant planning permission for the proposal it is recommended that details of the landscaping proposals for these access decks be secured by condition.
- 9.36 Presently, the proposal seeks to construct the street level facade in a green material with red bricks for the upper stories. Whilst red bricks are not predominant in this part of the street scene, they are present on the existing building and would not be considered unacceptable in this location.

- 9.37 Whilst the proposed building is taller than the existing building on site, and those immediately surrounding it, the disposition of the mass across the site ensures that whilst the building would be prominent in its setting, it would not be considered over dominant.
- 9.38 The entrances would be clear and legible into the community facility and the proposed flats and provides a good level of active street frontage. The redevelopment of the site as proposed would present a significantly enhanced and attractive public façade and successfully deliver an optimisation of the site compared to the presently underused plot.
- 9.38 It is Officers opinion that the scheme represents a high-quality design and optimises the site providing an attractive setting for future occupiers. Officers are comfortable and supportive of the proposed design and conclude that the proposal represent a sustainable development.

Standard of accommodation

- 9.39 Policy D6 of the London Plan 2021 and Policy DMD 8 of the Enfield Development Management Document (2014) set minimum internal space standards for residential development. The Nationally Described Internal Space Standard applies to all residential developments within the Borough and the London Mayor's Housing SPG adopted in 2016 has been updated to reflect the Nationally Described Space Standards.
- 9.40 The proposed flats all either meet or exceed the minimum required floorspace requirements as per the National internal floorspace standards. Each habitable room has outlook from a window. All rooms have sufficient access to sunlight and daylight. In addition, each flat and maisonette have their own private balconies in excess of the requirements of the London Plan. In addition, all of the proposed flats are dual aspect with both north and south facing facades.
- 9.41 Whilst the north facing bedrooms would be adjacent to the access deck, the proposed landscaping arrangements, which will need to be provided by condition, can be instrumental in ensuring adequate levels of separation are created between the access decks and the windows. However, with just three flats per floor, and 6 flats in total, the potential footfall past these windows would be significantly limited and together with the use of devices such as one-way glass, the amenity of the occupiers within would be safeguarded.
- 9.42 Officers recognise the need to utilise sites to their optimum and judged against the compliant standard of accommodation and the tilted balance, the development would accord with London plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD 8, DMD 9, DMD 37 and DMD 72.

Impact on Neighbouring Amenity

- 9.43 Policy D6 of the London Plan 2021) sets out buildings should not cause unacceptable harm to residential amenity, including in terms of privacy and overshadowing. Development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space.

- 9.44 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. Policies DMD 6 and 8 of the Development Management Document (2014) 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.
- 9.45 The way that the upper floors of the building would be set back from the neighbouring residential buildings will ensure that the building would not give rise to any significant overshadowing there being a separation of 14 metres to the nearest residential boundary from the top floor access deck of the development. The amenity/access deck at first and second floor level would be significantly screened, however a privacy screen condition shall be appended should the proposed landscaping scheme not be considered sufficient to protect local residents from being overlooked. On this basis, the relationship is considered acceptable and on balance, having regard to the presumption in favour and the benefits of this proposal, any minimal is not considered sufficient to warrant refusal of the application.
- 9.46 Environmental Health does not object to the application for planning permission as there is unlikely to be a negative environmental impact. There are no concerns regarding air quality, noise or contaminated land. Conditions have been recommended in response to EHO Officer recommendations, including one to protect residents from noise. Overall, no objection is raised to residential amenity impact by the proposed development.

Sustainable Drainage

- 9.47 Policy SI 12 of the London Plan (2021) outlines development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 outlines that development proposals should aim to achieve greenfield runoff rates and ensure that surface water run-off is managed as close to its source as possible. It also states there should also be a preference for green over grey features, in line with an outlined drainage hierarchy. Core Strategy Policies CP21, CP28 and CP29 and Development Management Document Policies DMD59 – DMD63 are also relevant
- 9.48 The conditions shall be imposed to ensure that an appropriate SUDS strategy and FRA are in place to the satisfaction of the SUDS team

Highway, Access and Parking

- 9.49 London Plan (2021) Policy T1 sets a strategic target of 80% (75% in Enfield) of all trips in London to be by foot, cycle or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards. Policies T6 and T6.1 to T6.5 set out car parking standards.
- 9.50 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets.

Pedestrian access

- 9.51 Consideration has been given to residents and visitors accessing the site's cycle parking, waste store, and nearby streets meeting the requirements of the London Plan and Enfield DMD 47 which states that: "All developments should make provision for

attractive, safe, clearly defined and convenient routes and accesses for pedestrians, including those with disabilities.” Consideration has been given to wheelchair and pedestrian movements around the site. The proposals provide adaptable user dwellings, designed to comply with Part M of the Building Regulations. Every non-ground floor dwelling is accessible by a lift. This is most welcomed. Step free pedestrian access is afforded for both the residential units and the replacement community centre that would be directly off the Lancaster Road frontage. There would be a single communal entrance for the residential units along this frontage towards the site’s western boundary, whilst the community centre would have a separate larger focal street entrance located centrally along this frontage.

Car parking

- 9.52 The site fronts onto Lancaster Road which is an adopted classified road. There are parking restrictions in place along the site frontage. Single yellow lines are present and parking is restricted between the hours of 8am – 6:30pm, Mon – Sat. A Bus Stop is present opposite the site with a bus cage road marking and sign plate, no stopping or parking is allowed at any time.
- 9.53 Public Transport Accessibility Level (PTAL) is a widely adopted methodology in Greater London for quantifying a site’s accessibility to public transport and is considered to be a usable measure of relative accessibility to public transport at any location within a London borough and provides a general comparison of a site’s accessibility relative to another. The site has a PTAL of 2 but is on the edge of an area of PTAL 3 which indicates that access to frequent public transport services is moderate.
- 9.54 Table 10.3 of the London Plan provides details on ‘maximum residential parking standards’ it states:

Location	Number of beds	Maximum parking provision
Outer London PTAL 2 – 3	1-2	Up to 0.75 spaces per dwelling

- 9.55 Based on this, the residential element of the development could provide a maximum of 4 car parking spaces. The existing community centre which is to be replaced does not currently provide any off-street car parking and the proposal is to continue this approach providing no off-street car parking for the new improved civic & community space.
- 9.56 The development is proposing to be completely car-free. Overnight parking surveys were undertaken on 21st and 26th January, 2021. These surveys were undertaken during a period of restrictions on movement as people were advised to stay at home during the Covid pandemic. The surveys show parking stress in the area is high and that 82% of available on-street spaces were taken, however, there was still around 60 spare spaces within a 200m walk of the proposal site. Area-wide, a further 23 vehicles could be accommodated on-street without stress exceeding 90%. The level typically considered as equating to saturated conditions at and above which parking demands may be deemed unmanageable without mitigation.
- 9.57 Officers examined the 2011 Census data for the immediate area (lower layer E01001411) looking at car or van availability for flats, maisonettes and apartments.

Although historic, such census information can be used to estimate the likely number of car or vans associated with the six flats. The data suggests 51.4% of the flats would have no car or vans, 38.7% would have 1 car or van and 9.9% would have 2 or more car or vans. Therefore, it is estimated that the residential aspect of this development would likely have approximately 4 car or vans associated with it.

- 9.58 The Community Centre is an existing extant use on the site. Officers acknowledge the facility is being improved and capacity may be increased slightly. Taking into consideration the parking surveys and 2011 Census data, Officers consider it is unlikely the residential aspect of this development will have a significant impact on parking demand or increased vehicle trip generation on the local highway network.
- 9.59 Given the local characteristics of the area and the proximity to local amenities, it is thought that car-free development is acceptable as long as the development is exempt from acquiring parking permits for existing or future CPZ's in the area. This is to be secured by a legal agreement. In this regard, no objection is raised to the provision of a car free development in this location.

Cycle spaces

- 9.60 As suggested by the Council's Traffic and Transportation Team, a condition shall be imposed to ensure that the necessary quantum and quality of cycle parking is provided.

Refuse and recycling

- 9.61 Whilst there appears to be sufficient space within the floorplan for the waste, a condition shall be imposed to ensure that the necessary quantum and refuse and recycling facilities are provided.

Servicing

- 9.62 The proposed community centre use within the scheme would be a replacement of the existing community centre at the site, where servicing currently takes place from on-street. Servicing trips associated with the new residential element of the development have been considered as part of the transport assessment and it was concluded that: *"Such additional activity would be manageable and could not be considered material in impact, with the scope to be accommodated on-street either for a short-term duration along the stretch of Lancaster Road immediately in front of the site or for a longer-term duration along the initial stretch of either Acacia Road or Kynaston Road close to the site."*

Construction

- 9.63 In order to ensure that construction traffic associated with the development can be accommodated without any adverse impacts on the surrounding local highway network; a Construction Logistics Plan will be required for the proposed development and secured by condition.

Biodiversity Impacts

- 9.64 Policy G6 of the London plan (2021) states "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process". The site is currently occupied by an existing building and is therefore of limited ecological value. The applicant is committed to providing an

extensive green roof, landscaping and the provision of a potager garden to be secured as part of a landscaping condition. Whilst the addition of trees within all developments is typically sought, the nature of this development would not however lend itself to the suitable and sustainable siting of trees. It is therefore considered that this is all deemed to be acceptable.

Sustainability and Climate Change

9.65 Policy SI 2 (Minimising greenhouse gas emissions) of the London Plan (2021) expects major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

9.66 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain

9.67 The applicant has submitted an Energy report resulting in in a 49.66% saving for the residential units and 56% saving for the community hall. Although the development does not meet Carbon Zero it does however exceed the baseline of 35% above Building regulations. Measures will be incorporated to minimise pollution, reduce water use, design out waste, utilise highly efficient materials and result in a building that has been designed with resilience for future climate change conditions.

Affordable Housing

9.68 As a minor mixed residential development (less than 10 units) there is no legislative requirement for this scheme to provide any affordable housing.

Community Infrastructure Levy (CIL):

Mayoral CIL

9.69 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought is for the scheme is calculated on the net increase of gross internal floor area multiplied by an Outer London weighting (increased to £60per sqm as of 1st April 2019).

Enfield CIL

- 9.70 The Council introduced its own CIL on 1 April 2016. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water and other projects in the borough. Enfield has identified three residential charging zones. The site falls within Enfield's Intermediate Zone (£60/sqm) and would demonstrate an uplift of 685 square metres. This would result in a sum of £41,000.
- 9.71 All figures above are subject to the BCIS figure for CIL liable developments at time of CIL processing.

Equalities Implications

- 9.72 Section 149 of the Equality Act 2010 places obligations on local authorities with regard to equalities in decision making. It is considered that the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act compared to those who do not have those characteristics.

10 Conclusion

- 10.1 The starting point for the determination of any planning application is the development plan. Paragraph 11(d) of the NPPF, states that planning permission should be granted unless *"the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed"*.
- 10.2 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing.
- 10.3 It is recognised that sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of high-quality new housing stock and other spatial and environmental enhancements carry significant weight in favour of the proposed development.
- 10.4 Having regard to the assessment in this report, the development would provide a replacement, modernised community facility, plus 6 new homes which would be consistent with the thrust of national planning policy and the development plan to optimise development on smaller sites and increase the delivery of new homes. Adverse impacts are not considered to significantly and demonstrably outweigh the scheme's proposed benefits, which is given weight commensurate with the number of new residential units being delivered, when assessed against the policies in the NPPF, when taken as a whole.

1 Note for Members

- 1.1 This planning application is brought to Planning Committee on account of the historic and ongoing links of the Celbic Hall with the local Labour Party.

2 Recommendation

- 2.1 That, the Head of Development Management be authorised to GRANT planning permission subject to conditions:

1. Time limit
2. Accordance with plans
3. External Appearance (sample materials including glazing specification)
4. External Appearance (hard standing)
5. Biodiversity Enhancements
6. Detail of development – Refuse storage
7. Details of development – cycle storage
8. Construction Management Plan
9. Water
10. Secure by Design
11. Piling hours
12. Energy Strategy and verification
13. Energy Performance Monitoring and Reporting
14. SuDS
15. SuDS verification
16. Communal garden
17. Site enclosure
18. Deck access bedroom windows to be one-way privacy glass
19. Balcony safety railings to be frosted safety glass
20. Details of roof space (including plant and lift overrun)
21. Details of enclosures above ground level

Informative

1. Thames Water
 2. Designing out crime
- 2.2 That the Head of Development Management be granted delegated authority to agree the final wording of the to cover the matters in the Recommendation section of this report.

3. Executive Summary

- 3.1 The Celbic Halls building was constructed in the inter war years by members of the local Labour Party and has served as a base for the constituency Labour party for a number of years as well as providing a community space for local residents and user groups.
- 3.2 By way of the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. The applicant seeks the redevelopment of the site to provide a replacement new accessible contemporary community space that would both enhance the street scape as well as provide 6 new high quality homes and a communal garden for its residents.
- 3.3 The proposals have been subject to extensive discussion with Council Officers. The scheme has been subject to amendments during pre submission negotiations.

- 3.4 The redevelopment of the site will provide a new flexible contemporary meeting space, whilst contributing to the Council's substantial housing delivery targets and therefore the principle of development in this sustainable brownfield location is supported.
- 3.5 The application is supported by appropriate and satisfactory technical reports covering the effect of the proposed development on parking, biodiversity and impacts to neighbouring amenity. The impacts of the development are considered within acceptable thresholds to meet policy compliance expectations.
- 3.6 The planning application satisfies overarching planning policy aims to increase the housing stock of the borough and is considered to be acceptable subject to appropriate planning conditions.
- 3.7 The Government prescribes a "tilted balance" in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that there are no adverse impacts of the scheme that would outweigh the benefits of the proposed housing.
- 3.8 It is recognised that small sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of quality new housing stock carry significant weight in favour of the proposed development.

4. Site and surroundings

- 4.1 The application site comprises single storey community hall (Celbic Hall) approximately 370 sqm in floor area. The application property has a single storey front element with a setback gable rising above. The site is location on Lancaster Road, a linear centre which is predominately formed of two storey Victorian buildings.
- 4.2 The site is located on the north side of Lancaster Road and is bounded to the east by a single storey retail shop and to the west by a short 2 storey Victorian terrace comprising of commercial units at ground floor with residential above. There are terraced houses located to the rear on Birkbeck Road and Acacia Road running perpendicular to the north of the site.
- 4.3 The Site is located within the Lancaster Road Local Centre which is formed of a mix of commercial uses. The site is not within a Conservation Area nor is it Listed or in the setting of a Listed Building or Locally Listed Building.

5. Proposal

- 5.1 The proposal seeks the redevelopment of the site involving the demolition of the existing halls and construction of a part 2, part 3 storey building, to provide a flexible meeting space at ground floor, with 6 flats at first and second floor levels.
- 5.2 The proposed flexible meeting space would occupy the ground floor and be arranged principally as three interconnecting halls plus a "welcome space" together with associated facilities such as toilets, office, bar, meeting room, storage etc.

5.3 The 6 flats would be provided at first and second floor level as follows:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

5.4 All of the residential units would be private. No affordable housing is required because the number of units is below the threshold specified for such contributions in the National Planning Policy Framework

6. Relevant Planning History

6.1 19/03265/FUL

Redevelopment of site and erection of a 4-storey block comprising 7 self- contained flats (6 x 2-bed and 1 x 4-bed), with a community hall (D1) on the ground floor.

Withdrawn on 16.06.2021

6.2 18/03258/FUL

Redevelopment of site and erection of a 3-storey block comprising 8 self-contained flats (3 x 1-bed and 5 x 2-bed), with a community hall (D1) on the ground floor and basement level.

Refused on 25.10.2018 for the following reasons:

1. Design

The proposed demolition of the existing building and the replacement-built form by virtue of its design, massing, bulk and scale is considered to result in an unacceptable form of development and consequently would cause unacceptable harm to the character and appearance to the streetscene and surrounding area. Accordingly, it would be contrary to Policies 7.4 and 7.6 of The London Plan (2016), policies CP5 and 30 of The Enfield Core Strategy, Policies DMD6, 8 and 37 of the Development Management Document (2014) (DMD) and Policies 3.4 and the NPPF.

2. Residential Quality

A number of the proposed residential units, by virtue of being single aspect and facing north, are considered to result in poor-quality living accommodation for prospective future occupiers. The proposal would be therefore contrary to the objectives of the NPPF 2018, Policy 3.5 of the London Plan 2016, and the London Housing SPG 2016, Policy CP4 of the Enfield Core Strategy 2010 and Policies DMD8, DMD9 and DMD37 of the Enfield Development Management Document 2014..

3. Residential amenity

The proposed development, is considered to have an adverse impact on the rear facing windows of the properties to Birkbeck Road, Acacia Road and Lancaster Road, in terms of creating an overbearing form of development, loss of outlook and an unneighbourly sense of enclosure, loss of sunlight and daylight and overlooking and loss of privacy. The proposal is therefore contrary to guidance provided by the NPPF 2018, Policy 7.6 of the London Plan 2016 and policies, DMD6, DMD8 and DMD10 of the Enfield Development Management Policies 2014.

4. Transport

The proposal fails to demonstrate adequate off street parking and servicing arrangements commensurate with the more intensive use proposed, leading to conditions prejudicial to the free flow and safety of traffic and pedestrians, contrary to Policy 6.3 (Assessing effects of development on Transport capacity), Policy 6.9 (Cycling), Policy 6.13 (Parking) of the London Plan 2016, Policy 25 (Pedestrian and cyclists) of the Enfield Core Strategy 2010, and Policy 45 (Parking layout and standards), Policy 46 (vehicle crossover and dropped kerbs) Policy 47 (Access, New Roads and Servicing) of the Enfield Development Management Document 2014.

6.3 17/00252/PREAPP

Proposed redevelopment of site and erection of 3 storey building comprising community hall on ground floor and 8 residential units on the upper floors.

Officer summary: Suitable for development but some concerns have been expressed. Pre-application issued on 10.03.2017

7. Consultation

7.1 Public

Number notified	41
Consultation start date	28.06.2022
Consultation end date	19.07.2022
Representations made	4
Objections	3
Other / support comments	1

7.2 In summary, the 3 objectors raised the following points:

- Affect local ecology
- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Increase in traffic
- Increase of pollution
- Loss of light
- Loss of parking
- Loss of privacy
- More open space needed on development
- Noise nuisance
- Noise and pollution disturbance during construction
- Out of keeping with character of area
- Over development
- Strain on existing community facilities

7.3 The response in support of the proposal stated the following:

- This is a genuinely wonderful proposal that will make a significant contribution to the local area.
- As a regular user of Celbic Hall it is badly in need of upgrading. The future proofing of the hall and the delivery of housing on top is a fantastic outcome for the area.
- I think the external design proposals and the cleverness of the internal design is really something to be highlighted

7.4 Internal and third-party consultees

<u>Consultee</u>	<u>Objection</u>	<u>Comment</u>
Urban Design	No	<p>The proposals have been subject to extensive discussion with Council Officers.</p> <p>At ground level the proposal addresses the street providing active street frontage and circulation for entering and exiting the flats and the community facilities.</p> <p>The scale and density are generally acceptable to the prevailing context.</p> <p>The proposal is generally in-line with Enfield's aspirations for mix, it is acknowledged that increasing the height of the building to include larger family units in this location would be inappropriate.</p> <p>The 'greening' of communal areas is supported however activity seems to be centred around sitting and tending to the garden /growing, there does not seem to be any useful activity space for informal play and individual or small group exercise, it may be more useful to refine these in order to provide a better offering of useable space. There also appears to be no lighting strategy, this would need careful thought. Management and ongoing maintenance of the green areas could possibly be a concern.</p> <p>It would be useful to get some planting information. The garden area is North Facing and may have an impact on the success of a planting element to the scheme.</p> <p>The introduction of balconies on the south elevation for use as private amenity is supported however on the North side, there is no transitional space /or defensible space between bedrooms and the public access to entrances for flats. Please provide drawings with internal dimensions and room areas for all unit types with the submission. Please also provide sectional drawings which show internal floor to ceiling heights to include overall building height to all ridges and parapets. D4, D6, DMD37, L2, H1</p>
Transportation	No	<p>No Objection – Subject to Conditions relating to Cycle Parking and the provision of a Construction Traffic Management Plan. The latter must be provided prior to commencement of any form of construction/demolition on the site:</p>
Environmental Health	No	<p>No objection raised subject to conditions relating to construction management and pilling.</p>

Designing Out Crime Office	No	A condition and informative has been requested to be imposed
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Officer response to comments

7.3 The material planning concerns within the objection letters have been considered by Officers during the assessment of the planning application. Officers visited the site to make assessment of the highlighted concerns. The concerns raised during consultation are addressed and assessed in the body of the report under the relevant material sections.

8. Relevant Policy

8.1 Section 70(2) of the Town and Country Planning Act 1990 requires the Committee have regard to the provisions 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.

8.2 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area comprises the Enfield Core Strategy (2010); the Enfield Development Management Document (2014); and The London Plan (2021).

National Planning Policy Framework (2021)

8.3 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means:

- “....(c) approving development proposals that accord with an up-to date development plan without delay; or,
- (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
- (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.”

8.4 The related footnote(8) advises that “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.

8.5 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.

- 8.6 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development”.
- 8.7 The Council’s recent housing delivery has been below its increasing housing targets. This translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development” category by the Government through its Housing Delivery Test.
- 8.8 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole - – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’.
- 8.9 However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 200 requires, in accordance with the development plan unless material considerations indicate otherwise.
- 8.10 Key relevant policy objectives in NPPF (2021) that relate to this scheme include:
- Section 5 – Delivering a sufficient supply of homes Para 60 - 77.
 - Section 11 – Making effective use of land Para 119 -125
 - Section 12 – Achieving well-designed places, Para 126-136

London Plan (2021)

- 8.11 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
 - SD10 Strategic and local regeneration
 - D1 London’s form, character and capacity for growth
 - 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
 - D11 Safety, security and resilience to emergency
 - H1 Increasing housing supply

- H2 Small sites
- H5 Threshold approach to applications
- H9 Ensuring the best use of stock
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- G1 Green infrastructure
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 8 Waste capacity and net waste self-sufficiency
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T2 Healthy Streets
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction

Local Plan – Overview

- 8.12 Enfield's Local Plan comprises the Core Strategy, Development Management Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that the Local Plan is superseded in places by these documents and as such the proposal is reviewed against the most relevant policies from the Local Plan.

Enfield Core Strategy: 2010

- 8.13 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. The following is considered particularly relevant

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP24 The road network
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

CP36 Biodiversity

Development Management Document (2014)

- 8.14 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 Development Management Document policies are considered particularly relevant:

DMD3: Providing a Mix of Different Sized Homes
DMD6: Residential Character
DMD8: General Standards for New Residential Development
DMD9: Amenity Space
DMD10: Distancing
DMD 17: Protection of Community Facilities
DMD37: Achieving High Quality and Design-Led Development
DMD38: Design Process
DMD45: Parking Standards and Layout
DMD46: Vehicle Crossover and Dropped Kerbs
DMD48: Transport Assessments
DMD49: Sustainable Design and Construction Statements
DMD51: Energy Efficiency Standards
DMD53: Low and Zero Carbon Technology
DMD55: Use of Roofspace/ Vertical Surfaces
DMD56: Heating and Cooling
DMD57: Resp. Sourcing of Materials, Waste Minimisation and Green Procurement
DMD58: Water Efficiency
DMD59: Avoiding and Reducing Flood Risk
DMD61: Managing Surface Water
DMD68: Noise
DMD79: Ecological Enhancements
DMD81: Landscaping

Other Relevant material considerations

- 8.15 Other Material Considerations

Enfield Climate Action Plan (2020)
Enfield Housing and Growth Strategy (2020)
Enfield Biodiversity Action Plan
National Planning Practice Guidance
Community Infrastructure Levy Regulations 2010
LBE S106 SPD
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 (2014)
GLA: London Sustainable Design and Construction SPG (2014)
GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
GLA: Social Infrastructure SPG (2015)
GLA: Housing SPG (2016)
GLA: Homes for Londoners: Affordable Housing and Viability SPG (2017)
Mayor's Transport Strategy (2018)
Healthy Streets for London (2017)
Manual for Streets 1 & 2, Inclusive Mobility (2005)
National Planning Practice Guidance

National Design Guide (2019)
Technical housing – nationally described space standards
The Environment Act 2021
The Planning (Listed Buildings and Conservation Areas) Act 1990

9 ANALYSIS

9.1 This report sets out the analysis of the issues that arise from the proposed development assessed against national policy and the development plan policies. The main planning issues raised by the Proposed Development are:

- Principle of Development
- Housing Need
- Design and character
- Standard of accommodation
- Impact on neighbouring amenity
- Highways, access and parking
- Biodiversity impact
- Sustainable drainage
- Sustainability and climate change
- Community infrastructure Levy (CIL)
- Equalities impact

Principle of Development

Community use

9.2 Policy DMD17 “Protection of Community Facilities” states that the council will protect existing social and community facilities in the Borough. Proposals involving the loss of community facilities will not be permitted unless:

- a. A suitable replacement facility is provided to cater for the local community that maintains the same level of public provision and accessibility.....

9.3 The detailed text of the policy states that the demand for a social and community facility may change over time as the nature and needs of a local community change. Community facilities should be safeguarded against the unnecessary loss of facilities and services.

9.4 As stated earlier, evidenced by the increasing cost and frequency of repairs that impede the proper function of the premises, Celbic Hall has been exhibiting signs of coming to the end of its life. In this case, the proposal seeks to redevelop the site and in the process re-provide a new, modern, flexible, community centre.

Residential development

9.5 The Council has not met the most recent Housing Delivery Test and is therefore in the presumption in favour of sustainable development category. The tilted balance would therefore be applied in assessing and weighing up the benefits of the scheme, which in this case seeks to re-provide community facilities. In addition the redevelopment of the site will contribute to the Council’s substantial housing delivery targets and therefore the principle of the housing element in this sustainable location on previously developed land is supported.

Housing Need and Tenure Mix

Housing need

- 9.6 Chapter 11 of the of the NPPF (2021) (Making efficient use of land) indicates 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 (NPPF para. 125). In these circumstances local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF (Para. 125 (c)).
- 9.7 The London Plan sets a target for the provision of 66,000 new homes across London each year. Enfield's 2020 Housing Delivery Action Plan recognises that the construction of more affordable high-quality homes is a clear priority. However, only 60% of approvals in the Borough are being delivered. The London Plan 2021 identifies a need for a minimum of 1,246 dwellings per year to be delivered over the next 10 years in the Borough, an increase over the previous target of 798.
- 9.8 Enfield's Housing and Growth Strategy 2020-2030 sets out how the Council will deliver more and better homes across the Borough to create a more balanced housing market and help local people access a good home. It recognises that this will include delivery in partnership with developers and the private sector and states as its third of 5 priorities as "Quality and variety in private housing".
- 9.10 The proposal would create 6 new good quality dwellings on a sustainable brownfield site location. Taking into account the housing needs of Enfield's population, nationally- and regionally-set housing delivery targets and shortfalls in meeting targets and demonstrating sufficient housing land supply, it is evident that this proposal to optimise the use of the site for a mixed used development of community facilities and good quality private homes is supported by adopted Development Plan housing policies, when consider as a whole.

Dwelling Mix

- 9.20 London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and that this should have regard to a number of criteria including robust local evidence, the mix of uses in the scheme, the range of tenures in the scheme, the nature and location of the site, amongst other considerations.
- 9.21 Enfield Policy CP5 of the Core Strategy (2010) seeks to provide the following borough-wide mix for market housing:
- 20% 1 and 2 bed units (1-3 persons);
 - 15% 2 bed units (4 persons);
 - 45% 3 bed units, (5-6 persons); and,
 - 20% 4+ bed units (6+ persons).
- 9.22 Policy DMD3 of the Enfield Development Management Document (2014) states that whilst sites capable of accommodating 10 or more dwellings should meet the dwelling mix targets within Core Strategy Policy CP5, developments of less than 10 units should contribute towards meetings these targets by providing a mix of different sized homes.
- 9.23 In this case, the proposal seeks to provide 6 no of flats of two different types:

- 2 bedroom (72 square metres) x 4 person = 3 units - First floor
- 2 bedroom (66 square metres) x 3 person = 3 units – Second floor

9.24 Accordingly it is considered that the proposals would be in accordance with London Plan Policy H10 and Enfield Policy DMD 3.

9.25 Furthermore, the more recently Enfield Local Housing Need Assessment (2020) confirms that whilst the likely demographic needs in the private sector is for 3 bedroom properties there is also a substantial demographic need for 2 bedroom properties

Housing conclusions

9.26 The Government prescribes a “tilted balance” in favour of housing delivery to the Council’s planning decision-making as a result of Enfield’s current inability to demonstrate a 5-year housing land supply as well as the Council’s shortfall in meeting housing delivery targets. This means that the delivery of new homes should be given great weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the limited adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing. The proposal meets the requirements of London Plan Policy H10 and DMD3 and would contribute to the demographic need for 2 bedroom units.

Design and Character

High-quality design and layout

9.27 Chapter 12 (Achieving well-design places) of the of the NPPF (2021) emphasises the central value of good design to sustainable development (NPPF para 126). The Framework expects the planning process to facilitate “high quality, beautiful and sustainable buildings and places”. The assessment of a scheme should take into account the endurance of the design, visual appeal, sensitivity to local context, sense of place, optimisation of the site and contribution to health and wellbeing (NPPF para 130).

9.28 Good design is central to all objectives of the London Plan and the Council’s Local Plan policies. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment. LPD1 and LPD2 seek to ensure that new developments are well-designed and fit into the local character of an area. Policy D3 requires developments to optimise capacity through a design-led approach, by responding to a site’s context, capacity for growth and supporting infrastructure capacity. London Plan Policy D3 states that “all development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth, and existing and planned supporting infrastructure capacity”.

- 9.29 Enfield Policy DMD 37 sets out objectives for achieving good urban design: character; continuity and enclosure; quality of public realm; ease of movement; legibility; adaptability and durability; and diversity. Policy DMD 8 (General standards for new Residential development) expects development to be appropriately located taking into account the nature of the surrounding area and land uses, access to local amenities, and any proposed mitigation measures and be an appropriate scale, bulk and massing.

Design Assessment

- 9.30 The proposals have been subject to extensive discussion with Council Officers. The proposed scheme has been subject to amendments following pre and post application discussions.
- 9.31 The site is positioned in a prominent location on the north side of Lancaster Road between its junctions with Acacia Road and Birkbeck Road. Located to the immediate east of the site is a shop premises, and to the rear of the site, accessed from behind the shop, on Acacia Road, is a motorcycle service garage.
- 9.32 To the west of the site lies the flank and rear yard of the first of a two storey terrace of Victorian properties that have commercial uses at ground floor with residential above. To the rear of the site, both to the north and the west lies the rear gardens of neighbouring houses. In view of these close and potentially sensitive relationships to the rear of the site the design of the building has had to be carefully considered due to the exposed nature of the access decks on the north side of the development.
- 9.33 The proposal totals 3 storeys in height with the taller elements stacked toward the centre of the site gently stepping downwards. The ground floor would have almost 100% site coverage, save for a courtyard to access the rear of the site which would provide space for the three meeting rooms to open onto. The main accesses to the building, for both the community space and for the flats would be from Lancaster Road with the flats entrance to the western side of the facade, and the hall entrance located more centrally. A joint residential/commercial bin store would be located adjacent to the residential entrance.
- 9.34 At first and second floor level, the proposed main facade is broken down into series of blocks set at "echelon" to the line of the road, enhancing privacy between the prospective occupants, and providing south facing balconies. This echelon formation to the main road to the south also allows the building to draw itself away from the rear gardens to the immediate north and west.
- 9.35 On the residential access deck at first floor level, a communal garden is proposed for the six flats, bounded by a raised planter that would both enhance the garden environment, and form a landscaped screen between the proposed flats and the neighbouring houses and limit the potential for overlooking. The second floor access deck would be significantly narrower, stepped further away from the neighbouring gardens. Should members be minded to grant planning permission for the proposal it is recommended that details of the landscaping proposals for these access decks be secured by condition.
- 9.36 Presently, the proposal seeks to construct the street level facade in a green material with red bricks for the upper stories. Whilst red bricks are not predominant in this part of the street scene, they are present on the existing building and would not be considered unacceptable in this location.

- 9.37 Whilst the proposed building is taller than the existing building on site, and those immediately surrounding it, the disposition of the mass across the site ensures that whilst the building would be prominent in its setting, it would not be considered over dominant.
- 9.38 The entrances would be clear and legible into the community facility and the proposed flats and provides a good level of active street frontage. The redevelopment of the site as proposed would present a significantly enhanced and attractive public façade and successfully deliver an optimisation of the site compared to the presently underused plot.
- 9.38 It is Officers opinion that the scheme represents a high-quality design and optimises the site providing an attractive setting for future occupiers. Officers are comfortable and supportive of the proposed design and conclude that the proposal represent a sustainable development.

Standard of accommodation

- 9.39 Policy D6 of the London Plan 2021 and Policy DMD 8 of the Enfield Development Management Document (2014) set minimum internal space standards for residential development. The Nationally Described Internal Space Standard applies to all residential developments within the Borough and the London Mayor's Housing SPG adopted in 2016 has been updated to reflect the Nationally Described Space Standards.
- 9.40 The proposed flats all either meet or exceed the minimum required floorspace requirements as per the National internal floorspace standards. Each habitable room has outlook from a window. All rooms have sufficient access to sunlight and daylight. In addition, each flat and maisonette have their own private balconies in excess of the requirements of the London Plan. In addition, all of the proposed flats are dual aspect with both north and south facing facades.
- 9.41 Whilst the north facing bedrooms would be adjacent to the access deck, the proposed landscaping arrangements, which will need to be provided by condition, can be instrumental in ensuring adequate levels of separation are created between the access decks and the windows. However, with just three flats per floor, and 6 flats in total, the potential footfall past these windows would be significantly limited and together with the use of devices such as one-way glass, the amenity of the occupiers within would be safeguarded.
- 9.42 Officers recognise the need to utilise sites to their optimum and judged against the compliant standard of accommodation and the tilted balance, the development would accord with London plan (2021) policies, Housing standards SPD (Adopted March 2016), Enfield Core Strategy 4 (Housing quality) and Enfield Development Management Document policies DMD 8, DMD 9, DMD 37 and DMD 72.

Impact on Neighbouring Amenity

- 9.43 Policy D6 of the London Plan 2021) sets out buildings should not cause unacceptable harm to residential amenity, including in terms of privacy and overshadowing. Development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing and maximising the usability of outside amenity space.

- 9.44 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. Policies DMD 6 and 8 of the Development Management Document (2014) 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.
- 9.45 The way that the upper floors of the building would be set back from the neighbouring residential buildings will ensure that the building would not give rise to any significant overshadowing there being a separation of 14 metres to the nearest residential boundary from the top floor access deck of the development. The amenity/access deck at first and second floor level would be significantly screened, however a privacy screen condition shall be appended should the proposed landscaping scheme not be considered sufficient to protect local residents from being overlooked. On this basis, the relationship is considered acceptable and on balance, having regard to the presumption in favour and the benefits of this proposal, any minimal is not considered sufficient to warrant refusal of the application.
- 9.46 Environmental Health does not object to the application for planning permission as there is unlikely to be a negative environmental impact. There are no concerns regarding air quality, noise or contaminated land. Conditions have been recommended in response to EHO Officer recommendations, including one to protect residents from noise. Overall, no objection is raised to residential amenity impact by the proposed development.

Sustainable Drainage

- 9.47 Policy SI 12 of the London Plan (2021) outlines development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 outlines that development proposals should aim to achieve greenfield runoff rates and ensure that surface water run-off is managed as close to its source as possible. It also states there should also be a preference for green over grey features, in line with an outlined drainage hierarchy. Core Strategy Policies CP21, CP28 and CP29 and Development Management Document Policies DMD59 – DMD63 are also relevant
- 9.48 The conditions shall be imposed to ensure that an appropriate SUDS strategy and FRA are in place to the satisfaction of the SUDS team

Highway, Access and Parking

- 9.49 London Plan (2021) Policy T1 sets a strategic target of 80% (75% in Enfield) of all trips in London to be by foot, cycle or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards. Policies T6 and T6.1 to T6.5 set out car parking standards.
- 9.50 Policy DMD 45 seeks to minimise car parking and to promote sustainable transport options. The Council recognises that a flexible and balanced approach needs to be adopted to prevent excessive car parking provision while at the same time recognising that low on-site provision sometimes increases pressure on existing streets.

Pedestrian access

- 9.51 Consideration has been given to residents and visitors accessing the site's cycle parking, waste store, and nearby streets meeting the requirements of the London Plan and Enfield DMD 47 which states that: "All developments should make provision for

attractive, safe, clearly defined and convenient routes and accesses for pedestrians, including those with disabilities.” Consideration has been given to wheelchair and pedestrian movements around the site. The proposals provide adaptable user dwellings, designed to comply with Part M of the Building Regulations. Every non-ground floor dwelling is accessible by a lift. This is most welcomed. Step free pedestrian access is afforded for both the residential units and the replacement community centre that would be directly off the Lancaster Road frontage. There would be a single communal entrance for the residential units along this frontage towards the site’s western boundary, whilst the community centre would have a separate larger focal street entrance located centrally along this frontage.

Car parking

- 9.52 The site fronts onto Lancaster Road which is an adopted classified road. There are parking restrictions in place along the site frontage. Single yellow lines are present and parking is restricted between the hours of 8am – 6:30pm, Mon – Sat. A Bus Stop is present opposite the site with a bus cage road marking and sign plate, no stopping or parking is allowed at any time.
- 9.53 Public Transport Accessibility Level (PTAL) is a widely adopted methodology in Greater London for quantifying a site’s accessibility to public transport and is considered to be a usable measure of relative accessibility to public transport at any location within a London borough and provides a general comparison of a site’s accessibility relative to another. The site has a PTAL of 2 but is on the edge of an area of PTAL 3 which indicates that access to frequent public transport services is moderate.
- 9.54 Table 10.3 of the London Plan provides details on ‘maximum residential parking standards’ it states:

Location	Number of beds	Maximum parking provision
Outer London PTAL 2 – 3	1-2	Up to 0.75 spaces per dwelling

- 9.55 Based on this, the residential element of the development could provide a maximum of 4 car parking spaces. The existing community centre which is to be replaced does not currently provide any off-street car parking and the proposal is to continue this approach providing no off-street car parking for the new improved civic & community space.
- 9.56 The development is proposing to be completely car-free. Overnight parking surveys were undertaken on 21st and 26th January, 2021. These surveys were undertaken during a period of restrictions on movement as people were advised to stay at home during the Covid pandemic. The surveys show parking stress in the area is high and that 82% of available on-street spaces were taken, however, there was still around 60 spare spaces within a 200m walk of the proposal site. Area-wide, a further 23 vehicles could be accommodated on-street without stress exceeding 90%. The level typically considered as equating to saturated conditions at and above which parking demands may be deemed unmanageable without mitigation.
- 9.57 Officers examined the 2011 Census data for the immediate area (lower layer E01001411) looking at car or van availability for flats, maisonettes and apartments.

Although historic, such census information can be used to estimate the likely number of car or vans associated with the six flats. The data suggests 51.4% of the flats would have no car or vans, 38.7% would have 1 car or van and 9.9% would have 2 or more car or vans. Therefore, it is estimated that the residential aspect of this development would likely have approximately 4 car or vans associated with it.

- 9.58 The Community Centre is an existing extant use on the site. Officers acknowledge the facility is being improved and capacity may be increased slightly. Taking into consideration the parking surveys and 2011 Census data, Officers consider it is unlikely the residential aspect of this development will have a significant impact on parking demand or increased vehicle trip generation on the local highway network.
- 9.59 Given the local characteristics of the area and the proximity to local amenities, it is thought that car-free development is acceptable as long as the development is exempt from acquiring parking permits for existing or future CPZ's in the area. This is to be secured by a legal agreement. In this regard, no objection is raised to the provision of a car free development in this location.

Cycle spaces

- 9.60 As suggested by the Council's Traffic and Transportation Team, a condition shall be imposed to ensure that the necessary quantum and quality of cycle parking is provided.

Refuse and recycling

- 9.61 Whilst there appears to be sufficient space within the floorplan for the waste, a condition shall be imposed to ensure that the necessary quantum and refuse and recycling facilities are provided.

Servicing

- 9.62 The proposed community centre use within the scheme would be a replacement of the existing community centre at the site, where servicing currently takes place from on-street. Servicing trips associated with the new residential element of the development have been considered as part of the transport assessment and it was concluded that: *"Such additional activity would be manageable and could not be considered material in impact, with the scope to be accommodated on-street either for a short-term duration along the stretch of Lancaster Road immediately in front of the site or for a longer-term duration along the initial stretch of either Acacia Road or Kynaston Road close to the site."*

Construction

- 9.63 In order to ensure that construction traffic associated with the development can be accommodated without any adverse impacts on the surrounding local highway network; a Construction Logistics Plan will be required for the proposed development and secured by condition.

Biodiversity Impacts

- 9.64 Policy G6 of the London plan (2021) states "development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. This should be informed by the best available ecological information and addressed from the start of the development process". The site is currently occupied by an existing building and is therefore of limited ecological value. The applicant is committed to providing an

extensive green roof, landscaping and the provision of a potager garden to be secured as part of a landscaping condition. Whilst the addition of trees within all developments is typically sought, the nature of this development would not however lend itself to the suitable and sustainable siting of trees. It is therefore considered that this is all deemed to be acceptable.

Sustainability and Climate Change

9.65 Policy SI 2 (Minimising greenhouse gas emissions) of the London Plan (2021) expects major development to be net zero-carbon. This means reducing greenhouse gas emissions in operation and minimising both annual and peak energy demand in accordance with the following energy hierarchy:

- 1) be lean: use less energy and manage demand during operation
- 2) be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly
- 3) be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site
- 4) be seen: monitor, verify and report on energy performance.

9.66 Major development proposals should include a detailed energy strategy to demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy. A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain

9.67 The applicant has submitted an Energy report resulting in in a 49.66% saving for the residential units and 56% saving for the community hall. Although the development does not meet Carbon Zero it does however exceed the baseline of 35% above Building regulations. Measures will be incorporated to minimise pollution, reduce water use, design out waste, utilise highly efficient materials and result in a building that has been designed with resilience for future climate change conditions.

Affordable Housing

9.68 As a minor mixed residential development (less than 10 units) there is no legislative requirement for this scheme to provide any affordable housing.

Community Infrastructure Levy (CIL):

Mayoral CIL

9.69 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought is for the scheme is calculated on the net increase of gross internal floor area multiplied by an Outer London weighting (increased to £60per sqm as of 1st April 2019).

Enfield CIL

- 9.70 The Council introduced its own CIL on 1 April 2016. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water and other projects in the borough. Enfield has identified three residential charging zones. The site falls within Enfield's Intermediate Zone (£60/sqm) and would demonstrate an uplift of 685 square metres. This would result in a sum of £41,000.
- 9.71 All figures above are subject to the BCIS figure for CIL liable developments at time of CIL processing.

Equalities Implications

- 9.72 Section 149 of the Equality Act 2010 places obligations on local authorities with regard to equalities in decision making. It is considered that the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act compared to those who do not have those characteristics.

10 Conclusion

- 10.1 The starting point for the determination of any planning application is the development plan. Paragraph 11(d) of the NPPF, states that planning permission should be granted unless *“the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed”*.
- 10.2 The Government prescribes a “tilted balance” in favour of housing delivery to the Council's planning decision-making as a result of Enfield's current inability to demonstrate a 5-year housing land supply as well as the Council's shortfall in meeting housing delivery targets. This means that applications for new homes should be given greater weight, and Councils should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the housing proposal. Officers consider that the adverse impacts of the scheme, are not sufficient to significantly and demonstrably outweigh the benefits of the proposed housing.
- 10.3 It is recognised that sites such as this need to be optimised in order to minimise encroachment into the Borough's Green Belt and protected Strategic Industrial Locations. It is considered that the social benefits, both in respect of the provision of high-quality new housing stock and other spatial and environmental enhancements carry significant weight in favour of the proposed development.
- 10.4 Having regard to the assessment in this report, the development would provide a replacement, modernised community facility, plus 6 new homes which would be consistent with the thrust of national planning policy and the development plan to optimise development on smaller sites and increase the delivery of new homes. Adverse impacts are not considered to significantly and demonstrably outweigh the scheme's proposed benefits, which is given weight commensurate with the number of new residential units being delivered, when assessed against the policies in the NPPF, when taken as a whole.



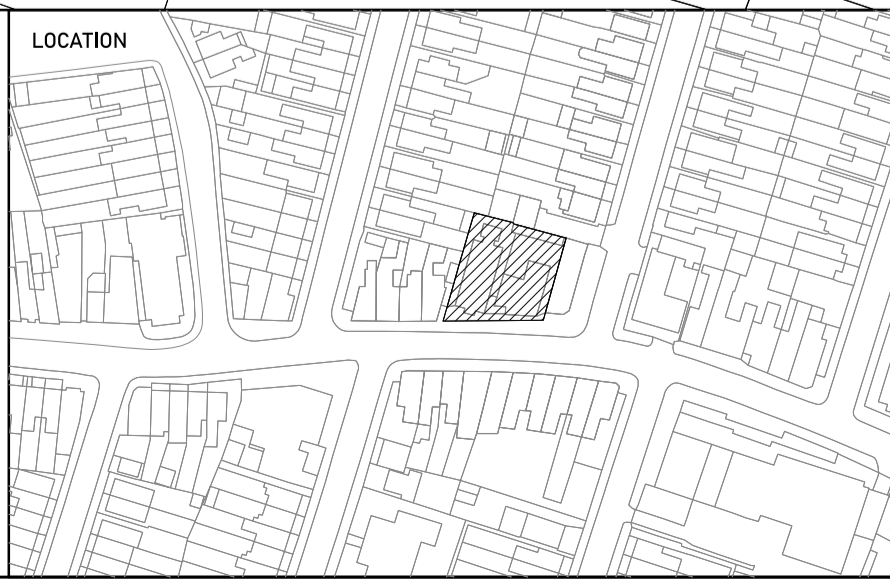
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REV / DATE

NOTES

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NO.		012020	
PROJECT		CELBIC HALL	
TITLE			
EXISTING BLOCK PLAN			
DRN	CHK	SCALE	STATUS
BC	GC	1:500/A3 1:250/A1	PLANNING
DRAWING			REV
012020_P_002_EX			-

Key

- 1 Vertical stack bond multi red clay brick with dark mortar
- 2 Stretcher bond multi red medium light red clay brick with dark mortar
- 3 Composite timber & aluminum side hung window system
- 4 Composite timber & aluminum sliding door system
- 5 Dark grey painted steel balustrade incorporating timber capping & handrail
- 6 Pre patinated metal cladding system incorporating fixed glazing and entrance doors
- 7 Brick faced fire escape door to match surrounding
- 8 Brass or gold colored metal framed glazed entrance doors to main hall
- 9 Composite cladding system incorporating timber mullions and PPC aluminum facing
- 10 Painted timber front door
- 11 Multi red clay brick patchwork pattern to gable end



KEY
0 1 5 10 15

REV / DATE

NOTES

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NO. 012020		PROJECT CELBIC HALL	
TITLE PROPOSED SOUTH ELEVATION			
DRN BC	CHK GC	SCALE 1:200/A3 1:100/A1	STATUS PLANNING
DRAWING 012020_E_100			REV -



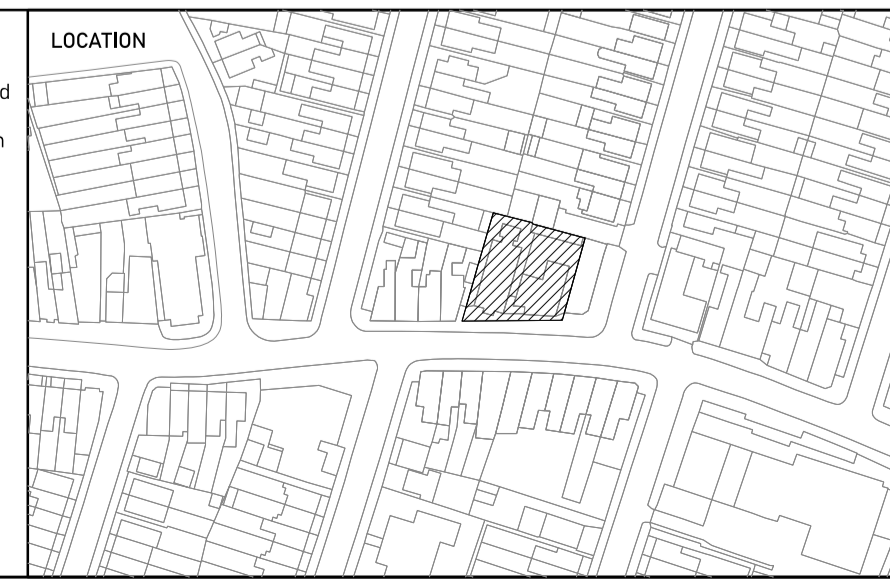
KEY

REV / DATE

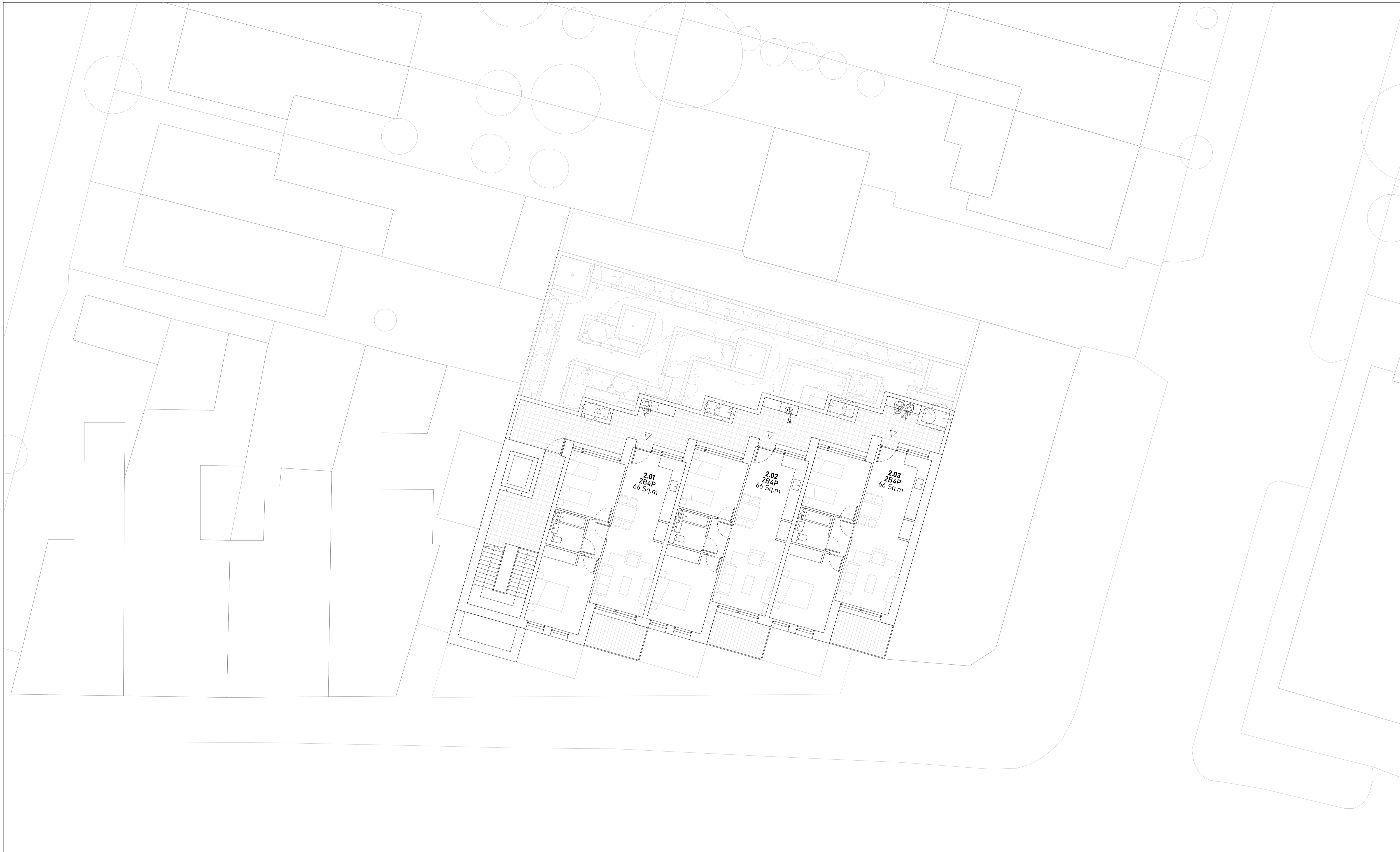
NOTES

Do not scale from this drawing for reasons other than by the local planning authority and for the purposes of the planning application to which it relates. Discrepancies must be reported immediately to the Architect/Client before proceeding. Check all dimensions on site before fabrication or setting out. All dimensions are shown in metric.

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NO.		012020	
PROJECT		CELBIC HALL	
TITLE			
PROPOSED GROUND FLOOR PLAN			
DRN	CHK	SCALE	STATUS
BC	GC	1:200/A3 1:100/A1	PLANNING
DRAWING			REV
012020_P_100			-



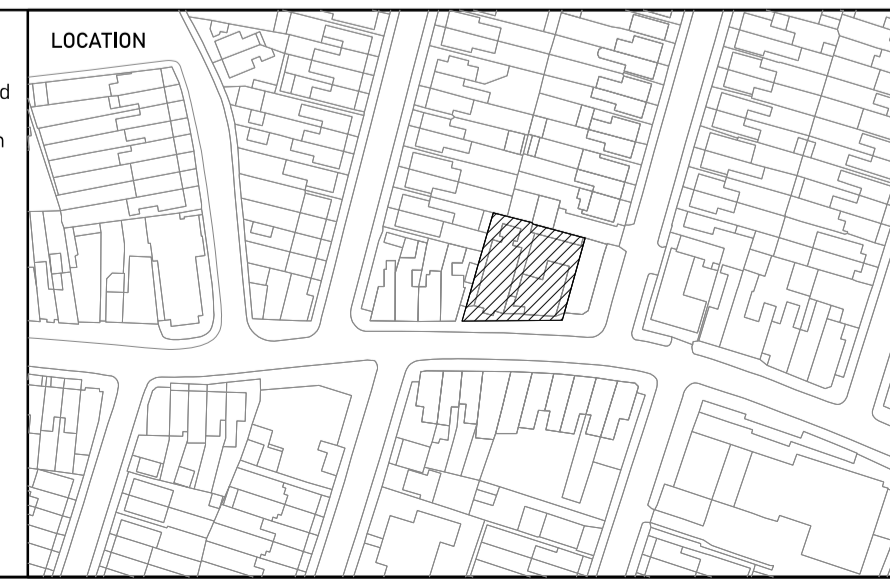
KEY

REV / DATE

NOTES

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NO.		012020	
PROJECT		CELBIC HALL	
TITLE			
PROPOSED SECOND FLOOR PLAN			
DRN	CHK	SCALE	STATUS
BC	GC	1:200/A3 1:100/A1	PLANNING
DRAWING			REV
012020_P_102			-