

MEETING

PLANNING COMMITTEE

DATE AND TIME

TUESDAY 17TH JANUARY, 2017

AT 7.00 PM

VENUE

HENDON TOWN HALL, THE BURROUGHS, LONDON NW4 4BQ

TO: MEMBERS OF PLANNING COMMITTEE (Quorum 3)

Chairman: Councillor Melvin Cohen LLB
Vice Chairman: Councillor Wendy Prentice

Councillors

Maureen Braun	Eva Greenspan	Agnes Slocombe
Claire Farrier	Tim Roberts	Stephen Sowerby
Mark Shooter	Laurie Williams	Jim Tierney

Substitute Members

Anne Hutton	Dr Devra Kay	Sury Khatri
Reema Patel	Gabriel Rozenberg	Hugh Rayner

You are requested to attend the above meeting for which an agenda is attached.

Andrew Charlwood – Head of Governance

Governance Services contact: Sheri Odoffin sheri.odoffin@barnet.gov.uk 020 8359 3104

Media Relations contact: Sue Cocker 020 8359 7039

ASSURANCE GROUP

ORDER OF BUSINESS

Item No	Title of Report	Pages
1.	Minutes of the last meeting	5 - 6
2.	Absence of Members	
3.	Declarations of Members' disclosable pecuniary interests and non-pecuniary interests	
4.	Report of the Monitoring Officer (if any)	
5.	Addendum (if applicable)	
6.	Burnt Oak Library and Customer Service Centre Full Planning Application (Burnt Oak Ward)	7 - 22
7.	Chipping Barnet Library Full Planning Application (High Barnet Ward)	23 - 40
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17.	Any item(s) that the Chairman decides are urgent	
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Decisions of the Planning Committee

15 December 2016

Members Present:-

AGENDA ITEM 1

Councillor Melvin Cohen (Chairman)
Councillor Wendy Prentice (Vice-Chairman)

Councillor Maureen Braun	Councillor Stephen Sowerby
Councillor Claire Farrier	Councillor Mark Shooter
Councillor Eva Greenspan	Councillor Laurie Williams
Councillor Tim Roberts	Councillor Jim Tierney
Councillor Agnes Slocombe	

1. MINUTES OF THE LAST MEETING

RESOLVED that the minutes of the meeting held on 24 November 2016, be agreed as a correct record.

2. ABSENCE OF MEMBERS

None.

3. DECLARATIONS OF MEMBERS' DISCLOSABLE PECUNIARY INTERESTS AND NON-PECUNIARY INTERESTS

None.

4. REPORT OF THE MONITORING OFFICER (IF ANY)

None.

5. ADDENDUM (IF APPLICABLE)

None.

6. FEES AND CHARGES: PLANNING

Having considered the report the Planning Committee;

RESOLVED –

1. **To approve the fees and charges set out in Appendix A to this report to be implemented from 1st April 2017.**

7. STRATEGIC PRE-APPLICATION PLANNING BRIEFING- CHARGES

Having considered the report the Planning Committee;

RESOLVED -

1. To recommend approval of the charges for Strategic Pre-Application Briefings to Policy & Resources Committee as set out in this report.

8. LAND NORTH OF CHARCOT ROAD, COLINDALE (COLINDALE WARD)

Having considered the report the Planning Committee unanimously resolved to:

Approve the application subject conditions and informatives to the Officers report.

9. ANY ITEM(S) THAT THE CHAIRMAN DECIDES ARE URGENT

None.

The meeting finished at 7.05 pm

LOCATION: Burnt Oak Library And Customer Service Centre, 99 Watling Avenue,
Edgware, HA8 0UB

AGENDA ITEM 6

REFERENCE: 16/7632/FUL Received: 02.12.2016

Accepted: 27.01.2017

WARD: Burnt Oak Expiry: 27.11.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 30 sqm of office floorspace (Use Class B1).

APPLICATION SUMMARY

The application relates to a part change of use of library floorspace(Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 30 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace.

The development forms part of a wider programme of works relating to the London Borough of Barnet's library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building, as such these alterations are considered acceptable. In transport terms the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- CS/089730 Rev P00
- BLI-AR-BO-01 Rev A
- BL-CAP-XX-GF-DR-L-089730-007

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BL-CAP-XX-GF-DR-L-089730-007 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without

modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to

contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local

Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

2.1 The application site comprises the existing Burnt Oak Library, a two storey purpose built building located on the corner of Watling Avenue and Orange Hill Road. The main body of the library is located at first floor level with ancillary support functions located at ground floor level. The site is located in close proximity to Burnt Oak Centre and all of the commercial premises of Watling Avenue.

2.2 The main pedestrian access to the building is off Watling Avenue whilst there is a vehicular access from Park Croft, a narrow cul-de-sac to the north of the building. To the rear of the building, there is a small car park incorporating 5 parking bays of which 2 are designated for Blue Badge Holders

2.4 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the subdivision and part change of use of the existing library (Use Class D1) to provide 30sqm of office floorspace (Use Class B1).

3.2 As an existing library, the building currently is solely D1 use with a total floorspace of 833 square metres. The proposals seek to reconfigure the existing first floor layout; changing the

use of 30 sqm of existing Library space from D1 to B1 self-contained office space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 803 square metres
- Office floorspace (Use Class B1) – 30 square metres

Self Service Opening

3.4 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.5 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. In the case of Burnt Oak Library, access to the building within S-sO hours would be controlled by a security guard at the main entrance.

3.6 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9am-5pm	2pm-8pm	7am-2pm and 8pm-10pm
Tuesday	9am-5pm	Closed	7am-10pm
Wednesday	9am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Thursday	9am-8pm	Closed	7am-10pm
Friday	9am-5pm	2pm-5pm	7am-2pm and 5pm-10pm
Saturday	9am-5pm	2pm-5pm	7am-2pm
Sunday	Closed	Closed	Closed

4.0 RELEVANT PLANNING HISTORY

4.1 The following applications are considered to be relevant to the consideration of the applications:

- H/01169/08 - Submission of details of conditions 2 (levels), 3 (materials), 4 (services in relation to trees), 5 (trees-protective fencing), 6 (landscaping), 9 (trees-method statement) and 10 (trees felling/pruning specification) pursuant to planning permission W01021D/08 16/04/2008 for the remodelling and refurbishment of existing library including: Internal remodelling, extension forming new entrance, exterior landscaping. 23 May 2008
- H/01153/08 - Proposed externally illuminated sign to new front entrance. Approved subject to conditions: 29 April 2008.
- W01021D/08 - Remodeling and Refurbishment of existing Library including: Internal Remodeling. Extension Forming New Entrance. Exterior Landscaping. Approved subject to conditions: 16 April 2008.
- W01021C/04 - Replacement of existing payphone kiosk with a combined payphone/ATM. Withdrawn: 01 February 2005.
- W01021B - Change of use of first floor from library to offices. Approved subject to conditions: 20 December 1994.

5.0 CONSULTATIONS

- 5.1 As part of the consultation exercise 51 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.
- 5.2 As a result of the consultation 1 response was received, objecting to the application. A summary of the response received is set out below.

Objection	Response
There is a lack of clarity with regards to the proposed opening hours with public displays in the library contradicting the application documents. If there is any reduction in opening hours then the application should be refused on the basis that it would represent an unacceptable reduction in community services.	The opening hours proposed are set out within paragraph 4.6 of this report. The opening hours show that there would be an increase in the opening hours of the library, albeit with a reduction in hours that the library is staffed.

- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 30 square metres of office floorspace (Use Class B1) alongside the retention of an 803 square metre library. Overall, the development would result in the loss of 30 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet’s communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.

- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The site is located within Burnt Oak Centre which is considered to be an appropriate location for the provision of an office, in line with the policy context set out above. The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 30 square metres which could support between 2 and 3 full time employees according to HCA employment density figures. The use of the 30 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Transport and Parking

Car Parking

- 6.14 The existing site car park has a total of 5 off street car parking spaces, 2 of which are designated for Blue Badge Holder use.
- 6.15 In terms of the existing library, the car parking demand for the site is catered for by the existing on and off street car parking spaces. Given the reduction in library floorspace, the development is not envisaged to create any additional car parking demand and therefore no additional parking provision is required.
- 6.16 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 30sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. It is therefore considered it is appropriate that no additional parking is being provided.
- 6.17 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated within the existing car park.
- 6.18 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park provides 2 disabled parking spaces which is adequate for the future use.

Cycle Parking

- 6.19 Table 6.3 of the London Plan sets out that a minimum of 11 cycle parking spaces should be provided with the development. There are currently 4 Sheffield cycle parking stands positioned on site at the front of the library building which allow up to 8 cycles to be

secured. Accordingly, 2 additional Sheffield stands would be required in order to ensure adequate provision and a condition is attached requiring their installation prior to the occupation of the B1 unit.

Servicing and Deliveries

- 6.20 The existing library is serviced by deliveries on Mondays, Tuesdays Wednesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.21 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

- 6.22 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.23 The Metropolitan Police Designing out Crime officer was consulted on the application and outlined some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units, which may compromise the safety of either or both of the uses if not managed carefully. There is potential for shared access points to allow tailgating if there located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.24 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require the submission of certifying SBD accreditation prior to occupation.

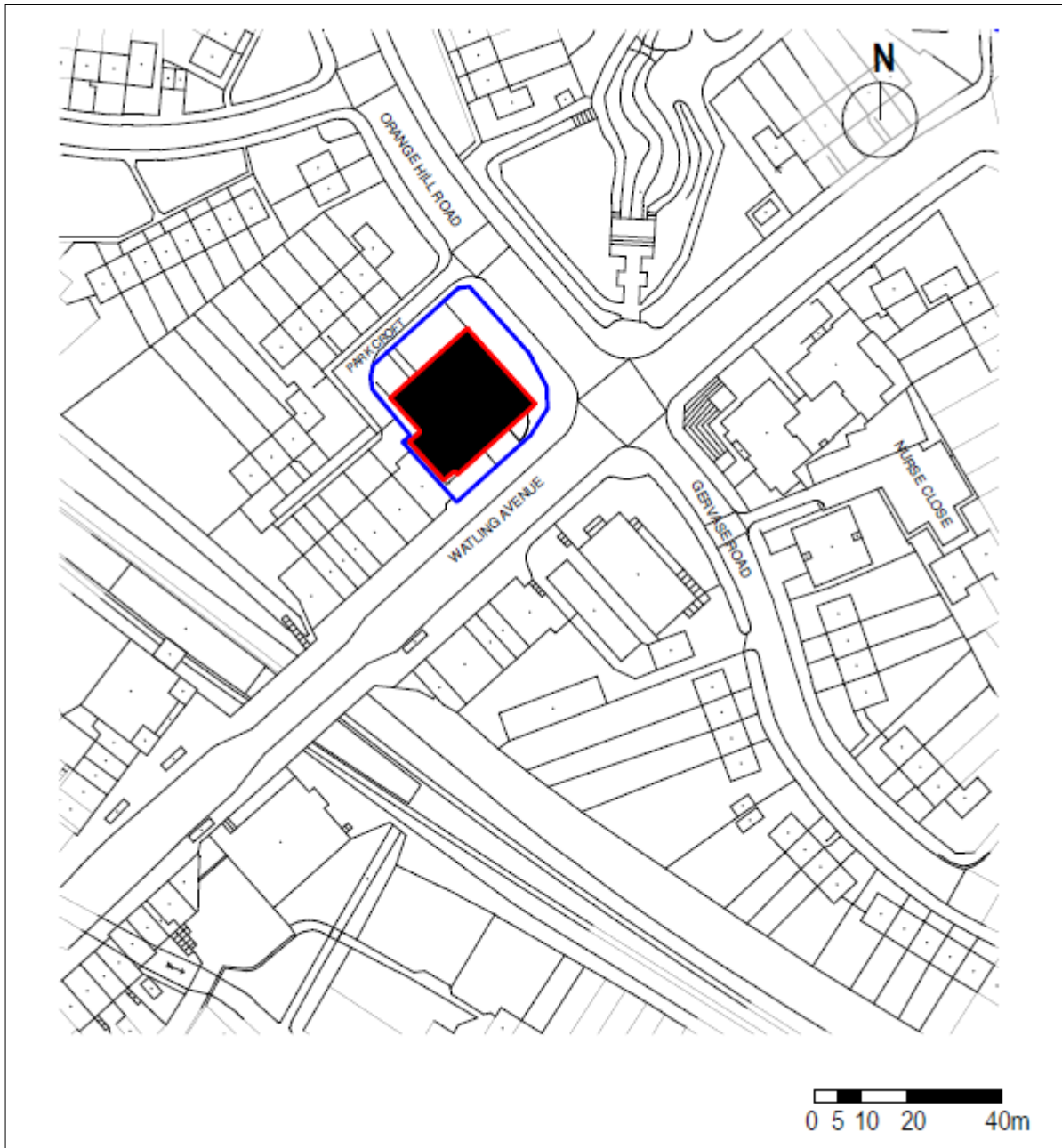
7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the

resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.

- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- CS/089730 Rev P00
- BLI-AR-BO-01 Rev A
- BL-CAP-XX-GF-DR-L-089730-007

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BL-CAP-XX-GF-DR-L-089730-007 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.

- vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
- vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
- viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.

LOCATION: Chipping Barnet Library, 3 Stapylton Road, Barnet, EN5 4QT

REFERENCE: 16/7415/FUL Received: 22/11/2016
Accepted: 22/01/2016

WARD: Chipping Barnet Expiry: 17/01/2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Subdivision and part change of use of library (Use Class D1) to provide 116 sqm of office floorspace (Use Class B1), the insertion of 104 sqm of class B1 mezzanine and associated minor alterations to the external facade of the building

APPLICATION SUMMARY

This application relates to a change of use of part of the existing library (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 220 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace .

The development forms part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 office floorspace would help generate income that would allow the library service to continue operating. Therefore, Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building, as such these alterations are considered acceptable.

The development would also be acceptable in transport terms as the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR-X-XX-AR-CB – 01 Rev A
- BLI-AR -X -XX-AR -CB – 02 Rev B
- BL-CAP- XX-GF-DR- L- 089730-001 Rev P1
- Site Location Plan

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This

resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing Chipping Barnet Library building, a purpose built library facility with a two storey height. The building is currently occupied solely as a library and enjoys a D1 use class.
- 2.2 The building is located on the west side of Stapylton Road with the main pedestrian access located on the Stapylton Road façade, adjacent to the rear of The Spires Shopping Centre. Strafford Road and Carnavon Road are located to the north and south of the site respectively.
- 2.3 The library incorporates a car park to the rear of the building which is accessed from Strafford Road to the north of the site.
- 2.3 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

- 3.1 Permission is sought for the subdivision and part change of use of an existing library (Use Class D1) to provide 116sqm office floorspace (Use Class B1), insertion of 104sqm of class B1 mezzanine along with associated minor alterations to the external facade of the building.
- 3.2 As an existing library, the whole of the building is currently in D1 use with a total floorspace of 1911 square metres. The proposals seek to reconfigure the existing internal layout of Chipping Barnet Library; changing the use of 116sqm of existing Library space at ground floor level from D1 to B1 office space. An additional 104sqm of B1 office space is proposed

at first floor level through the insertion of a new mezzanine floor plate within the existing double height activity space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 1795 square metres
- Office floorspace (Use Class B1) – 220 square metres (116sqm through change of use and 104sqm provided through new mezzanine floor)

3.3 To facilitate the change of use and subdivision, internal works would include the installation of the above mentioned 104 sqm mezzanine floor and the erection of partitions, a staircase and a lift.

3.4 In order to facilitate the internal reconfiguration and part change of use, minor external alterations are also proposed. An additional window would be installed within the B1 office floor space at ground floor level to provide additional natural light given the proposal to install a mezzanine floor above. A new public entrance would also be created on the main façade, in closer proximity to the zebra crossing point on Stapylton Road. Pavement levels at this location would be adjusted to ensure DDA compliance in terms of creating a level threshold.

Self Service Opening

3.5 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.6 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.7 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	10am-8pm	NA	7am-10pm
Tuesday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Wednesday	9.30am-8pm	2pm-8pm	7am-2pm and 8pm-10pm
Thursday	9.30am-5pm	NA	7am-10pm
Friday	9.30am-8pm	2pm-5pm	7am-2pm and 5pm-10pm

Saturday	9.30am-1pm and 2pm-5pm	9pm-5pm	7am-9am
Sunday	2pm-5pm	2pm-5pm	10am-2pm

4.0 RELEVANT PLANNING HISTORY

4.1 There is no recorded planning history relating to the application site.

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 105 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 51 responses were received, all objecting to the application. A summary of the responses received is set out below.

Objection	Response
The development would result in the loss of community facilities.	The loss of the community floorspace would allow for the library to continue to operate, safeguarding its future and preventing it from closure. As such, and on balance, officers consider that the partial loss of community floorspace is acceptable. The principle of development is discussed fully within paragraphs 6.1 to 6.8 of this report.
There is already sufficient office space in Barnet.	The provision of office floorspace in town centre locations is supported by policy and in this regard the provision of a B1 unit is considered to be appropriate. The co-location of the office with the library makes efficient use of a prime town centre site and is in accordance with overarching strategic policies which seek to promote mixed use sites. The principle of office accommodation at this location is discussed fully within 6.9-6.11 of this report.
The move to provide self-service opening would disadvantage the poor and vulnerable members the community who benefit from the time and guidance of qualified librarians	The library would still be staffed for 5 out of 7 days of the week allowing anyone who wishes to benefit from the time and guidance from library staff to attend on these days.

<p>How would theft from library and anti-social behaviour be prevented during unstaffed hours?</p>	<p>The library would be covered by a CCTV system which would be monitored with a two way speaker system and links to emergency services if required. The Metropolitan Police's Crime Prevention Design Advisor has reviewed the application and has suggested a range of Secured by Design measures and a condition is attached requiring implementation. Subject to the condition, officers consider that the library would not generate new opportunities for crime.</p>
<p>The change of use may result in additional activity which would cause noise and disturbance for neighbouring residential occupiers.</p>	<p>It is anticipated that the level of activity associated with the development would be similar to that which already exists. Officers consider that the development would not give rise to any additional concerns with regards to noise and disturbance to neighbouring residential occupiers.</p>
<p>There is insufficient parking at the site to accommodate the proposed office use.</p>	<p>The Council's Transport and Highways officers have reviewed the applicant's transport statement and are satisfied that the parking demands of both the retained library and the new B1 unit could be accommodated within the existing car park. Parking is discussed fully within paragraphs 6.19-6.21 of this report.</p>
<p>The conditions of the Hyde bequest and associated covenants are being ignored despite their legal standing.</p>	<p>Any legal covenants or bequests that may relate to the use of the library are not material planning considerations.</p>
<p>What impact would the development have upon the existing problems of anti-social behaviour to the rear of the building?</p>	<p>Officers consider that the development would not give rise to any new concerns with regards to community safety, nor would any new opportunities for crime be created. It is not within the gift of the current planning application to address any existing anti-social behaviour issues which should be addressed through the metropolitan police.</p>

5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 220 square metres of office floorspace (Use Class B1) in alongside the retention of a 1795 square metre library. Overall, the development would result in the loss of 116 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of the London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet’s communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.

- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposals ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The application site is located on the edge of Chipping Barnet town centre and as such it is considered to be an appropriate location for the provision of office floorspace. The co-location of the office with the retained library would provide a mixed use development making effective use of town centre resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations.

Employment

- 6.12 The application documentation sets out that the number of staff employed at the library would remain as existing with only staff hours being reduced. Nevertheless, whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development. The proposed change from a Council run library staffed by full time employees to a partnership library staffed by volunteers is thus outside of the scope of this planning application to assess.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 220 square metres which could support between 16 and 22 full time employees according to HCA employment density figures. It is evident therefore that the development could result in a potential overall uplift in employment numbers across the site.

Design

- 6.14 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.15 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.16 The internal reconfiguration of the existing building would necessitate some minor external alterations including the installation of a new window and a new glazed pedestrian access door with access control system. The library building is not listed and is not located within a conservation area however, as set out above, there is still a policy requirement to achieve high quality design in any development proposals.
- 6.17 The proposed window would be of a timber fabrication which would match the material fabrication of the existing doors and window frames, maintaining architectural unity on the building. The proposed entrance door would be of a PPC aluminium fabrication, matching the existing doors on the façade. It is considered that the minor external changes are in accordance with policies CS5 of the Core Strategy and DM01 of the Barnet Development Management Policies document.

Transport and Parking

Car Parking

- 6.18 The library car park has a total of 6 car parking spaces which are for use by the public, 3 of which are designated Blue Badge Holder bays. The staff car park located beyond the car park for public use is controlled by a barrier and has a total of 22 car parking spaces. Both car parks are accessed from Strafford Road.
- 6.19 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 220sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. It is therefore clear that parking associated with the B1 unit could be accommodated within the existing car park.
- 6.20 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated within the existing car park.
- 6.21 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. There are currently 3 disabled parking spaces provided within the car park which is adequate for the existing use. Once the future occupiers of the B1 unit are known, it may be necessary to review the number of disabled spaces and provide additional spaces and an informative is added to inform the applicant of this.

Cycle Parking

- 6.22 Table 6.3 of the London Plan sets out that a minimum of 22 cycle parking spaces should be provided with the development. There are currently 8 Sheffield cycle parking stands located on site which allow up to 16 cycles to be secured, therefore, according to the London Plan, an additional 6 cycle parking spaces are required.
- 6.23 The applicant has suggested that, instead of providing the 6 spaces, that the usage of the existing cycle spaces be monitored and if necessary the additional 6 spaces be provided at a later date. Existing survey data shows a low take up of the cycle spaces and as such the Council's Transport and Highways officers have advised that a condition requiring monitoring and additional provision if necessary is appropriate.

Servicing and Deliveries

- 6.24 The existing library is serviced by deliveries on Mondays, Wednesdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.25 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition

requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

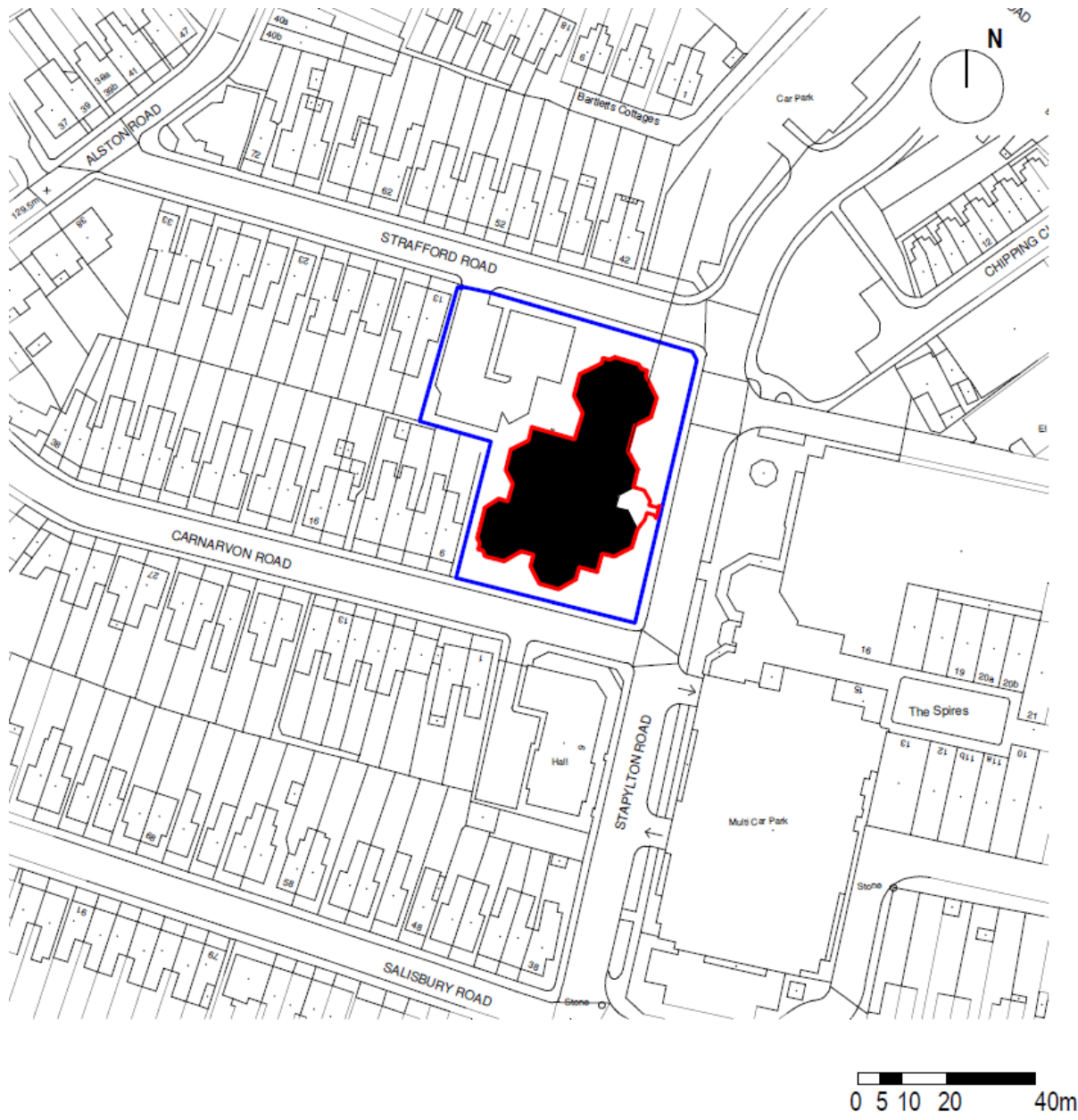
Crime Prevention / Public Safety

- 6.26 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.26 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if they are located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.28 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR-X-XX-AR-CB – 01 Rev A
- BLI-AR -X -XX-AR -CB – 02 Rev B
- BL-CAP- XX-GF-DR- L- 089730-001 Rev P1
- Site Location Plan

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.
- 4) The applicant is advised that the number of disabled parking spaces provided within the car park should be kept under review. Should any employees of the proposed office require a disabled parking space then one should be made available within the car park.

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LOCATION: East Barnet Library, 85 Brookhill Road, Barnet, EN4 8SG

REFERENCE: 16/7633/FUL Received: 01.12.2016

Accepted: 01.12.2016

WARD: East Barnet Expiry: 26.01.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 243 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

The application relates to a part change of use of an area of existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 243 sqm of office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library being retained in the remaining floorspace .

The development forms part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 office floorspace would help generate income that would allow the library service to continue operating. Therefore, Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use will actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

The development involves very minor external alterations which would not have a significant impact on the character of the building and are considered acceptable. The development would also be acceptable in transport terms as the part change of use would result in a reduced trip generation and would not require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-EB-XX-DSP-AR-200513 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200512 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200522 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200510 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200511 Rev P00

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-CAP-EB-XX-DSP-AR-200522 Rev P00 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) The disabled spaces shown on drawing ref BLI-CAP-EBXX-DSP-AR-200522 Rev P00 shall be installed prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the

application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing East Barnet Library, a two storey purpose built building currently occupied solely as a library (Use Class D1). The building is set back from the road behind a grass verge and is located within a predominantly residential area.
- 2.2 Pedestrian access to the site is via main entrance on Brookhill Road whilst there is a small car park containing 8 car parking spaces that are shared by staff and visitors, accessed via Park Road.
- 2.3 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the part change of use of library (Use Class D1) to provide 243 sqm of office floorspace (Use Class B1) along with minor external alterations.

3.2 As an existing library, the whole of the building is currently in D1 use with a total floorspace of 605 square metres. The application seeks to subdivide the existing floorspace to provide an office with the ability to be let (Use Class B1) which would result in the following split of floorspaces:

- Library floorspace (Use Class D1) – 243 square metres
- Office floorspace (Use Class B1) – 350 square metres

3.3 As part of the internal reconfiguration, minor changes to built-in furniture and fittings would be undertaken. In addition, the existing bathroom will be demolished in order to reconfigure the library space and a new platform lift would be installed to enable inclusive access to the first floor lettable spaces. Externally, a WC would be demolished and an access control panel would be fitted adjacent to the entrance door.

3.4 The library would be run as a partnership library with the library being run by up to 5 of the council's partner's volunteers for a minimum of 15 hours per week.

4.0 RELEVANT PLANNING HISTORY

4.1 The following planning history is considered to be relevant to the consideration of the current application:

- N13105/02 - Erection of disabled WC and baby changing area. Approved subject to conditions: 24 April 2002.

5.0 CONSULTATIONS

5.1 As consultation exercise 78 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 3 responses were received, objecting to the application. A summary of the responses received is set out below.

Objection	Response
The change of use is likely to result in an increase in drivers using Doggetts Close for all-day parking (rather than quick visits to the library mainly outside working hours). This will not only	The application is accompanied by a Transport Assessment which sets out that the proposed development would not give rise to an increased number of vehicular trips. It is also outlined that the parking

<p>reduce parking for legitimate visitors to Doggetts Close but endanger the lives of the many schoolchildren who cross this road at the beginning and end of the school day, as well as residents' children who like to play in the close, which is normally relatively traffic-free.</p>	<p>needs of both the retained library and B1 unit could be accommodated within the existing off street and on street provision. The transport impact of the application is addressed fully in paragraphs 6.19-6.24 of this report.</p>
<p>The degradation of the library would result in a loss of educational services in this part of the borough to the detriment of local children.</p>	<p>The proposed change of use would allow the library to stay open and to protect its educational use by the community. Whilst accommodated within a smaller unit, the community function itself would be retained allowing continued use for educational purposes. The loss of the community floorspace is discussed fully within Section 6.1-6.8 of this report.</p>

- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways - No objection

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 243 square metres of office floorspace (Use Class B1) in alongside the retention of a 350 square metre library. The subdivision and part change of use would thus result in the loss of 243 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that

loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services

- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the Floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide reprovision of employment use, residential and community use.
- 6.11 The co-location of the office with the retained library would provide a mixed use development making effective use of town centre resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 The application documentation outlines that the retained library would be run as a partnership library and it is expected that the library would be staffed by up to 5 volunteers.
- 6.13 The library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which would arise from the proposed development. The proposed change from a Council run library staffed by full time employees to a partnership library staffed by volunteers is thus outside of the scope of this planning application to assess.
- 6.14 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 243 square metres which could support between 18 and 24 full time employees according to HCA employment density figures. It is evident therefore that the development could result in a potential overall uplift in employment numbers across the site.

Design

- 6.15 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.

- 6.16 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.17 The proposed change of use would necessitate some external alterations consisting of the demolition of an external WC and the installation of an access control panel adjacent to the access door. It is considered that the changes are minor in nature and would not have a significant impact on the character or architectural integrity of the building.

Transport and Parking

Car Parking

- 6.18 The library is served by a small car park containing 8 car parking spaces located to the rear of the building with the spaces being shared by staff and visitors. The car park is accessed via Park Road.
- 6.19 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 243 sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking.
- 6.20 The existing site car park has 8 car parking spaces. As part of the partnership library approach, a maximum of 3 volunteer staff would be on site at any one time and as such it is considered that there is adequate provision within the existing car park to accommodate the staff requirements in addition to the needs of the B1 unit.
- 6.21 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park currently has 8 car parking spaces. None of the existing car parking spaces are designated for use by Blue Badge holders. In order to comply with London Plan policy, 2 additional Blue Badge holder car parking spaces would have to be provided within the existing car park and as such a condition is attached stating that the disabled spaces should be provided in line with the layout shown on drawing BLI-CAP-EBXX-DSP-AR-200522. In addition, the number of disabled car parking spaces should be reviewed once staff and office personal are known to determine if any additional disabled car parking spaces are required.

Cycle Parking

- 6.22 Table 6.3 of the London Plan sets out that a minimum of 6 cycle parking spaces should be provided with the development. There is currently no cycle parking provision on site and as such a condition is attached stating that 3 cycle stands (6 cycle spaces) should be provided prior to the first occupation of the B1 unit, in accordance with drawing ref: BLI-CAP-EB-XX-DSP-AR-200522.

Servicing and Deliveries

- 6.23 The existing library is serviced by deliveries on Mondays, Tuesdays, Wednesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.24 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

- 6.25 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.26 The Metropolitan Police Designing out Crime officer was consulted on the application and outlined some specific areas of concern. These areas of concern relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other.
- 6.27 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV would allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour.
- 6.28 Mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring the scheme to adhere to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the

development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-EB-XX-DSP-AR-200513 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200512 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200522 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200510 Rev P00
- BLI-CAP-EB-XX-DSP-AR-200511 Rev P00

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-CAP-EB-XX-DSP-AR-200522 Rev P00 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) The disabled spaces shown on drawing ref BLI-CAP-EBXX-DSP-AR-200522 Rev P00 shall be installed prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:

- i) Access control system must be via an encrypted fob resistant to being copied easily.
- ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
- iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
- iv) Approved SBD post boxes to be located within the secure communal lobby areas.
- v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
- vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
- vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
- viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.
- 4) The applicant is advised that the disabled parking requirements of the future uses should be monitored and if necessary, additional spaces should be provided within the existing car park.

LOCATION: East Finchley Library, 226 High Road, London, N2 9BB

REFERENCE: 16/7700/FUL and Received: 05.12.2016
16/7701/LBC

WARD: East Finchley Accepted: 05.12.2016
Expiry: 30.01.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Subdivision and part change of use of library (Use Class D1) to provide 193 sqm of self-contained office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

The application relates to a part change of use of existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1 to provide 193sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library retained in the remaining floorspace.

The development is part of a wider programme of works relating to the London Borough of Barnet’s libraries and it is intended that the change of use to provide B1 floorspace would generate income that would allow the library to continue operating. Therefore, whilst there would be a net reduction in community floorspace – the application would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

The development involves very minor external alterations which would not have a significant impact on the character of the building and are considered acceptable.

The development would also be acceptable in transport terms as the part change of use would result in a reduced trip generation and would not require the provision of any additional car or cycle parking.

The application is accompanied by an application for Listed Building Consent for the internal works necessary to facilitate the development. The listed building application and the heritage impacts of the proposed development are set out within this report.

RECOMMENDATION (1):

APPROVE planning application ref: 16/7700/FUL subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR-EF-01 Rev A
- BLI-AR-EF-02 Rev B
- BLI-AR-EF-03 Rev B
- BLI-CAP-XX - GF- L - 089730-005 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that

Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

RECOMMENDATION (2):

APPROVE Listed Building Consent ref: 16/7701/LBC subject to the following conditions:

- 1) The development hereby permitted shall be carried out in accordance with the following approved plans:
 - BLI-AR-EF-01 Rev A
 - BLI-AR-EF-02 Rev B
 - BLI-AR-EF-03 Rev B
 - BLI-CAP-XX - GF- L - 089730-005 Rev P1
 - CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

- 2) All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

- 3) Notwithstanding the details of the application, hereby approved, further details of the proposed entrance doors at a scale of no less than 1:10 shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on sites. The doors shall thereafter be implemented fully in accordance with the approved details.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

It is recommended that Listed Building Consent be granted subject to the conditions and informatives set out in Appendix 3 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This

resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)
- Policy 7.8 (Heritage Assets and Archaeology)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing East Finchley Library building located on the High Road within East Finchley. The library is accommodated within a purpose built, two storey building and is occupied solely as a library (Use Class D1). The building is a Grade II listed building with the listed building description stating the following:

"II Public Library. 1938, with minor later-C20 alterations. Percival T. Harrison, Borough architect and engineer, assisted by C.M. Bond for Borough of Finchley. Red and brown brick in Flemish bond with Portland Stone plinth, parapets and dressings. Hipped sand-faced tile roofs. Wrought iron balconies and steel frame windows by Rowe Bros. Neo-Georgian style 2-storey building with lower range behind. PLAN: Main range to High Road has reading rooms flanking hall that leads to central circular inner hall, off which radiates the quadrant plan lending library with lower staff rooms and offices. EXTERIOR: High Road elevation symmetrical and of 3 windows bays, those to side and first floor are full height with concrete balconies that have scrolled metal balustrades. Windows are small-pane with hoppers and margin lights that have bronze interlinked curved and vertical mullions. Central bay framed in rusticated stone with tall advanced stepped and moulded architrave and recessed wood door with scrolled overlight all under prominent stone arms of the former Borough of Finchley with motto REGNANT QUI SERVIUNT, blending into flat stone frieze with BOROUGH OF BARNET (formerly Finchley) PUBLIC LIBRARY. Stone frieze and parapet continues to sides where LEFT return has full height curved bay with similar balcony to first floor window, and RIGHT has additional bay with window under hipped roof. To rear, curved wall of lending library has horizontal clerestory windows with soldier course lintels. Lower first floor range with similar brick detailing, and chimney. INTERIOR: Many of the original fittings survive, with joinery of Indian Silver Greywood. Stair has elaborately scrolled metal balusters to

match those at balconies, brass handrail and brass finials in a handle shape to the newels. Curved glass and timber screen between inner hall and lending library. Original wood counters and bookshelves, those to lower shelves tilted upwards, in lending and children's rooms. Saucer dome ceiling with 3 circular roof lights in lending library. Lecture Hall on first floor with stage. HISTORY: The Borough of Finchley (later absorbed into Barnet) adopted the Public Libraries Act in May 1930 and this was its third library. SOURCE: Library Association Record January 1939."

2.2 Both pedestrian and vehicular access to the library is gained from the High Road with the building being set back from the High Road. The existing library has 3 car parking spaces to the front of the building consisting of one disabled bay, one staff parking space and one visitor parking space.

2.3 Whilst the building is Grade II listed, the site is not located within a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the subdivision and part change of use of an existing library (Use Class D1) to provide 193sqm of office floorspace (Use Class B1).

3.2 As an existing library, the whole of the building is currently in D1 use, with a total floorspace of 611 square metres. The proposals seek to reconfigure the existing layout; changing the use of 193sqm of existing Library space from D1 to B1 self contained office space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 418 square metres
- Office floorspace (Use Class B1) – 193 square metres

Self Service Opening

3.4 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.5 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.6 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Tuesday	Closed	Closed	7am-9am and 12.30pm-10pm
Wednesday	9.30am-8pm	2pm-8pm	7am-10pm
Thursday	9.30am-5pm	2pm-5pm	7am-2pm and 5pm-10pm
Friday	10am-5pm	Closed	7am-10pm
Saturday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-5pm
Sunday	Closed	Closed	Closed

Internal Works to Listed Building

3.7 In order to facilitate the part change of use of the library, various internal works are proposed, all of which are subject to assessment under listed building application 16/7701/LBC submitted along with the planning application.

3.8 The internal works would include the following works:

- A new, glazed aluminium public entrance door at the front of the building linked to the access control system to enable the public to access the library outside of normal opening hours.
- A platform lift in the room to the left of the entrance hall and will provide access to the former lecture hall on the first floor.
- At the top of the main staircase a glazed screen will be installed at first floor landing level to ensure that the lettable space is not publically accessible.
- At the rear of the former lecture hall on the first floor a w.c and store room would be installed.
- Some existing internal door openings would be widened to ensure they are compliant with Part M of the Building Regulations.
- A ramp is proposed to the rear of the building to ensure wheelchairs users can safely exit the building in case of emergency, together with external wall mounted lighting along the escape route.
- A mechanical extract roof vent tile would be installed
- New cast iron soil vent pipes would be installed

4.0 RELEVANT PLANNING HISTORY

4.1 There is no relevant planning history relating to the application site.

5.0 CONSULTATIONS

5.1 As consultation exercise 58 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice and a press notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 4 objections were received which are summarised below.

Objection	Officer Response
The net loss of community floorspace would be detrimental to the needs of the community and would be contrary to London Plan and Barnet policies.	The proposed change of use would allow the library to stay open and to protect its educational use by the community. Whilst accommodated within a smaller unit, the community function itself would be retained allowing continued use for the purposes set out in this objection. The loss of the community floorspace is discussed fully within Section 6.1-6.8 of this report which sets out the policy context and assesses the compliance of the scheme against these policies.

5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

LBB Conservation and Design – No objection to application subject to conditions

5.4 It should be noted that the application was called into planning committee by Councillor Mittra.

Listed Building Application

5.5 The listed building comprises works to the Council's own building and as such it was considered prudent to consult Historic England. Planning procedure dictates that if any

objection is received from Historic England then the application is referable to the National Planning Casework Unit for a final decision. To this end, a consultation letter was sent to Historic England who advised that they had no comments to make on the application. In the absence of an objection from Historic England, the application can be determined at a local level.

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building which is a purpose built library, is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 193 square metres of self-contained office floorspace (Use Class B1) alongside the retention of a 418 square metre library. Overall, the development would result in the loss of 193 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of the London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London's growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.

- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the Floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 193 square metres which could support between 14 and 19 full time employees according to HCA employment density figures. It is evident therefore that the development could result in a potential overall uplift in employment numbers across the site.

Transport and Parking

Car Parking

- 6.14 The existing library has three car parking spaces on site consisting of one disabled bay, one staff parking space and one visitor parking space. In addition there are up to 10 on street parking spaces in close proximity to the application site.
- 6.15 In terms of the existing library, the car parking demand for the site is catered for by the existing car parking provision both on and off street. The development is not envisaged to create any additional car parking demand and therefore no additional car parking is being provided which is considered to be appropriate.
- 6.16 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 293sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. Given that the floorspace is at the lower end of the range it is considered appropriate that no additional car parking provision is required.
- 6.17 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated by the existing on street parking spaces.
- 6.18 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park currently has 1 disabled space to the front of the site which is currently adequate. Nevertheless, the number of disabled car parking spaces should be reviewed once staff and office personnel are known to determine if any additional disabled car parking spaces are required and an informative is added to this end.

Cycle Parking

- 6.19 Table 6.3 of the London Plan sets out that 7 cycle parking spaces should be provided with the development. There are currently 2 cycle parking stands on site providing storage for 4 cycles. Given that there is a shortfall of only 3 spaces, it is considered appropriate by Transport officers that the usage of the cycle spaces are kept under review and additional spaces provided if necessary.

Servicing and Deliveries

- 6.20 The existing library is serviced by deliveries on Mondays, Wednesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.21 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

- 6.22 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.23 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if they are located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.24 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 IMPACT ON HERITAGE ASSET

7.1 The planning application is accompanied by an application for listed building consent for the internal works necessary to facilitate the proposed change of use.

7.2 Paragraph 131 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

7.3 Policy CS5 of the Barnet Core Strategy states proposals within or affecting the setting of heritage assets should provide a site assessment which demonstrates how the proposal will respect and enhance the asset.

7.4 The following works are proposed internally:

- A new, glazed aluminium public entrance door at the front of the building linked to the access control system to enable the public to access the library outside of normal opening hours.
- A platform lift in the room to the left of the entrance hall and will provide access to the former lecture hall on the first floor.
- At the top of the main staircase a glazed screen will be installed at first floor landing level to ensure that the lettable space is not publically accessible.
- At the rear of the former lecture hall on the first floor a w.c and store room would be installed.
- Some existing internal door openings would be widened to ensure they are compliant with Part M of the Building Regulations.
- A ramp is proposed to the rear of the building to ensure wheelchairs users can safely exit the building in case of emergency, together with external wall mounted lighting along the escape route.
- A mechanical extract roof vent tile would be installed
- New cast iron soil vent pipes would be installed

7.5 The works outlined above have been the subject of discussion with the Council's Conservation and Design officers who are of the view that all of the works would preserve the special interest of the heritage asset. The historic value and intrinsic character of the Grade II listed building would not be harmed and as such the application is in accordance with Policy CS5 of the Core Strategy.

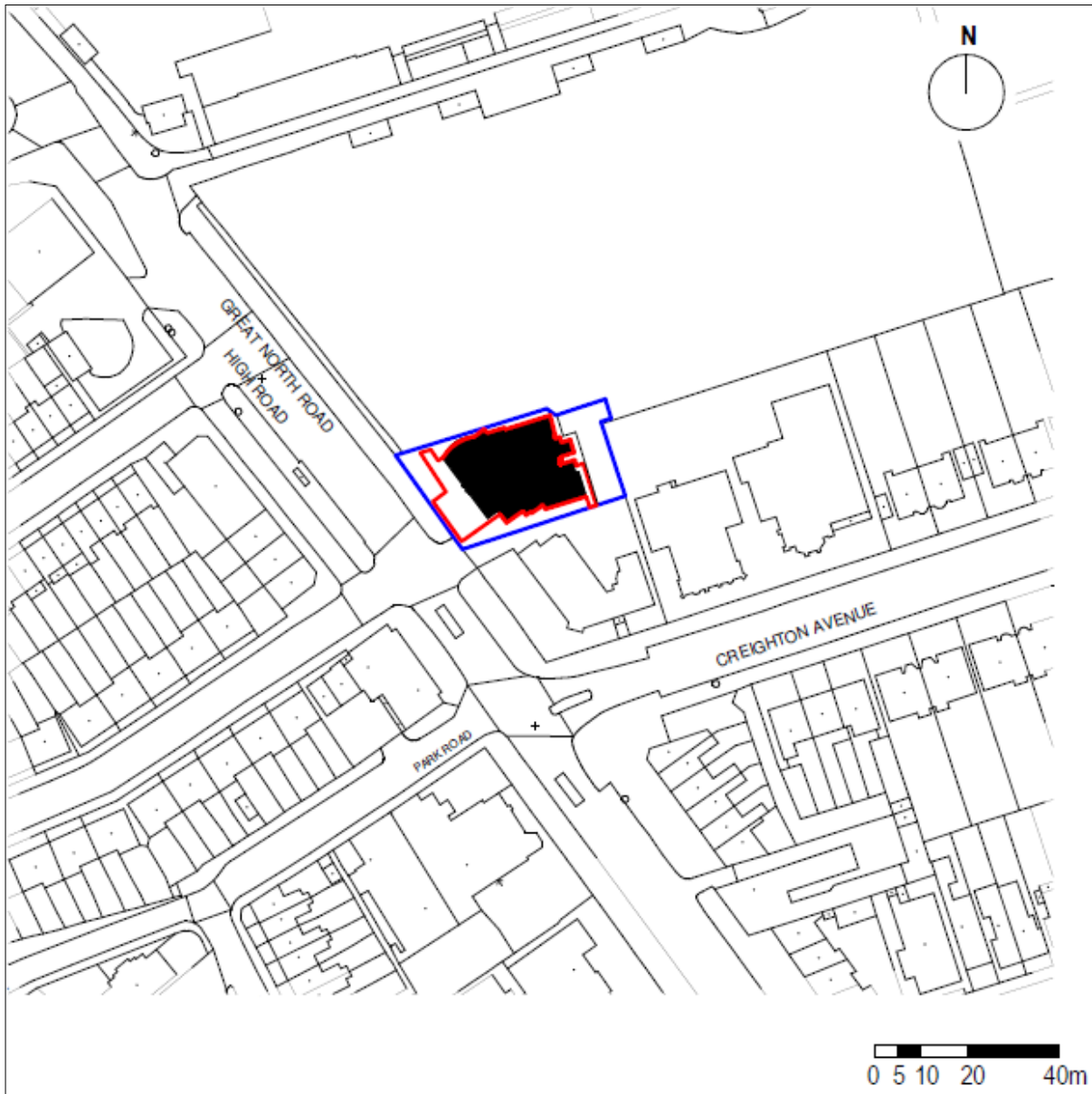
8.0 CONCLUSION

8.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating

in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the self-contained office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.

- 8.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2 - 16/7685/FUL

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR-EF-01 Rev A
- BLI-AR-EF-02 Rev B
- BLI-AR-EF-03 Rev B
- BLI-CAP-XX - GF- L - 089730-005 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.

APPENDIX 3 - 16/7686/LBC

Conditions:

- 1) The development hereby permitted shall be carried out in accordance with the following approved plans:
 - BLI-AR-EF-01 Rev A
 - BLI-AR-EF-02 Rev B
 - BLI-AR-EF-03 Rev B
 - BLI-CAP-XX - GF- L - 089730-005 Rev P1
 - CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

- 2) All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

- 3) Notwithstanding the details of the application, hereby approved, further details of the proposed entrance doors at a scale of no less than 1:10 shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on sites. The doors shall thereafter be implemented fully in accordance with the approved details.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application

advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.

LOCATION: Edgware Library, Hale Lane, Edgware, HA8 8NN

REFERENCE: 16/7660/FUL Received: 01.12.2016

Accepted: 26.01.2017

WARD: Edgware Expiry: 26.11.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 78 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

The application relates to a part change of use of library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 99 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace.

The development is forms part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building as such these alterations are considered acceptable. In transport terms as the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR -X -XX -AR-OS –01 Rev A
- BL-CAP-XX-GF-DR-L-089730-002 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-AR -X -XX -AR-OS –01 Rev shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the details of the application, hereby approved, an additional disabled parking space shall be provided within the existing on site car park prior to the first occupation of the B1 unit.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the

application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing Edgware Library, a single storey purpose built library building located on the south side of Hale Lane. The site is located on the edge of Edgware Town Centre with the surrounding area being of mixed residential and commercial character.
- 2.2 The library building is set back from Hale Lane with pedestrian access provided through a central door on the building façade. There is a gated car park to the rear of the building providing 4 parking spaces and further public parking provision adjacent to the south west flank elevation providing 3 parking spaces, 1 of which is marked out for disabled use.
- 2.4 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the subdivision and part change of use of the existing library (Use Class D1) to provide 78 sqm of self-contained office floorspace (Use Class B1) along with associated minor alterations to the external elevations of the existing building.

3.2 As an existing library, the building currently is in solely D1 use with a total floorspace of 687 square metres. The proposals seek to reconfigure the existing layout of North Finchley Library; changing the use of 78 sqm of existing Library space from D1 to B1 self-contained office space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 609 square metres
- Office floorspace (Use Class B1) – 78 square metres

3.3 In order to facilitate the part change of use, minor external alterations are proposed. A new glazed public entrance door with access control would be installed adjacent to the existing pedestrian entrance along with the installation of a new door to the south west elevation.

Self Service Opening

3.4 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.5 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.6 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Tuesday	9.30am-8pm	2pm-5pm	7am-2pm and 5pm-10pm
Wednesday	9.30am-5pm	Closed	7am-10pm
Thursday	10.00am-8pm	2pm-8pm	7am-2pm and 8pm-10pm

Friday	9.30am-5pm	Closed	7am-10pm
Saturday	9.30am-5pm	9am-5pm	7am-9am
Sunday	2pm-5pm	2pm-5pm	10am-2pm

4.0 RELEVANT PLANNING HISTORY

4.1 The following applications are considered to be relevant to the consideration of the applications:

- H/03482/10 - Non-material minor amendment to planning permission H/00251/10 granted 15/03/10 to include the re-siting of the covered buggy storage. Approved: 05 October 2010.
- H/01917/10 - Minor non-material amendment to previously approved planning permission reference H/00251/10 for erection of a single storey multi-purpose extension to the front of the existing library building and upgrading of the existing public entrance. Creation of covered buggy storage space to side. Amendments to include reduction in internal area of building, brick works finish to end walls, sedum roofing omitted building, felt roof to match existing, two natural ventilation cowls to proposed extension, minor amendments to ramp and landscape, polycarbonate roof canopy and pivot doors to entrance instead of glazed doors. Approved subject to conditions: 07 June 2010.
- H/00251/10 - Erection of a single storey multi-purpose extension to the front of the existing library building and upgrading of the existing public entrance. Creation of covered buggy storage space to side. Approved subject to conditions: 15 March 2010.
- W10144A/07 - Single storey extension. Approved subject to conditions: 21 December 2007.
- W10144 - Glazed entrance lobby and disabled access ramp. Approved subject to conditions: 24 May 1993.

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 105 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation *no responses were received*.

5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building which is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 78 square metres of office floorspace (Use Class B1) alongside the retention of 609 square metres of library floorspace. Overall, the development would result in the loss of 78 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet’s communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or

ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.

6.5 Having regard to the policy context set out above, it is clear that both the London Plan and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.

6.6 The applicant has outlined that the borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.

6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.

6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.

6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.

6.11 The site is located within Edgware Town centre which is considered to be an appropriate location for the provision of an office, in line with the policy context set out above. The co-location of the office with the retained library would provide a mixed use development

making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 78 square metres which could support between 6 and 8 full time employees according to HCA employment density figures. The use of the 78 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Design

- 6.14 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.15 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.16 The proposed change of use would necessitate some minor external alterations consisting of the installation of a new pedestrian entrance door with access control along with a further door to the south west elevation. The proposed doors would be of the same design and appearance to the existing opening and officers consider that it would maintain the architectural integrity of the building.

Transport and Parking

Car Parking

- 6.17 There is a gated car park to the rear of the building providing 4 parking spaces and further public parking provision adjacent to the south west flank elevation providing 3 parking spaces, 1 of which is marked out for disabled use.
- 6.18 In terms of the existing library, the car parking demand for the site is catered for by the existing on and off street car parking spaces. Given the reduction in library floorspace, the development is not envisaged to create any additional car parking demand and therefore no additional parking provision is required.

- 6.19 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 78sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. It is therefore considered it is appropriate that no additional parking is being provided.
- 6.20 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated within the existing car park.
- 6.21 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park provides one disabled parking space and one normal parking space. The number of disabled car parking spaces should be reviewed once staff and office personal are known to determine if any additional disabled car parking spaces are required. An informative is therefore added advising the applicant that the number of disabled spaces should be kept under review and if necessary one of the existing parking spaces should be provided as a disabled space.

Cycle Parking

- 6.22 Table 6.3 of the London Plan sets out that a minimum of 9 cycle parking spaces should be provided with the development. There are currently 3 Sheffield cycle parking stands positioned on site at the front of the library building which allow up to 6 cycles to be secured. Accordingly, 2 additional Sheffield stands would be required in order to ensure adequate provision and a condition is attached requiring their installation prior to the occupation of the B1 unit.

Servicing and Deliveries

- 6.23 The existing library is serviced by deliveries on Mondays, Tuesdays Wednesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.24 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

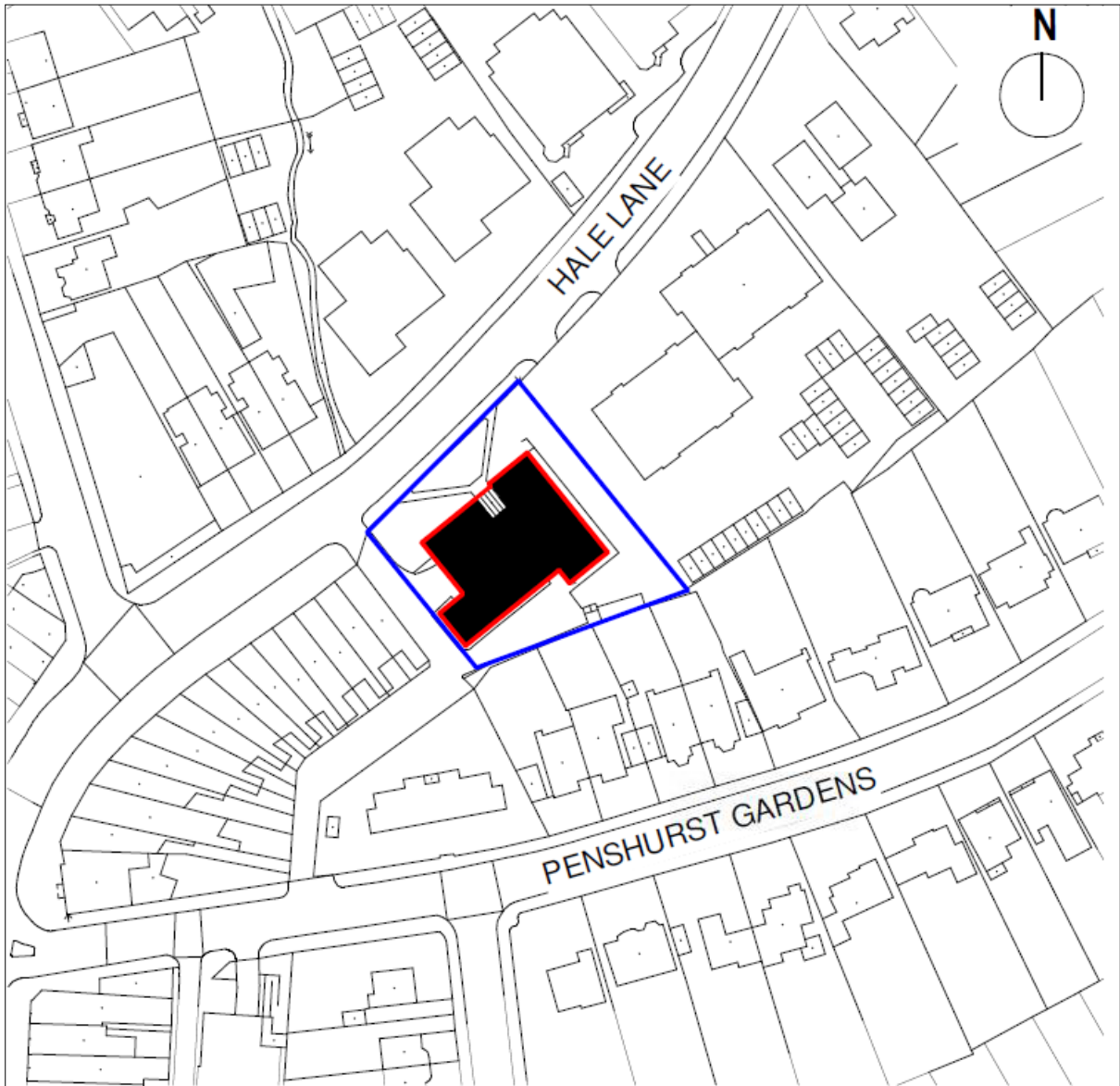
- 6.25 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.

- 6.26 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.27 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- CS/089730 Rev P00
- BLI-AR-ED-001Rev P00
- BL-CAP-XX-GF-DR-L-089730-008

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BL-CAP-XX-GF-DR-L-089730-008 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the details of the application, hereby approved, an additional disabled parking space shall be provided within the existing on site car park prior to the first occupation of the B1 unit.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.

- iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
- iv) Approved SBD post boxes to be located within the secure communal lobby areas.
- v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
- vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
- vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
- viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.
- 4) The applicant is advised that the number of disabled parking spaces provided within the car park should be kept under review. Should any employees of the proposed office require a disabled parking space then one should be made available within the car park.

LOCATION: Golders Green Library, 156 Golders Green Road, London, NW11 8HE

REFERENCE: 16/7561/FUL Received: 29.11.2016

Accepted: 29.11.2017

WARD: Childs Hill Expiry: 24.01.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 165.35 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

The application relates to a part change of use of part of the existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 30 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace.

The development is forms part of a wider programme of works relating to the London Borough of Barnet’s libraries and it is intended that the change of use to provide B1 floorspace would generate income that would allow the library to continue operating. Therefore, whilst there would be a net reduction in community floorspace – the application would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building as such these alterations are considered acceptable. In transport terms as the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-MH-XX-DSP-AR-200524 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200525 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200526 Rev P00
- BLI-CAP-MH-XX-GA-AR-200519 Rev P00
- BLI-CAP-MH-XX-GA-AR-200518 Rev P00
- BLI-CAP-NF-XX-GA-AR-200522 Rev P00
- BL-CAP-XX-GF-DR-L-089730-006 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This

resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises Golders Green Library, a two storey building located at the end of a parade on the east side of Golders Green Road. The site lies on the boundary of Golders Green District Centre and to the north west of the building is a terrace of residential properties. The building is occupied solely as a library and enjoys a D1 use class.
- 2.2 The main pedestrian access to the building is via the main entrance on Golders Green Road. The library is served by a limited number of on-street parking spaces which are located within a Controlled Parking Zone (CPZ).
- 2.4 The Library is not a listed building however is located within Golders Green Town Centre Conservation Area.

3.0 PROPOSED DEVELOPMENT

- 3.1 Permission is sought for the subdivision and part change of use of the existing library (Use Class D1) to provide 165.35sqm of office floorspace (Use Class B1).
- 3.2 As an existing library, the building is currently solely D1 use with a total floorspace of 525.7 square metres. The proposals seek to reconfigure the existing first floor layout; changing the use of 165.35 sqm of existing Library space from D1 to B1 self-contained office space. The development would result in the following floorspaces:
- Library floorspace (Use Class D1) – 360.35 square metres
 - Office floorspace (Use Class B1) – 165.35 square metres

3.3 In order to facilitate the change of use, minor external alterations are proposed including the erection of a new glazed entrance door, the removal of and alterations to the existing sash windows and the brick/stone base to the right of the main entrance doors to provide a new single access door to the tenanted area at the front the building.

Self Service Opening

3.4 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.5 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.6 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-5pm	2pm-8pm	7am-2pm and 5pm-10pm
Tuesday	9.30am-8pm	Closed	7am-10pm
Wednesday	Closed	Closed	7am-10pm
Thursday	10am-8pm	2pm-8pm	7am-2pm and 8pm-10pm
Friday	9am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Saturday	9.30am-5pm	Closed	Closed
Sunday	2pm-5pm	2pm-5pm	10am-2pm

4.0 RELEVANT PLANNING HISTORY

4.1 There is no planning history relating to the application site.

5.0 CONSULTATIONS

- 5.1 As part of the consultation exercise 79 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.
- 5.2 As a result of the consultation no responses were received.
- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building which is a purpose built library is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 165.35 square metres of office floorspace (Use Class B1) alongside the retention of 360.35 square metre library. Overall, the development would result in the loss of 165.35 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London's growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their

efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.

- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.

- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within the town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The site is located within Golders Green Town Centre which is considered to be an appropriate location for the provision of an office, in line with the policy context set out above. The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 165 square metres which could support between 12 and 16 full time employees according to HCA employment density figures. The use of the 165 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Design

- 6.14 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.15 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.16 The proposed external works would include replacement of existing timber doors to main entrance and the installation of a new powder coated aluminium entrance door and full height glazed side panel with a grey colouring (RAL 7033). It is considered that the works to replace the timber doors along with the access control panel would be congruent with the existing aesthetic composition of the building. The installation of an aluminium door to the front of the property within the flank elevation of the forward projection would not be readily viewed in the context of the characterful building façade and would represent a

minor intervention into the external fabric of the building. In both cases, it is considered that the works would preserve the character and appearance of the Golders Green Town Centre Conservation Area.

Transport and Parking

Car Parking

- 6.17 There is no car parking provision within the existing site. There are approximately 11 payment car parking spaces on Golders Green Road.
- 6.18 In terms of the existing library, the car parking demand for the site is catered for by the existing on street car parking spaces. Given the reduction in library floorspace, the development is not envisaged to create any additional car parking demand and therefore no additional parking provision is required.
- 6.19 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 165.35 sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. It is therefore considered it is appropriate that no additional parking is being provided.
- 6.20 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated by the existing on street parking spaces.
- 6.21 London Plan policy 6.13 states that "Non-residential elements of a development should provide at least one accessible on or off street car parking bay designated for Blue Badge holders, even if no general parking is provided". There is sufficient on street provision to accommodate blue badge holder parking for the development.

Cycle Parking

- 6.22 Table 6.3 of the London Plan sets out that a minimum of 5 cycle parking spaces should be provided with the development. There are currently 3 Sheffield cycle parking stands positioned on site at the front of the library building which allow up to 6 cycles to be secured. Accordingly, no additional cycle parking spaces are required as part of the development.

Servicing and Deliveries

- 6.23 The existing library is serviced by deliveries on Mondays, Tuesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.

- 6.24 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

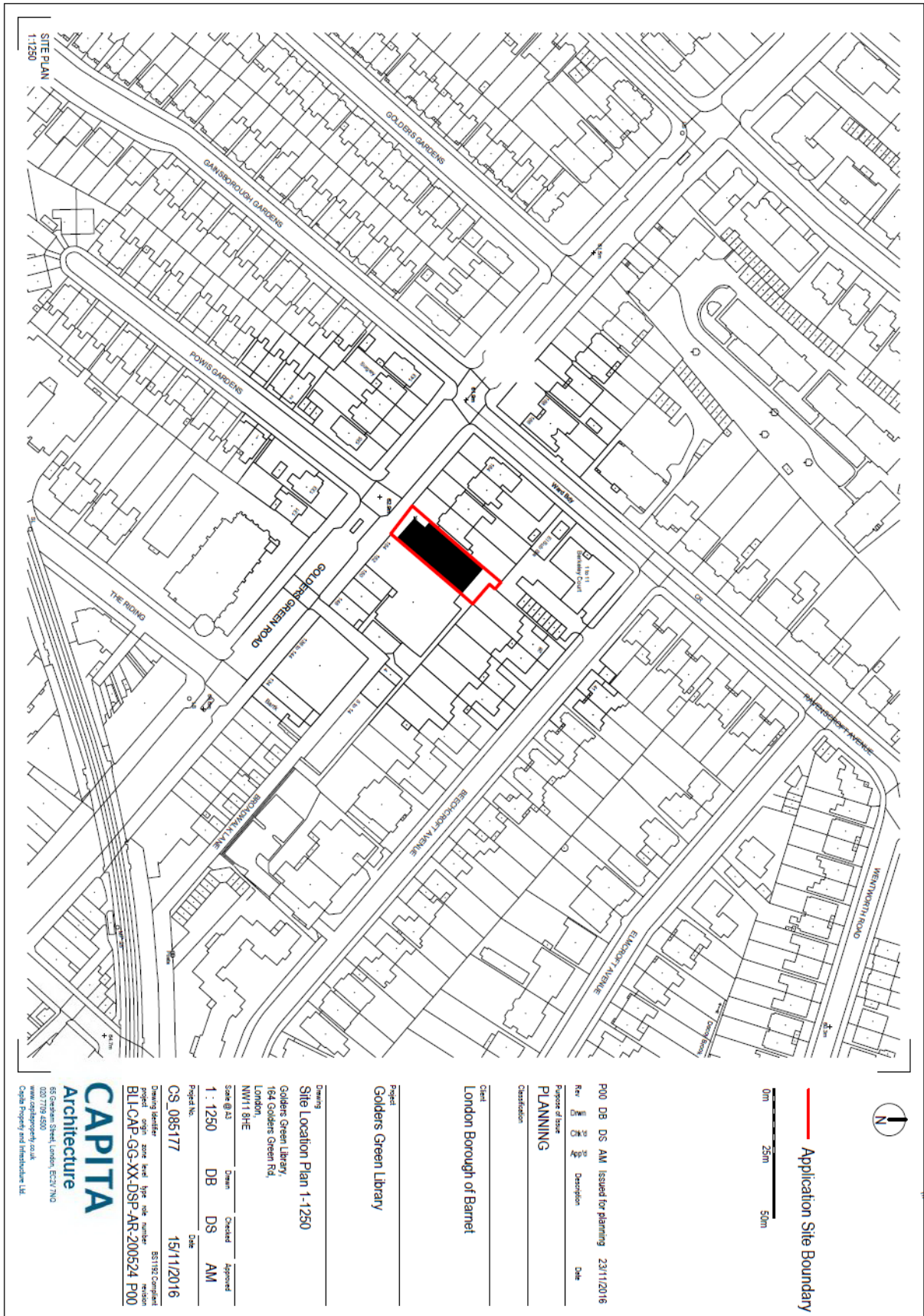
Crime Prevention / Public Safety

- 6.25 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.26 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.27 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of service. The provision of the self-contained office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



SITE PLAN
1:1250

CAPITA
Architecture
65 Gresham Street, London, EC2V 7NG
020 7799 4500
www.capita-architecture.co.uk
Capital Property and Infrastructure, Ltd.

Drawing number: 2006-001-001-001
Project name: Golders Green Library
BILCAP-GG-XX-DSP-AR-200524-P00

Scale @	Date	Drawn	Checked	Approved
1:1250	DB	DS	AM	

Project No: CS_085177 Date: 15/11/2016

Drawing
Site Location Plan 1-1250
Golders Green Library,
164 Golders Green Rd,
London
NW11 8HE

Project
Golders Green Library

Client
London Borough of Barnet

Revision
P00 DB DS AM Issued for planning 23/11/2016

Rev	By	Description	Date
1	DB	DS	AM

PLANNING
Classification

APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-MH-XX-DSP-AR-200524 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200525 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200526 Rev P00
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- BLI-CAP-MH-XX-GA-AR-200518 Rev P00
- BLI-CAP-NF-XX-GA-AR-200522 Rev P00
- BL-CAP-XX-GF-DR-L-089730-006 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use

Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.

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LOCATION: Hendon Library, The Burroughs, London, NW4 4BQ

REFERENCE: 16/7685/FUL and Received: 05.12.2016
 16/7686/LBC

WARD: Hendon Accepted: 05.12.2016
 Expiry: 30.01.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 559 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

This application relates to a part change of use of part of the existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 559sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace.

The development forms is part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace inclusion of the additional B1 use would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building as such these alterations are considered acceptable. In transport terms as the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

The application is accompanied by an application for Listed Building Consent for the internal works necessary to facilitate the development. The listed building application and the heritage impacts of the proposed development are set out within this report.

RECOMMENDATION (1):

APPROVE planning application ref: 16/7685/FUL subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-H-XX-DSP-AR-200521 Rev P00
- BLI-CAP-H-XX-DSP-AR-200522 Rev P00
- BLI-CAP-H-XX-DSP-AR-200523 Rev P00
- BLI-CAP-H-XX-GA-AR-200518 Rev P00
- BLI-CAP-H-XX-GA-AR-200517 Rev P00
- BLI-CAP-H-XX-XX-AR-200514 Rev P00
- BLI-CAP-H-XX-XX-AR-200515 Rev P00
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-CAP-H-XX-DSP-AR-200523 Rev P00 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

RECOMMENDATION (2):

APPROVE Listed Building Consent ref: 16/7686/LBC subject to the following conditions:

- 1) The development hereby permitted shall be carried out in accordance with the following approved plans:
 - BLI-CAP-H-XX-DSP-AR-200521 Rev P00
 - BLI-CAP-H-XX-DSP-AR-200522 Rev P00
 - BLI-CAP-H-XX-DSP-AR-200523 Rev P00
 - BLI-CAP-H-XX-GA-AR-200518 Rev P00
 - BLI-CAP-H-XX-GA-AR-200517 Rev P00
 - BLI-CAP-H-XX-XX-AR-200514 Rev P00
 - BLI-CAP-H-XX-XX-AR-200515

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

- 2) All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to

material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

It is recommended that Listed Building Consent be granted subject to the conditions and informatives set out in Appendix 3 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a

‘presumption in favour of sustainable development’. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London’s Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London’s People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London’s Economy:

- Policy 4.1 (Developing London’s Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London’s Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London’s Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)
- Policy 7.8 (Heritage Assets and Archaeology)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local

Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing Hendon Library building, located on west side of The Burroughs. The library is accommodated within a purpose built building and is occupied solely as a library (Use Class D1). The site is located within an area comprising numerous other large civic buildings including Hendon Town Hall. The building is a Grade II listed building with the listed building description stating the following:

"Hendon Public Library. 1929 by T.M. Wilson FRIBA for the Hendon Urban District Council. Red brick with extensive stone dressings, slate roof. Two storeys. PLAN: Symmetrical plan with staircase over entrance lobby, ground floor reading rooms now merged together, with addition at rear. EXTERIOR: central door in stone bolection-moulded surround, set beneath a multi-pane window, with moulded brackets supporting a hood; door lintel embellished with a Latin inscription ('Non mimima pars eruditionis est bonos noscere libros': 'not the least part of learning is to be acquainted with good books') and a relief of an open book. The entrance is flanked by two elongated, fluted columns in antis, supporting a stone entablature. Three bay side wings, with 6/6-pane sash windows to side bays, projecting wider central bay with rusticated quoins, 15/15-pane window in moulded frame with apron, swan-neck pediment above with urn over, set against a shallow niche of cut brick. Shallow pediments to attics. Hipped roof with square lantern to centre, with 12-pane window to each face beneath segmental pediments, and a copper-sheathed ball and spike finial. Five bay side elevations with dormers, wider continuations to rear. Back of library largely rebuilt during a 1973 campaign of alterations. INTERIOR: wrought iron staircase over entrance lobby. Main

reading room is now devoid of original fittings; former children's library to north now amalgamated with main reading room. First floor reference rooms with glazed ceilings. Mezzanine to rear dates from 1973 alterations. HISTORY: a distinguished example of a Neo-Georgian public library, forming part of a fine group of civic buildings erected to serve this fast-expanding London suburb. The major campaign of alterations of 1973 affected the interior, but left the frontage intact."

2.2 The main pedestrian access to the library is via a central entrance door on the building façade which is set back from The Burroughs. The site accommodates 2 parking spaces within a small forecourt, both of which are designated as disabled parking.

2.4 Whilst the building is Grade II listed, the site is not located within a conservation area. The library is however located in a Special Advertisement Control Area and area of Special Archaeological Significance.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the subdivision and part change of use of the existing library (Use Class D1) to provide 559sqm of self-contained office floorspace (Use Class B1).

3.2 As an existing library, the building currently is solely D1 use with a total floorspace of 1837.6 square metres. The proposals seek to reconfigure the existing layout; changing the use of 559sqm of existing Library space from D1 to B1 office space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 1278.6 square metres
- Office floorspace (Use Class B1) – 559 square metres

Self Service Opening

3.4 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.5 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.6 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-8pm	Closed	7am-10pm
Tuesday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Wednesday	9.30am-8pm	2pm-8pm	7am-2pm and 8pm-10pm
Thursday	10am-8pm	Closed	7am-10pm
Friday	9.30am-5pm	2pm-5pm	7am-2pm and 5pm-10pm
Saturday	9.30am-5pm	9am-12.30pm	7am-9am and 12.30pm-5pm
Sunday	2pm-5pm	Closed	Closed

Internal Works to Listed Building

3.7 In order to facilitate the part change of use of the library, various internal works are proposed, all of which are subject to assessment under listed building application 16/7686/LBC submitted along with the planning application.

3.8 The internal works would include the following works:

- The insertion of a new glazed partition within the foyer;
- The existing lift will be adapted to allow tenant access without entering the library.
- A community meeting room is proposed to be created at ground floor level adjacent to the library public entrance, with a glazed partition into the library area.
- The conversion and reconfiguration of the first and second floor into commercial space including a new partition wall at the mezzanine level to sub-divide the spaces (within the rear extension areas) to create circulation for the lettable spaces.

4.0 RELEVANT PLANNING HISTORY

4.1 The following planning history is considered to be relevant to the consideration of the application:

- H/02565/08: Retention of alterations to existing ground floor room. Retention of 2 air conditioning units on roof. Approved subject to conditions: 24 September 2009.
- W00280W/03: Submission of details of condition 4 (New Glazes partitions, lift, lobby and security equipment. New doors, windows and joinery. Service routing, terminations and details of mechanical and electrical services.) of planning permission W00280T/02 dated

- 26 March 2003. Two side facing dormers towards the rear of the building. Replacement roof lights. Erection of a new brise soleil (canopy) on rear elevation. Internal alterations and rear roof safety railings. Approved: 28 July 2004.
- W00280U/02: Insertion of an access door to North elevation to replace existing window. Two side facing dormers towards the rear of the building. Replacements roof lights. Erection of a new brise soleil (canopy) on rear elevation, and rear roof safety railings. Approved subject to conditions: 26 March 2003.
 - W00280T/02: Insertion of an access door to North elevation to replace existing windows. Two side facing dormers towards the rear of the building. Replacement roof lights. Erection of a new brise soleil (canopy) on rear elevation. Internal alterations and rear roof safety railings. (Listed Building Consent). Approved subject to conditions: 26 March 2003.
 - W00280S/02: Erection of externally illuminated totem sign. Approved subject to conditions: 26 March 2003.

5.0 CONSULTATIONS

- 5.1 As part of the consultation exercise 12 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice and a press notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.
- 5.2 As a result of the consultation 1 response was received which is summarised below.

Objection	Officer Response
<p>Many of the current and former students of Hendon Kumon Study regularly use the library. These students use the library to study, to improve their literacy skills and attend all the events and clubs that the library runs. Without this resource the education of all the students in the borough with affected.</p>	<p>The proposed change of use would allow the library to stay open and to protect its educational use by the community. Whilst accommodated within a smaller unit, the community function itself would be retained allowing continued use for the purposes set out in this objection.</p>

- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

LBB Conservation and Design – No objection to application subject to conditions

Listed Building Application

- 5.4 The listed building comprises works to the Council's own building and as such it was considered prudent to consult Historic England. Planning procedure dictates that if any objection is received from Historic England then the application is referable to the National Planning Casework Unit for a final decision. To this end, a consultation letter was sent to Historic England who advised that they had no comments to make on the application. In the absence of an objection from Historic England, the application can be determined at a local level.

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building which is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 559 square metres of office floorspace (Use Class B1) alongside the retention of 1278 square metres of library floorspace. Overall, the development would result in the loss of 559 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London's growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or educational use will only be acceptable in exceptional circumstances where

- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
- ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.

6.5 Having regard to the policy context set out above, it is clear that both the London Plan and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.

6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.

6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.

6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.

6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide reprovision of employment use, residential and community use.

- 6.11 The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 559 square metres which could support between 43 and 56 full time employees according to HCA employment density figures. The use of the 559 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Transport and Parking

Car Parking

- 6.14 There are currently two disabled parking spaces adjacent to the library and a loading bay at the rear of the building for servicing and delivery which is accessed from the side road adjacent to The Burroughs.
- 6.15 In terms of the existing library, the car parking demand for the site is catered for by the existing car park opposite the library accessed from Egerton Gardens. Given the reduction in library floorspace, the development is not envisaged to create any additional car parking demand and therefore no additional parking provision is required.
- 6.16 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 559sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. Given that the floorspace is at the higher end of the range, 1 space would be required to cater for the proposed B1 use. It is considered that there is adequate on street parking spaces to accommodate the marginal additional parking requirement.
- 6.17 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated by the existing on street parking spaces.

- 6.18 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park currently has 2 car parking spaces designated for use by Blue Badge holders therefore no additional car parking spaces are required. Nevertheless, an informative is added advising the applicant to monitor the number of disabled employees to determine if any additional disabled spaces would be required in future.

Cycle Parking

- 6.19 Table 6.3 of the London Plan sets out that a minimum of 10 cycle parking spaces should be provided with the development. There are currently no cycle parking stands on site and as such 5 Sheffield Cycle Stands providing the requisite 10 spaces. A condition is requiring the spaces to be installed prior to the occupation of the building and requiring that they are thereafter retained in perpetuity.

Servicing and Deliveries

- 6.20 The existing library is serviced by deliveries on Mondays, Tuesdays, Wednesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.21 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

- 6.22 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.23 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.24 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that

it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 IMPACT ON HERITAGE ASSET

7.1 This planning application is accompanied by an application for listed building consent for the internal works necessary to facilitate the proposed change of use.

7.2 Paragraph 131 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

7.3 Policy CS5 of the Barnet Core Strategy states proposals within or affecting the setting of heritage assets should provide a site assessment which demonstrates how the proposal will respect and enhance the asset.

7.4 The following works are proposed internally:

- The insertion of a new glazed partition within the foyer;
- The existing lift will be adapted to allow tenant access without entering the library;
- A community meeting room is proposed to be created at ground floor level adjacent to the library public entrance, with a glazed partition into the library area;
- The conversion and reconfiguration of the first and second floor into commercial space including a new partition wall at the mezzanine level to sub-divide the spaces (within the rear extension areas) to create circulation for the lettable spaces.

7.5 The works outlined above have been the subject of discussion with the Council's Conservation and Design officers who are of the view that all of the works would preserve the special interest of the heritage asset. The historic value and intrinsic character of the Grade II listed building would not be harmed and as such the application is in accordance with Policy CS5 of the Core Strategy.

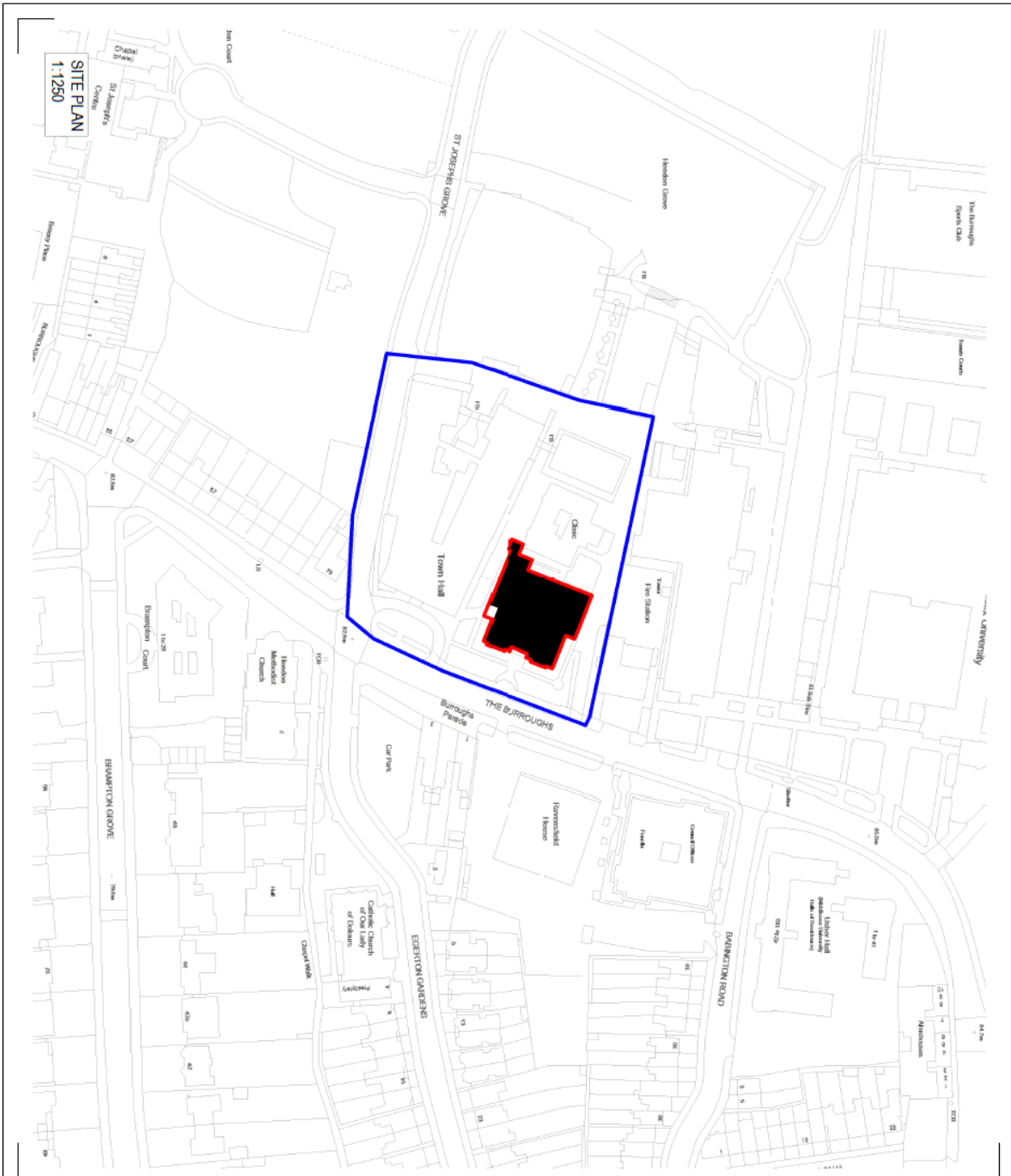
8.0 CONCLUSION

8.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.

8.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless

material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



Application Site Boundary
Land Ownership Boundary



P00 DB DS AM Issued for planning 23/11/2016

Rev: 1/1/16 Description Date

Purpose of Issue
PLANNING

Classification

Client
London Borough of Barnet

Project
Hendon Library

Drawing
Site Plan 1 - 1250

Hendon Library,
The Burroughs,
Hendon,
London,
NW4 4BQ

Scale @ A3
As indicated DB DS AM

Project No
CS_085177 17/11/2016

Drawing Number: 224-144-149-04-010
Project No: BILCAN-HXX-DSP-AR-200521 P00

CAPITA
Architecture
65 Gresham Street, London, EC2V 7ND
020 7799 4200
www.capita-architecture.co.uk
Capita Property and Infrastructure Ltd

APPENDIX 2 - 16/7685/FUL

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-H-XX-DSP-AR-200521 Rev P00
- BLI-CAP-H-XX-DSP-AR-200522 Rev P00
- BLI-CAP-H-XX-DSP-AR-200523 Rev P00
- BLI-CAP-H-XX-GA-AR-200518 Rev P00
- BLI-CAP-H-XX-GA-AR-200517 Rev P00
- BLI-CAP-H-XX-XX-AR-200514 Rev P00
- BLI-CAP-H-XX-XX-AR-200515 Rev P00
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use

Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-CAP-H-XX-DSP-AR-200523 Rev P00 shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.

- v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
- vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
- vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
- viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.
- 4) The applicant is advised that the number of disabled parking spaces provided within the car park should be kept under review.

APPENDIX 3 - 16/7686/LBC

Conditions:

- 1) The development hereby permitted shall be carried out in accordance with the following approved plans:
 - BLI-CAP-H-XX-DSP-AR-200521 Rev P00
 - BLI-CAP-H-XX-DSP-AR-200522 Rev P00
 - BLI-CAP-H-XX-DSP-AR-200523 Rev P00
 - BLI-CAP-H-XX-GA-AR-200518 Rev P00
 - BLI-CAP-H-XX-GA-AR-200517 Rev P00
 - BLI-CAP-H-XX-XX-AR-200514 Rev P00
 - BLI-CAP-H-XX-XX-AR-200515

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the plans as assessed in accordance with Policies CS NPPF and CS1 of the Local Plan Core Strategy DPD (adopted September 2012) and Policy DM01 of the Local Plan Development Management Policies DPD (adopted September 2012).

- 2) All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the Listed Building in accordance with Policy DM06 of the Development Management Policies DPD (adopted September 2012) and CS NPPF of the Local Plan Core Strategy (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.

LOCATION: Mill Hill Library, Hartley Avenue, London, NW7 2HX

REFERENCE: 16/7482/FUL Received: 25/11/2016
Accepted: 25/01/2016

WARD: Mill Hill Expiry: 20/01/2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 223.3 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

This application relates to a change of use of part of the existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 223.3 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library area being retained within the remaining floorspace.

The development forms part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building, as such these alterations are considered acceptable. In transport terms the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-MH-XX-DSP-AR-200524 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200523 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200525 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200526 Rev P00
- BLI-CAP-MH-XX-GA-AR-200519 Rev P00
- BLI-CAP-MH-XX-GA-AR-200518 Rev P00
- BL-CAP-XX-GFDR-L-089730-003 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that

Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving

applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing Mill Hill Library building, a purpose built library facility which dates to 1939. The building is currently occupied solely as a library and enjoys a D1 use class.
- 2.2 The building is located on the north side of Hartley Avenue, opposite to Mill Hill Fire Station and to the west of the A1. The building fronts onto Hartley Avenue with the pedestrian entrance to the building accommodated on this façade. A vehicular service road is located adjacent to the west flank elevation of the building which allows vehicular access to the rear of the building.
- 2.3 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

- 3.1 Permission is sought for the subdivision and part change of use of existing library floorspace (Use Class D1) to provide 223.3 sqm of self-contained office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building.
- 3.2 As an existing library, the building currently is in solely D1 use with a total floorspace of 561 square metres. The application seeks to subdivide the existing floorspace to provide 2 self-contained offices with the ability to be individually let (Use Class B1) which would result in the following split of floorspaces:

- Library floorspace (Use Class D1) – 201.9 square metres
- Office floorspace (Use Class B1) – 223.2 square metres

3.3 As part of the internal reconfiguration, the existing toilets would be remodelled and an entrance lobby installed. The existing layout is such that the office and library units would be provided either side of a central passage.

3.4 In order to facilitate the internal reconfiguration and part change of use, minor external alterations are also proposed. These would include the installation of a new accessible fire escape door and the installation of a level escape ramp to the rear of the building which would serve the retained library unit.

3.5 The retained library space would be operated as a Partnership Library with the library run by up to 5 of the council’s partner’s volunteers for a minimum of 15 hours per week.

4.0 RELEVANT PLANNING HISTORY

4.1 The following planning history is considered to be relevant to the consideration of the current application:

- H/00257/10 - Erection of a buggy shelter adjacent to the front entrance ramp. Single storey rear extension. Approved subject to conditions 24th February 2010
- H/02216/10 - Non-material minor amendment to planning permission reference H/00257/10 dated 24-02-2010 for erection of a buggy shelter adjacent to the front entrance ramp. Single storey rear extension. Amendments to include change of 'stock store' into a work room, omission of roof light and addition of two new openings, insertion of fire door on west side and a window on the east side. Approved subject to conditions 7th July 2010

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 34 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 2 responses were received, with 1 response objecting to the application and 1 neither objecting nor supporting. A summary of the responses received is set out below.

Objection	Response
The activities of UCL Observatory, a close neighbour of Mill Hill Library are	The development does not propose to install any additional fenestration. Whilst a part

<p>vulnerable to any significant increase in direct or indirect lighting produced by any development or change of use of a large building situated near to the Observatory. Further, an implication of the proposed redevelopment appears to be that the building could be in use later in the evening than it is at present. For these reasons, we ask that any redevelopment should seek to minimise the impact of additional sources of light upon UCL Observatory.</p>	<p>change of use is proposed, officers consider that the intensity of the overall usage of the building would not be increased to an extent that would be likely to generate significant additional light spillage into the night sky over and above that which already exists.</p>
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- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building which is a purpose built library, is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 223 square metres of office floorspace (Use Class B1) alongside the retention of 202 square metres of library floorspace. The subdivision and part change of use would thus result in the loss of 223.2 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services

- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both the London Plan and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposals ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail,

workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.

- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The application site is located within Mill Hill district centre and as such it is an appropriate location for the provision of office floorspace. The co-location of the office with the retained library would provide a mixed use development making effective use of town centre resources in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations.

Employment

- 6.12 The application documentation outlines that the retained library would be run as a partnership library and it is expected that the library would be staffed by up to 5 volunteers. There are currently up to 3 staff who operate the library on any given day.
- 6.13 The library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which would arise from the proposed development. The proposed change from a Council run library staffed by full time employees to a partnership library staffed by volunteers is thus outside of the scope of this planning application to assess.
- 6.14 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 223 square metres which could support between 17 and 22 full time employees according to HCA employment density figures. It is evident therefore that the development would result in a potential overall uplift in employment numbers across the site.

Design

- 6.15 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.16 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.

- 6.17 The internal reconfiguration to facilitate a part change of use of the existing building would necessitate some minor external alterations including a new accessible fire escape door and the installation of a level escape ramp to the rear of the building. The library building is not listed and is not located within a conservation area however, as set out above, there is still a policy requirement to achieve high quality design in any development proposals.
- 6.18 The proposed fire escape door would be of a timber fabrication which would match the material fabrication of the existing doors and window frames, maintaining architectural unity on the building. Given the nature and the scale of the works, it is considered that the installation of the level access to the rear of the building would not have a discernible impact on the character of the building. It is therefore considered that the minor external changes are in accordance with policies CS5 of the Core Strategy and DM01 of the Barnet Development Management Policies document.

Transport and Parking

Car Parking

- 6.19 The existing library does not provide any off street parking and parking associated with the use is accommodated through on street parking. The development does not propose to alter these arrangements and all parking for the reduced library would continue to be accommodated on street.
- 6.20 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 221sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. Given that 221 square metres is nearer the lower limit of the 100-600sqm range, it is considered appropriate that the development does not propose to provide any off street parking.
- 6.20 The Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated on the surrounding streets.
- 6.21 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. Presently, there are no disabled employees and as such there is no requirement to provide any.

Cycle Parking

- 6.22 Table 6.3 of the London Plan sets out that a minimum of 5 cycle parking spaces should be provided with the development. There are currently 3 Sheffield cycle parking stands positioned on site at the front of the library building which allow up to 6 cycles to be secured. As such, the proposed development does not propose to provide any additional cycle stands.

Servicing and Deliveries

- 6.23 The existing library is serviced by deliveries on Mondays, Tuesdays, Thursdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.24 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

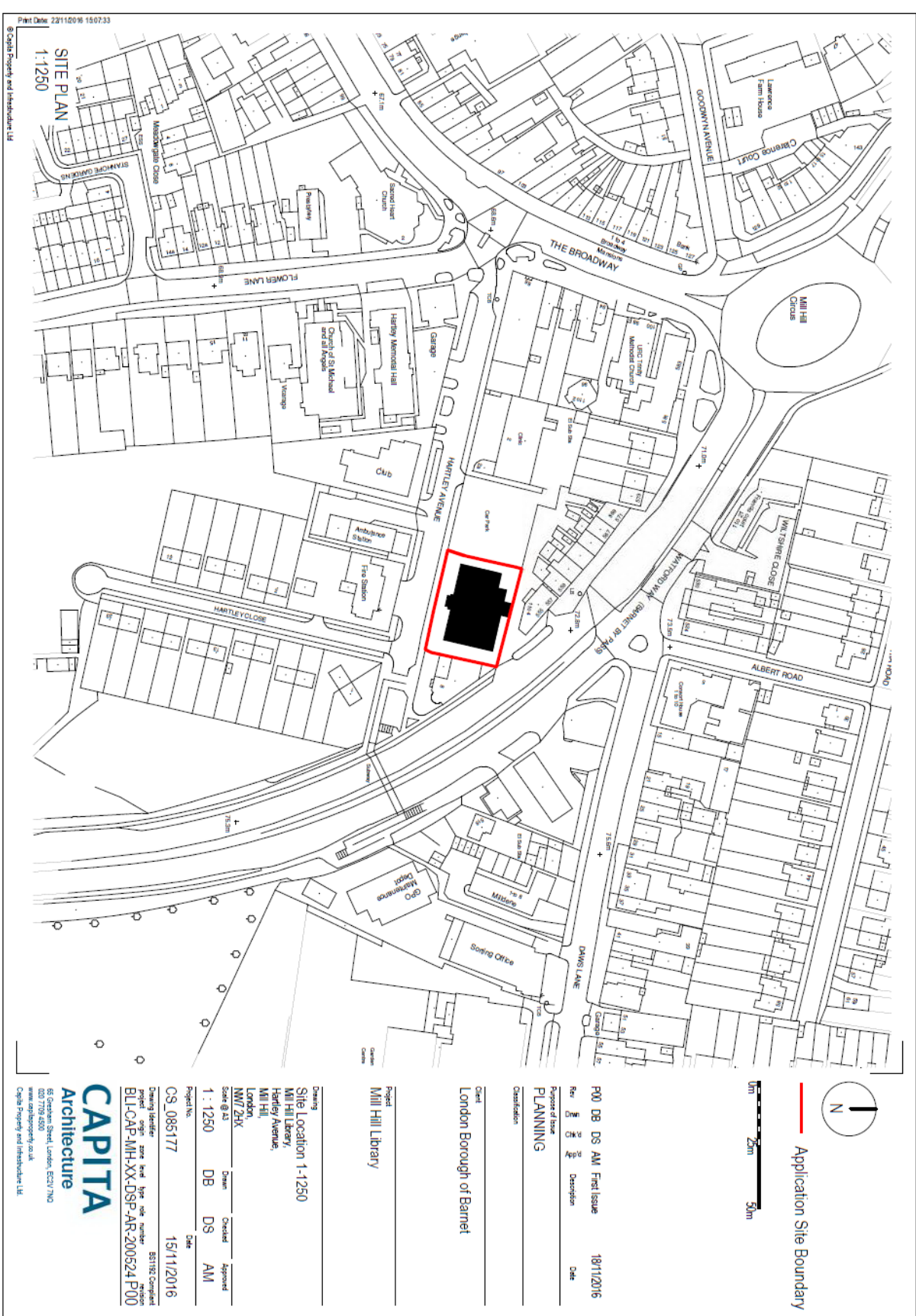
- 6.25 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.26 The Metropolitan Police Designing out Crime officer was consulted on the application and outlines some specific areas of concern. These areas of concern relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if they are located in close proximity to each other.
- 6.27 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV would allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour.
- 6.28 Mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless

material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-MH-XX-DSP-AR-200524 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200523 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200525 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200526 Rev P00
- BLI-CAP-MH-XX-GA-AR-200519 Rev P00
- BLI-CAP-MH-XX-GA-AR-200518 Rev P00
- BL-CAP-XX-GFDR-L-089730-003 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.

LOCATION: North Finchley Library, Ravensdale Avenue, London, N12 9HP

REFERENCE: 16/7559/FUL Received: 29.11.2016

Accepted: 29.11.2016

WARD: Woodhouse Expiry: 24.11.2016

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 154.2 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

This application relates to a part change of use of library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 99 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library retained in the remaining floorspace.

The development forms part of a wider programme of works relating to the London Borough of Barnet’s libraries library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use will actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building, as such these alterations are considered acceptable. In transport terms as the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR -X -XX -AR-OS –01 Rev A
- BL-CAP-XX-GF-DR-L-089730-002 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-AR -X -XX -AR-OS –01 Rev shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the details of the application, hereby approved, an additional disabled parking space shall be provided within the existing on site car park prior to the first occupation of the B1 unit.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.

- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)

- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing North Finchley Library, a purpose built Neo-Georgian Library building located on Ravensdale Avenue in close proximity to North Finchley High Street and opposite the flank elevation of Sainsburys supermarket. The building has a two storey height, is occupied solely as a library and enjoys a D1 use class.
- 2.2 The site is accessed from Ravensdale Avenue where there is a vehicular access providing two parking spaces, one of which is marked out as a disabled space. The main pedestrian entrance is accommodated on the south façade, adjacent to the car park. A vehicular access road is located adjacent to the west flank elevation of the building which is used for servicing

and deliveries and also provides access to the rear of the commercial premises on the High Road. There are currently 2 Sheffield cycle parking stands positioned on site at the front of the library building; allowing up to 4 cycles to be secured.

2.4 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for subdivision and the part change of use of the existing library (Use Class D1) to provide 154.2 sqm of self-contained office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building.

3.2 As an existing library, the building currently is solely D1 use with a total floorspace of 550 square metres. The proposals seek to reconfigure the existing layout of North Finchley Library; changing the use of 154.2 sqm of existing Library space from D1 to B1 office space. The development would result in the following floorspaces:

- Library floorspace (Use Class D1) – 395.8 square metres
- Office floorspace (Use Class B1) – 154.2 square metres

3.3 Internal alterations to facilitate the change of use would include the erection of full-height partitions and the instalment of a new platform lift to the existing raised internal floor, together with a new accessible WC.

3.4 In order to facilitate the internal reconfiguration and part change of use, minor external alterations are proposed. A new glazed entrance door incorporating new access equipment would be installed along with the provision of a new ramp and steps to the front of the building and a new ramped access towards the rear.

Self Service Opening

3.5 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-sO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.6 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.7 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-5pm	Closed	7am-10pm
Tuesday	9.30am-8pm	2pm-8pm	7am-2pm and 8pm-10pm
Wednesday	Closed	Closed	7am-10pm
Thursday	10.00am-5pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Friday	9.30am-8pm	2pm-5pm	7am-2pm and 5pm-10pm
Saturday	9.30am-5pm	2pm-5pm	7am-2pm
Sunday	Closed	Closed	Closed

4.0 RELEVANT PLANNING HISTORY

4.1 The following applications are considered to be relevant to the consideration of the applications:

- F/04803/13 – Installation of ceramic lettering along façade. Approved subject to conditions: 5 November 2013.
- F/00258/10 – Erection of a buggy shelter in library forecourt. Approved subject to conditions: 3 March 2010.
- C00413 – Extension to existing library to provide workroom accommodation. Approved subject to conditions: 25 October 1965.

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 40 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 2 responses were received, both objecting to the application. A summary of the responses received is set out below.

Objection	Response
The development would result in	Whilst the reconfiguration of the building to

inadequate study space for users who utilise the space for such purposes.	provide the self-contained B1 units would result in the reduction of the overall library floorspace, it has been indicated that some study space would be provided.
With the reduction in staff hours, how will the applicant ensure that trained, paid professionals who are involved in the day to day functioning of the library, have the time to ensure that stock remains relevant to users and have the time to innovate in ways that are beneficial to the local community.	For the purposes of planning assessment, the calibre and aptitude of library staff is not relevant to the consideration of the application.
The proposed changes may negatively impact the most vulnerable library users such as those with mental health issues, disabilities or the very old or very young.	Officers consider that the application on the whole is acceptable and would not result in a disproportionately greater impact on any specific group within the community.
The application is contrary to the Public Libraries and Museums Act 1964 which seeks to protect public libraries.	For the purposes of planning assessment, the application can only be assessed in accordance with the Town and Country Planning Act 1990.

5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

6.1 The existing building which is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 154.2 square metres of office floorspace (Use Class B1) alongside the retention of a 395.8 square metres of library floorspace. Overall, the development would result in the loss of 154.2 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.

- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet’s communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both the London Plan and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the borough’s library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.

- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The site is located within North Finchley Town Centre which is considered to be an appropriate location for the provision of an office, in line with the policy context set out above. The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Design

- 6.12 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.13 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.14 The internal reconfiguration of the existing building would necessitate some minor external alterations consisting of the installation of a new pedestrian entrance door with access control. The proposed door would be of the same design and appearance to the existing opening and officers consider that it would maintain the architectural integrity of the building.

Employment

- 6.12 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.13 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 154 square metres which could support between 12 and 15 full time employees according to HCA employment density figures. The use of the 154 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Transport and Parking

Car Parking

- 6.14 There is a small car park located at the front of the building which comprises of two parking spaces (one marked as disabled and the other a normal car parking space).
- 6.15 In terms of the existing library, the car parking demand for the site is catered for by the existing on street car parking spaces. Given the reduction in library floorspace, the development is not envisaged to create any additional car parking demand and therefore the e
- 6.16 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 220sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking.
- 6.17 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated within the existing car park.
- 6.18 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. The existing car park provides one disabled parking space and one normal parking space. The number of disabled car parking spaces should be reviewed once staff and office personal are known to determine if any additional disabled car parking spaces are required.
- 6.19 An informative is therefore added advising the applicant that the number of disabled spaces should be kept under review and if necessary the additional space to the front of the building should be provided as a disabled space.

Cycle Parking

- 6.20 Table 6.3 of the London Plan sets out that a minimum of 5 cycle parking spaces should be provided with the development. There are currently 2 Sheffield cycle parking stands positioned on site at the front of the library building which allow up to 4 cycles to be secured. Given that there is a shortfall of only 1 space, it is considered appropriate that the usage of the cycle spaces are kept under review and additional spaces provided if necessary.

Servicing and Deliveries

- 6.21 The existing library is serviced by deliveries on Mondays, Tuesdays and Thursdays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.22 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

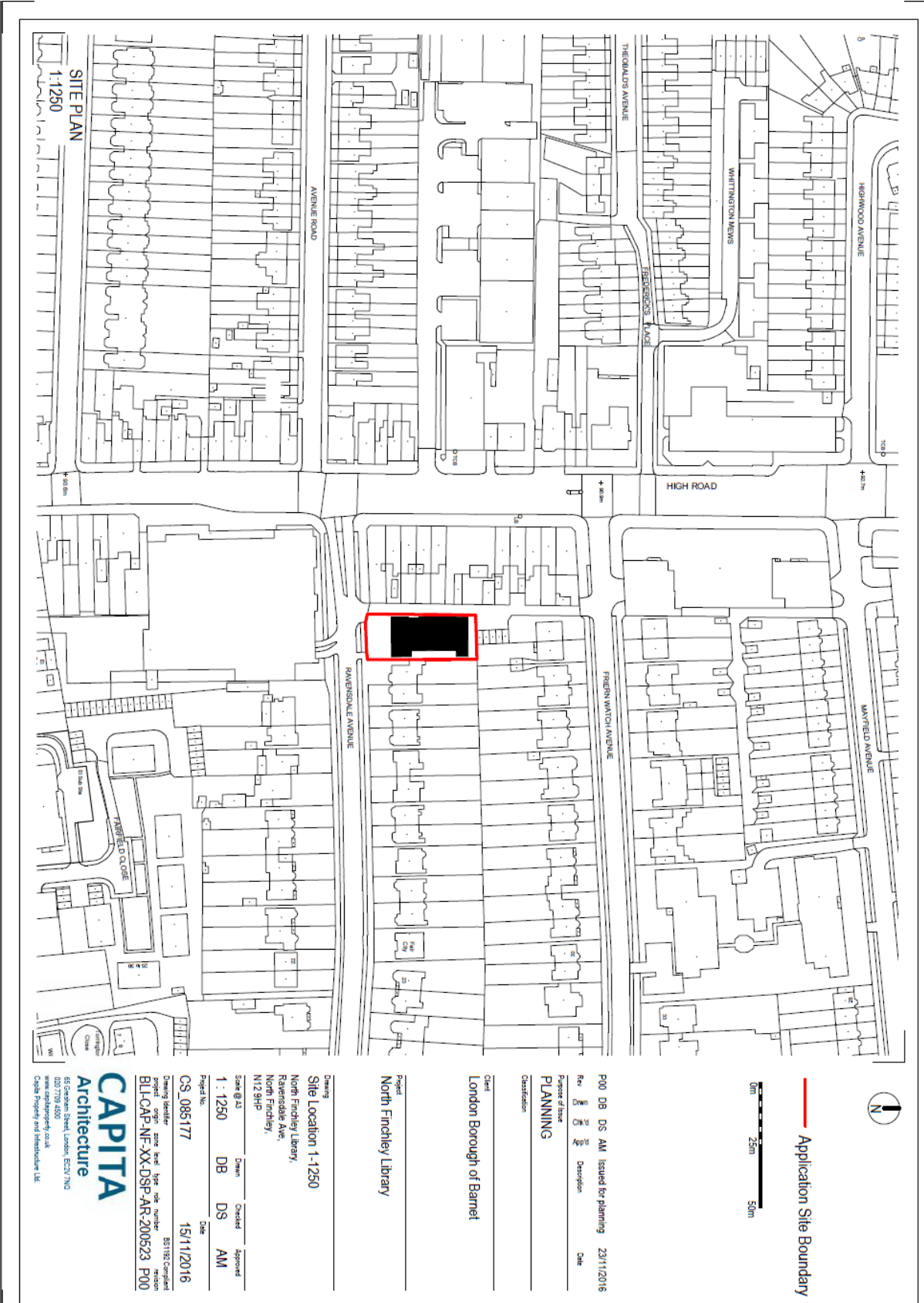
Crime Prevention / Public Safety

- 6.23 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.24 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.25 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour. Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



Application Site Boundary



P00 DB DS AM Issued for planning 23/11/2016
 Rev: 0/1/2/3/4 Description Date

Project Name: PLANNING

Client: London Borough of Barnet

Project: North Finchley Library

Drawings:
 Site Location 1-1250
 North Finchley Library,
 Ravenshoe Ave,
 North Finchley,
 N12 9HP

Scale @	Date	Checked	Approved
1 : 1250	DB	DS	AM

Project No: CS_085177 Date: 15/11/2016

Drawing Number: 15/11/2016
 Project Name: North Finchley Library
 Project No: CS_085177

CAPITA
 Architecture
 66 Gresham Street, London, EC2A 7NF
 020 7799 4500
 www.capita.co.uk
 Capital Planning and Infrastructure, Ltd

APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-MH-XX-DSP-AR-200523 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200522 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200524 Rev P00
- BLI-CAP-MH-XX-DSP-AR-200525 Rev P00
- BLI-CAP-MH-XX-GA-AR-200521 Rev P00
- BLI-CAP-MH-XX-GA-AR-200519 Rev P00
- BLI-CAP-NF-XX-GA-AR-200518 Rev P00
- BL-CAP-XX-GF-DR-L-089730-004 Rev P1

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use

Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.
- 4) The applicant is advised that the number of disabled parking spaces provided within the car park should be kept under review. Should any employees of the proposed office require a disabled parking space then one should be made available within the car park.

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LOCATION: Osidge Library, Brunswick Park Road, London, N11 1EY

REFERENCE: 16/7488/FUL Received: 25/11/2016
Accepted: 25/01/2016

WARD: Brunswick Park Expiry: 20/01/2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 311 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building

APPLICATION SUMMARY

This application relates to a part change of use of library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 99sqm of office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) area being retained within the remaining floorspace.

The development forms part of a wider programme of works relating to the London Borough of Barnet’s library service and it is intended that the change of use to provide B1 self-contained office floorspace would help generate income that would allow the library service to continue operating. Whilst there would be a net reduction in community floorspace – the inclusion of the additional B1 use will actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

Further to the above, the development involves very minor external alterations which would not have a significant impact on the character of the building as such these alterations are considered acceptable. In transport terms the part change of use would result in a reduced trip generation and would not therefore require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR -X -XX -AR-OS –01 Rev A
- BL-CAP-XX-GF-DR-L-089730-002 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-AR -X -XX -AR-OS –01 Rev shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the details of the application, hereby approved, an additional disabled parking space shall be provided within the existing on site car park prior to the first occupation of the B1 unit.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the

application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing Osidge Library building, a purpose built library facility of a two storey height. The building is currently occupied solely as a library and enjoys a D1 use class.
- 2.2 The building is located adjacent to the junction of Brunswick Park Road and Osidge Lane and is set back from the road behind an area of green space which accommodates several trees.
- 2.3 The Library has a pedestrian access point off Brunswick Park Road to the west, directly opposite a zebra crossing. Vehicular access is also gained from Brunswick Park Road, just south of the pedestrian entrance. There is a small car park located at the front of the building which has 4 spaces, including 1 designated Blue Badge Holder bay.

2.4 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

3.1 Permission is sought for the subdivision and part change of use of existing library floorspace (Use Class D1) to provide 99 sqm of self-contained office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building.

3.2 As an existing library, the building currently is solely D1 use with a total floorspace of 401 square metres. The proposals seek to reconfigure the existing layout of Osidge Library; changing the use of 99 sqm of existing Library floorspace from D1 to B1 self-contained office floorspace. The development would result in the following:

- Library floorspace (Use Class D1) – 311 square metres
- Office floorspace (Use Class B1) – 99 square metres

3.3 Internal alterations to facilitate the change of use would include the remodelling of the ground floor to establish new WC's, a community room, work room, book start and staffroom.

3.4 In order to facilitate the internal reconfiguration and part change of use, minor external alterations are also proposed. A new glazed public entrance door would be installed to the west of the existing entrance doors to the front of the building which be linked to access controlled equipment to enable the public to access the library out of normal opening hours.

Self Service Opening

3.5 As part of the proposed development, it is proposed that the operation of the library would be open outside of normal staffed hours through a new Self-service Opening (S-SO) system. During staffed hours, the library would operate as normal with open access to the library through the pedestrian entrance as is currently the case. Outside of these staffed hours, access to the library would be controlled and would be limited to LBB Library members.

3.6 Outside of the staffed hours, access would be provided through secured doors at the entrance/threshold of the library building. To enter the building, library members would use an electronic card that has been issued by the Library Service. The card would be presented to an access control pad and a 4 digit security pin is entered which would validate the library member to enter the building.

3.7 It is proposed that the opening hours of the library would be as follows:

Day	Current Opening Hours	Proposed Staffed Hours	Self Service Hours
Monday	9.30am-5pm	Closed	7am-10pm
Tuesday	9.30am-8pm	2pm-8pm	7am-2pm and 8pm-10pm
Wednesday	9.30am-8pm	9am-12.30pm	7am-9am and 12.30pm-10pm
Thursday	10.00am-5pm	2pm-5pm	7am-2pm and 5pm-10pm
Friday	9.30am-5pm	Closed	7am-10pm
Saturday	9.30am-1pm and 2pm-5pm	2pm-5pm	7am-2pm
Sunday	Closed	Closed	Closed

4.0 RELEVANT PLANNING HISTORY

4.1 There is no recorded planning history relating to the application.

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 39 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation process carried out for this application is considered to have been appropriate for a development of this nature.

5.2 As a result of the consultation 3 responses were received, all objecting to the application. A summary of the responses received is set out below.

Objection	Response
There is limited demand for B1 floorspace across the borough and as such, the use of the subdivided space should be more flexible to allow for it to be used as a separate D1 unit.	No planning permission would be required in order for the subdivided space to be let out as a separate D1 unit. The external and internal alterations to facilitate the subdivision could be carried out without the use of the subdivided space changing to B1, which would only change upon occupation of that floorspace for B1 purposes. Thusly, if the applicant wished to let the space out for a separate D1 use – they could do so subject to it not having previously occupied for as a

	B1 unit. This situation gives the applicant some flexibility with regards to the first tenant of the premises.
The reduction in library floorspace would represent an unacceptable diminishment of a community facility to the detriment of the community.	Whilst there would be a net reduction in library floorspace, the subdivision to provide a B1 unit would generate an income which would ensure that the library could stay open and continue to serve the community. The principle of the loss of community floorspace is discussed fully in paragraphs 6.1-6.8 of this report.

5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways – There is adequate parking provision on site to accommodate any additional parking requirement resulting from the proposed office use

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

6.1 The existing building which is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 99 square metres of office floorspace (Use Class B1) alongside the retention of 311 square metres of library floorspace. Overall, the development would result in the loss of 99 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.

6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London’s growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services

- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.
- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both the London Plan and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the Borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let and the floorspace to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail,

workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.

- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.
- 6.11 The co-location of the office with the retained library would provide a mixed use development making effective use of land resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Design

- 6.12 Core Strategy Policy CS5 states that developments within Barnet should respect local context and the distinctive local character creating places and buildings of high quality design. Developments should address Secure by Design principles whilst being safe, attractive and fully accessible.
- 6.13 Policy DM01 of the Barnet Development Management Policies document states inter alia that all development should represent high quality design and should be based on an understanding of local characteristics.
- 6.14 The internal reconfiguration of the existing building would necessitate some minor external alterations consisting of the installation of a new glazed pedestrian entrance to the west of the existing doors. The proposed door would be of the same design and appearance to the existing opening and officers consider that it would maintain the architectural integrity of the building.

Employment

- 6.15 Whilst the library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, it is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which may arise from the proposed development.
- 6.16 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 99 square metres which could support between 8 and 10 full time employees according to HCA employment density figures. The use of the 99 square metres for a B1 use would therefore result in a more intensive use of the floorspace as otherwise would be the case if it remained as part of the library floorspace.

Transport and Parking

Car Parking

- 6.17 The development site car park has a total of 29 car parking spaces (4 car parking spaces (1 of which is designated for Blue Badge use) located at the front of the building and a further 25 car parking spaces within the car park shared with the Health Centre located at the rear of the building).
- 6.18 The library element of the proposed development will continue to employ 6 staff of which 3 staff will be present every day. For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 220sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. It is therefore clear that parking associated with the B1 unit could be accommodated within the existing car park.
- 6.19 To this end, the Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated within the existing car park.
- 6.20 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. There is currently 1 off street car parking space designated for use by Blue Badge holders located within the car park located at the front of the building. The London Plan requires 2 off street car parking spaces for use by Blue Badge holders. In order to ensure adequate disabled parking is provided, 2 of the existing car parking spaces to the rear of the building should be converted into 1 disabled space and a condition requiring this is attached.

Cycle Parking

- 6.21 Table 6.3 of the London Plan sets out that a minimum of 6 cycle parking spaces should be provided with the development. There are currently no cycle parking spaces on site and as such it is proposed to provide 3 new Sheffield Parking Stands, capable of accommodating 6 cycles to the west of the building. A condition is attached requiring the installation of the spaces prior to occupation and their retention in perpetuity.

Servicing and Deliveries

- 6.22 The existing library is serviced by deliveries on Mondays, Wednesdays and Fridays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.23 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise

similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

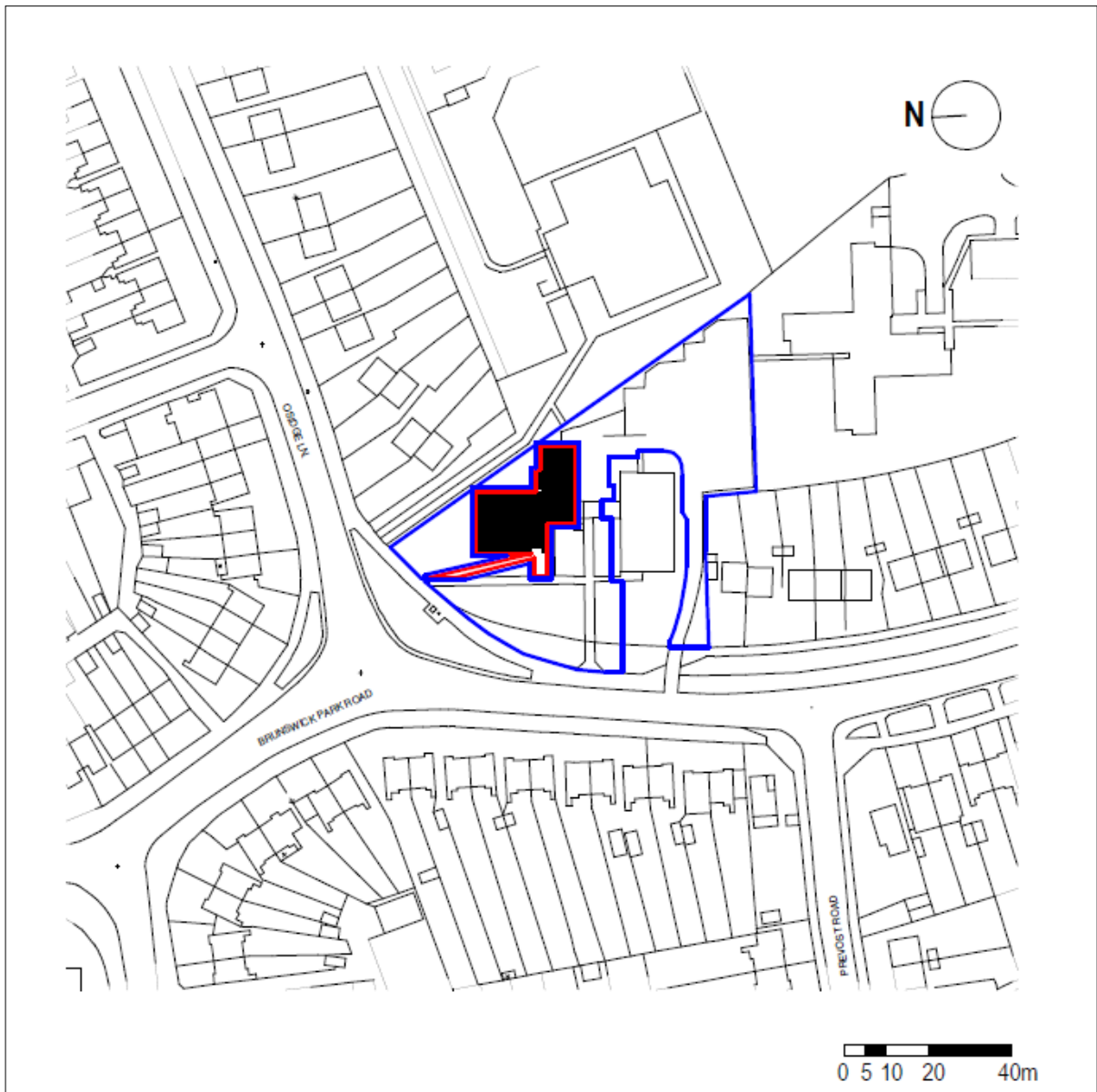
- 6.24 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.25 The Metropolitan Police Designing out Crime officer was consulted on the application and outlines some specific areas which would require attention. These issues relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if they are located in close proximity to each other. It was also outlined that it would be essential for the access control fob to be of a high specification which is resistant to copying.
- 6.26 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV could allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour.

Nevertheless, mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-AR -X -XX -AR-OS –01 Rev A
- BL-CAP-XX-GF-DR-L-089730-002 Rev P1
- CS/089730

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) The cycle parking shown on drawing BLI-AR -X -XX -AR-OS –01 Rev shall be provided prior to the first occupation of the B1 unit and shall thereafter be retained for the perpetuity of the use.

Reason: To ensure that cycle parking facilities are provided in accordance with the minimum standards set out in Policy 6.9 and Table 6.3 of The London Plan (2016) and in the interests of promoting cycling as a mode of transport in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (Adopted) September 2012 and Policy DM17 of Development Management Policies (Adopted) September 2012.

- 7) Notwithstanding the details of the application, hereby approved, an additional disabled parking space shall be provided within the existing on site car park prior to the first occupation of the B1 unit.

Reason: To ensure adequate disabled parking spaces are provided in accordance with Policy CS9 of the Local Plan Core Strategy (adopted September 2012), Policy DM17 of the Local Plan Development Management Policies DPD (adopted September 2012) and 6.1, 6.2 and 6.3 of the London Plan 2015.

- 8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.

- iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
- iv) Approved SBD post boxes to be located within the secure communal lobby areas.
- v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
- vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
- vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
- viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.

LOCATION: South Friern Library, 111 Colney Hatch Lane, London, N10 1HD

REFERENCE: 16/7641/FUL Received: 01.12.2016
Accepted: 01.12.2016

WARD: Coppetts Expiry: 26.01.2017

APPLICANT: London Borough of Barnet Council

PROPOSAL: Part change of use of library (Use Class D1) to provide 132 sqm of office floorspace (Use Class B1).

APPLICATION SUMMARY

The application relates to a part change of use of existing library floorspace (Town and Country Planning (Use Classes) Order, 1987: Class D1) to provide 132 sqm of self-contained office floorspace (Town and Country Planning (Use Classes) Order, 1987: Class B1) with a library retained in the remaining floorspace.

The development is part of a wider programme of works relating to the London Borough of Barnet’s libraries and it is intended that the change of use to provide B1 floorspace would generate income that would allow the library to continue operating. Therefore, whilst there would be a net reduction in community floorspace – the application would actually enable the retention of the community facility and as such it is considered that the part change of use is acceptable in principle.

The development involves very minor external alterations which would not have a significant impact on the character of the building and are considered acceptable. The development would also be acceptable in transport terms as the part change of use would result in a reduced trip generation and would not require the provision of any additional car or cycle parking.

RECOMMENDATION:

APPROVE the application subject to the following conditions:

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-SF-XX-DSP-AR-200517 Rev P00
- BLI-CAP-SF-XX-DSP-AR-200514 Rev P00
- BLI-CAP-SF-XX-DSP-AR-200516 Rev P00

- BLI-CAP-SF-XX-GA-AR-200513 Rev P00
- BLI-CAP-SF-XX-GA-AR-200512 Rev P00

Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

It is recommended that planning permission be granted subject to the conditions and informatives set out in Appendix 2 of this report and any changes to the wording of the conditions considered necessary by the Service Director for Development Management and Building Control.

1.0 MATERIAL CONSIDERATIONS

Introduction

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan is The London Plan and the development plan documents in the Barnet Local Plan. These statutory development plans are the main policy basis for the consideration of this planning application.
- 1.2 Barnet's Local Plan is made up of a suite of documents, including the Core Strategy and Development Management Policies development plan documents. The Core Strategy and Development Management Policies documents were both adopted by the Council in September 2012.
- 1.3 A number of other planning documents, including national planning guidance and supplementary planning guidance and documents are also material to the determination of this application.
- 1.4 More detail on the policy framework relevant to the determination of this development and an appraisal of the proposal against the development plan policies of most relevance to the application is set out in subsequent sections of this report dealing with specific policy and topic areas. This is not repeated here.

National Planning Guidance:

- 1.5 National planning policies are set out in the National Planning Policy Framework (NPPF). This 65 page document was published in March 2012 and it replaces 44 documents, including Planning Policy Guidance Notes, Planning Policy Statements and a range of other national planning guidance. The NPPF is a key part of reforms to make the planning system less complex and more accessible. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The document includes a 'presumption in favour of sustainable development'. This is taken to mean approving applications which are considered to accord with the development plan. In March 2014 the National Planning Practice Guidance was published (online) as a web based resource. This resource provides an additional level of detail and guidance to support the policies set out in the NPPF.

The London Plan

- 1.6 The London Plan (2015) is the development plan in terms of strategic planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The London Plan policies (arranged by chapter) most relevant to the determination of this application are:

Context and Strategy

- Policy 1.1 (Delivering the Strategic Vision and Objectives for London)

London's Places:

- Policy 2.6 (Outer London: Vision and Strategy)
- Policy 2.7 (Outer London: Economy)
- Policy 2.8 (Outer London: Transport)
- Policy 2.15 (Town Centres)

London's People:

- Policy 3.16 (Protection and Enhancement of Social Infrastructure)

London's Economy:

- Policy 4.1 (Developing London's Economy)
- Policy 4.2 (Offices)
- Policy 4.3 (Mixed Use Development and Offices)

London's Transport

- Policy 6.9 (Cycling)
- Policy 6.10 (Walking)
- Policy 6.13 (Parking)

London's Living Places and Spaces

- Policy 7.2 (Inclusive Environment)
- Policy 7.3 (Designing Out Crime)

Barnet Local Plan

- 1.7 The development plan documents in the Barnet Local Plan constitute the development plan in terms of local planning policy for the purposes of the Planning and Compulsory Purchase Act (2004). The relevant documents comprise the Core Strategy and Development Management Policies documents, which were both adopted in September 2012. The Local Plan development plan policies of most relevance to the determination of this application are:

Core Strategy (Adopted 2012):

- Policy CS1 (Barnet's Place Shaping Strategy – Protection, enhancement and consolidated growth – The three strands approach)
- Policy CS5 (Protecting and enhancing Barnet's character to create high quality places)
- Policy CS6 Promoting Barnet's Town Centres
- Policy CS10 (Enabling inclusive and integrated community facilities and uses)
- Policy CS11 (Improving health and well-being in Barnet)
- Policy CS12 (Making Barnet a safer place)

Development Management Policies (Adopted 2012):

- Policy DM01 (Protecting Barnet's character and amenity)
- Policy DM02 (Development standards)
- Policy DM03 (Accessibility and inclusive design)
- Policy DM06 (Barnet's Heritage and Conservation)
- Policy DM11 (Development principles for Barnet's town centres)
- Policy DM13 (Community and education uses)
- Policy DM14 (New and existing employment space)
- Policy DM17 (Travel impact and parking standards)

2.0 SITE DESCRIPTION

- 2.1 The application site comprises the existing South Friern Library, located at ground floor level of a mixed use development comprising mainly residential. Pedestrian access to the library is gained through the main entrance located on Colney Hatch Lane whilst there is also an additional access point to north of the building on Sutton Road.
- 2.2 There is an existing car park to the rear of the building comprising 12 spaces, of which 2 are leased for use by the library. In addition, there is a designated on street Blue Badge holder parking bay located directly outside the site on the B550 Colney Hatch Lane.
- 2.3 The building is not listed and is not located in a conservation area.

3.0 PROPOSED DEVELOPMENT

- 3.1 Permission is sought for the subdivision and part change of use of an existing library (Use Class D1) to provide 132 sqm of office floorspace (Use Class B1) along with associated minor alterations to the external facade of the existing building.
- 3.2 As an existing library, the whole of the building is currently in Use Class D1 with a total floorspace of 403 square metres. The application seeks to subdivide the existing floorspace to provide for a self-contained office use (Use Class B1) with the ability to be let which would result in the following split of floorspaces:
- Library floorspace (Use Class D1) – 271 square metres
 - Office floorspace (Use Class B1) – 132 square metres
- 3.3 As part of the internal reconfiguration, partitions would be erected to separate the new lettable space from existing library use and minor redecorations would be undertaken within the retained library space.
- 3.4 The remaining library space would be operated as a Partnership Library being run by up to 5 of the council's partner's volunteers for a minimum of 15 hours per week.

4.0 RELEVANT PLANNING HISTORY

4.1 The following planning history is considered to be relevant to the consideration of the current application:

- N15252G/08 - Erection of four terraced houses (Amendment to planning permission ref: N15252/06) involving dormer windows to front elevation at second floor level. Approved subject to conditions: 10 June 2008
- N15252E/07 - Submission of details of conditions 5 (Site Enclosure) pursuant to planning permission N15252/06 dated 25-10-2006. Approved: 20 September 2008
- N15252D/07 - Submission of details of condition 17 (a PPG 24 assessment) pursuant to planning permission N15252/06 dated 25-10-2006. Approved@ 27 February 2009
- N15252F/07 - Submission of details of conditions 16 (pollution mitigation measures) and 22 (external lighting) pursuant to planning permission N15252/06 dated 25-10-2006. Approved: 27 February 2009
- N15252C/07 - Submission of details of condition 9 (Hard and Soft Landscaping) pursuant to planning permission N15252/06 and Condition 3 (Details for materials for hard surfaced areas) in part pursuance to planning permission N15252/06 dated 25-10-2006. Approved: 17 October 2007
- N15252C/07 - Submission of details of condition 9 (Hard and Soft Landscaping) pursuant to planning permission N15252/06 and Condition 3 (Details for materials for hard surfaced areas) in part pursuance to planning permission N15252/06 dated 25-10-2006. Approved: 17 October 2007
- N15252B/07 - Submission of details of condition 19 (Desktop Study, Risk Assessment and Proposed Remediation Measures) pursuant to planning permission N15252/06 dated 25-10-2006. Approved: 21 December 2007
- N15252A/07 - Submission of details of conditions 3 (Materials for the external surfaces of the buildings), 6 (refuse storage) and 14 (access ramp) pursuant to planning permission N15252/06 dated 25-10-2006. Approved: 11 September 2007
- N15252/06 - Provision of new South Friern public library with 10 residential units above and 4 terraced houses. Approved subject to conditions: 01 November 2006.

5.0 CONSULTATIONS

5.1 As part of the consultation exercise 91 letters were sent to neighbouring occupiers in November 2016. The application was also publicised via a site notice. The consultation

process carried out for this application is considered to have been appropriate for a development of this nature.

- 5.2 As a result of the consultation no responses were received.
- 5.3 Consultations were also undertaken with internal and external consultees, the responses received are set out below:

LBB Transport and Highways - No objection

LBB Environmental Health – No objection subject to noise limiting condition if any new plant machinery proposed

Metropolitan Police (Crime Prevention Officer) – The co-habitation of the office and library should be carefully considered. Access control to both units should accord with SBD standards. Various other measures should be incorporated to minimise risk to community safety and to minimise the likelihood of anti-social behaviour

6.0 PLANNING CONSIDERATIONS

Principle of Development

Loss of Community Floorspace

- 6.1 The existing building is a purpose built library which is currently occupied solely as a library and enjoys a D1 use class. The application seeks to subdivide the existing facility to provide 132 square metres of self-contained office floorspace (Use Class B1) alongside the retention of a 271 square metre library. The subdivision and part change of use would thus result in the loss of 132 square metres of community floorspace and it is therefore necessary to assess the acceptability of this reduction in the context of London Plan and Barnet Policies.
- 6.2 Policy 3.16 of the London Plan supports the provision and enhancement of social infrastructure to meet the needs of London's growing and diverse population. The policy states that development proposals which provide high quality social infrastructure will be supported and that proposals which would result in the loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision should be resisted. Paragraph 3.87A of the supporting text goes on to state that loss of social infrastructure in areas of defined need may be acceptable if it can be demonstrated that the disposal of assets is part of an agreed programme of social infrastructure re-provision (in health and community safety, for example) to ensure continued delivery of social infrastructure and related services
- 6.3 Policy CS10 of the Barnet Core Strategy states that the Council will work to ensure that community facilities including libraries are provided for Barnet's communities. The Council will support the enhancement and inclusive design of community facilities, ensuring their efficient use, and the provision of multi-purpose community hubs that can provide a range of services to the community at a single accessible location.

- 6.4 Policy DM13 of the Barnet Development Management Policies document states that the loss of a community or education use will only be acceptable in exceptional circumstances where
- i) New community or education use of at least equivalent quality or quantity are provided on the site or at a suitable alternative locations; or
 - ii) There is no demand for continued community or education use, and that the site has been marketed effectively for such use.
- 6.5 Having regard to the policy context set out above, it is clear that both London and Barnet policies seek to protect community facilities. It is important to recognise however that the development as proposed would not result in the complete loss of the community facility which would be retained, albeit within a reduced space. Whilst the physical floorspace of the library would be reduced, a more efficient layout would enable the retained library to offer the same level of service as currently offered.
- 6.6 The applicant has outlined that the borough's library service is under severe financial pressure and the application seeks to avoid closures of libraries by allowing some of the floorspace within the libraries to change to a B1 use which would allow it to let the floorspace and to generate an income. The income generated from the letting of the B1 floorspace would thus allow the library to continue to operate.
- 6.7 As set out in supporting text of London Plan Policy 3.16, loss of social infrastructure may be acceptable if it can be demonstrated that such disposal ensure continued delivery of social infrastructure and related services. It has been outlined by the applicant that without the income generated from the B1 floorspace, the future viability and financial sustainability of the library would be doubtful and closure of the library would be likely.
- 6.8 A balanced judgement therefore has to be made and in this regard officers consider that the partial change of use of the library floorspace is acceptable given that it would enable the library to continue to operate and prevent closure. Given that the development would not involve the loss of the community use and would actually enable the continued use of the library for its intended use, it is considered that there is no conflict with London Plan or Barnet policies.

Provision of Office Floorspace

- 6.9 Policy CS6 of the Barnet Core Strategy states that the council will ensure the efficient use of land and buildings in town centres, encouraging a mix of compatible uses including retail, workspace, leisure and residential. Policy CS8 states that in order to support small to medium sized enterprises, new employment provision should include a range of units' sizes and types, including flexible and affordable workspaces.
- 6.10 Policy DM11 of the Barnet Development Management Policies document states that the council will expect a suitable mix of appropriate uses as part of development within town

centres. It also states that appropriate mixed use redevelopment will be expected to provide re-provision of employment use, residential and community use.

- 6.11 The co-location of the office with the retained library would provide a mixed use development making effective use of town centre resources, in line with the NPPF which seeks to encourage the shared use of existing community facilities with commercial organisations. The provision of the office floorspace in this location is considered to be entirely accordant with policy.

Employment

- 6.12 The application documentation outlines that the retained library would be run as a partnership library and it is expected that the library would be staffed by up to 5 volunteers. There are currently up to 3 staff who operate the library on any given day.
- 6.13 The library is protected as a community facility under policies CS10 and DM13 however for the purpose of planning assessment, is not classified as an employment use. There is therefore no scope to resist the application on the basis of any loss of employment which would arise from the proposed development. The proposed change from a Council run library staffed by full time employees to a partnership library staffed by volunteers is thus outside of the scope of this planning application to assess.
- 6.14 Notwithstanding the absence of a policy requirement for assessment, the office floorspace being provided would equate to 132 square metres which could support between 10 and 13 full time employees according to HCA employment density figures. It is evident therefore that the development would result in a potential overall uplift in employment numbers across the site.

Transport and Parking

Car Parking

- 6.15 There is an existing car park to the rear of the building comprising 12 spaces, of which 2 are leased for use by the library. In addition, there is a designated on street Blue Badge holder parking bay located directly outside the site on the B550 Colney Hatch Lane.
- 6.16 For employment B1 uses, The London Plan states for outer London, 1 car parking space should be provided for every 100 to 600 square metres of gross floorspace. The development proposes to provide 132 sqm of B1 office space and thus the range for car parking spaces is between 0 (lower limit) and 1 (upper limit) car parking. Given that 132 square metres is nearer the lower limit of the 100-600 sqm range, it is considered appropriate that the development does not propose to provide any off street parking.
- 6.17 The existing car parking demand for the library is catered for by the existing on street car parking spaces. It is not envisaged that the development would create any additional car

parking demand with regards to the library and therefore no additional car parking is being provided. The Council's Transport and Highways officers were consulted on the application and were satisfied that the cumulative parking impact of the retained library and the new B1 unit could be accommodated on the surrounding streets.

- 6.18 London Plan policy 6.13 states that disabled parking within workplaces should be provided at a ratio of 1 per disabled employee. There is 1 existing Blue Badge holder car parking space located directly outside the development site, which meets the on street Blue Badge holder requirements set out within The London Plan. An informative is added advising the applicant that the disabled parking requirement should be monitored.

Cycle Parking

- 6.19 Table 6.3 of the London Plan sets out that a minimum of 5 cycle parking spaces should be provided with the development. There are currently 3 Sheffield cycle parking stands positioned on the footway to the north of the development which allow up to 6 cycles to be secured. As such, the proposed development does not propose to provide any additional cycle stands.

Servicing and Deliveries

- 6.20 The existing library is serviced by deliveries on Mondays and Thursdays with deliveries being undertaken before 2pm. The retained library would continue to be serviced through this arrangement which is considered to be acceptable.
- 6.21 The end user of the proposed B1 unit is not yet known and as such the detailed servicing and delivery requirements are not known at this stage. It is assumed that the unit would utilise similar servicing arrangements however it is considered prudent to attach a condition requiring the submission of a servicing and delivery plan for approval prior to the occupation of the B1 unit.

Crime Prevention / Public Safety

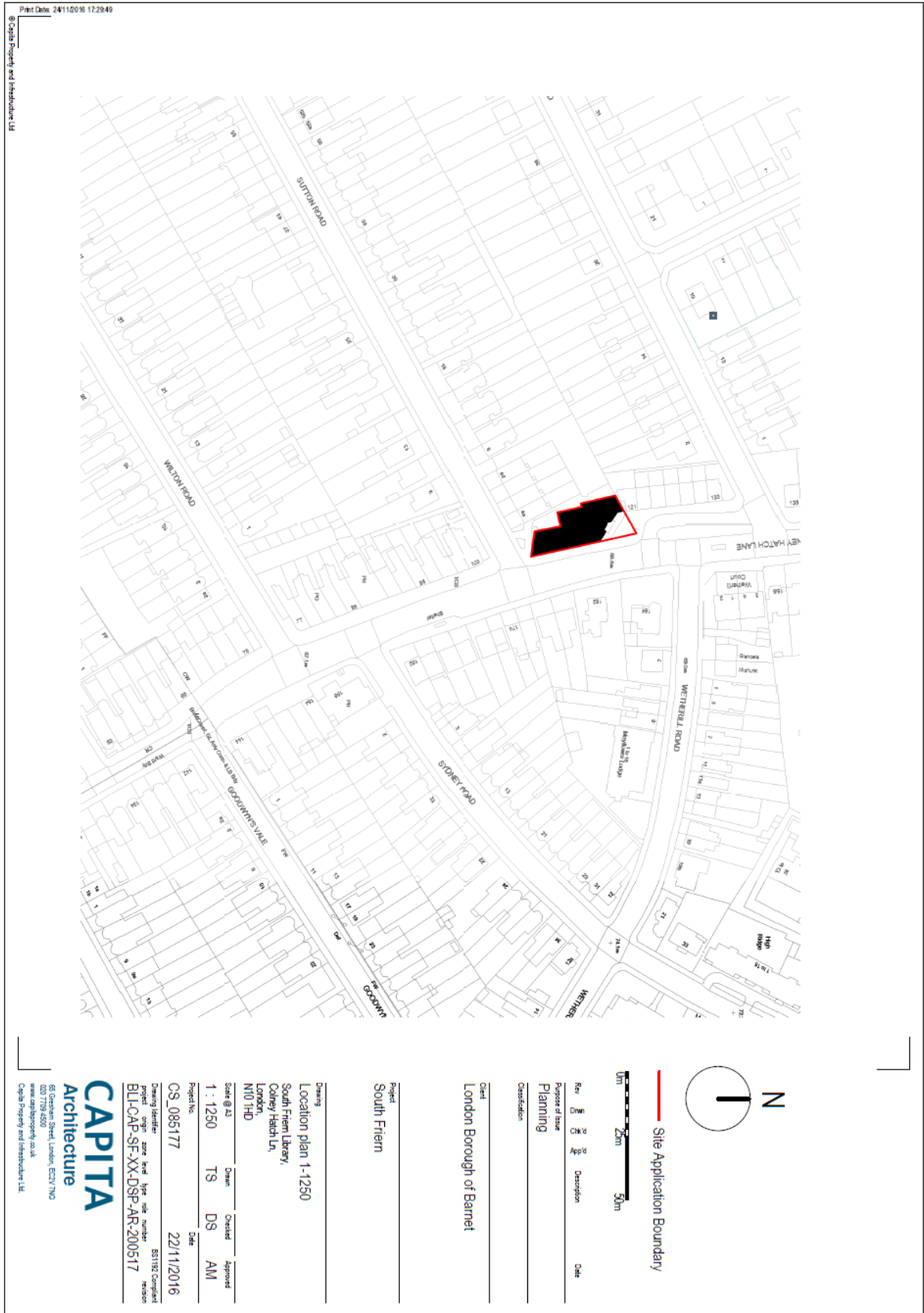
- 6.22 Policy DM02 of the Barnet Development Management Policies document states inter alia that development will be expected to demonstrate compliance with the Secured by Design document.
- 6.23 The Metropolitan Police Designing out Crime officer was consulted on the application and outline some specific areas of concern. These areas of concern relate specifically to the co-habitation of the B1 unit and the library and the need to ensure that access between the units which may compromise the safety of either or both of the units. If not managed carefully, there is potential for shared access points to allow tailgating if there located in close proximity to each other.

- 6.24 In addition, it was outlined that the lack of meaningful site presence, within the libraries other than CCTV would allow the unintended guest to capitalise on the lack of natural surveillance and facilitate possible criminal activity and anti-social behaviour.
- 6.25 Mitigation strategies have been outlined by the Metropolitan Police and it is considered that it is prudent to attach a condition to any planning permission requiring that the scheme adheres to these measures. The condition would require submission certification of SBD accreditation prior to occupation.

7.0 CONCLUSION

- 7.1 In conclusion officers consider that, on balance, the reduction of the community floorspace is acceptable given that it would enable the library to continue to operate. Whilst operating in a unit with a reduced floorspace, a more efficient layout would ensure that the library would be able to offer the same level of the service. The provision of the office and the resultant income generated would secure the long term future of the community facility and as such officers consider that the development would bring benefit to the community.
- 7.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Council to determine any application in accordance with the statutory development plan unless material considerations indicate otherwise. All relevant policies contained within the development plan, as well as other relevant guidance and material considerations, have been carefully considered and taken into account by the Local Planning Authority. It is concluded that the proposed development generally and taken overall accords with the relevant development plan policies. It is therefore considered that there are material planning considerations which justify the grant of planning permission. Accordingly, **APPROVAL** is recommended subject to conditions as set out in Appendix 2 of this report.

APPENDIX 1: Site Location Plan



APPENDIX 2:

Conditions

- 1) This development must be commenced within three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise agreed in writing by the Local Planning Authority:

- BLI-CAP-SF-XX-DSP-AR-200517 Rev P00
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Reason: For the avoidance of doubt and in the interests of proper planning and so as to ensure that the development is carried out fully in accordance with the application as assessed in accordance with policies CS1, CS4, CS5, DM01 and DM02 of the Barnet Local Plan and policy 1.1 of the London Plan.

- 3) Prior to the first occupation of the B1 unit, hereby approved, a Delivery and Servicing Plan (DSP) shall be submitted to and approved by the Local Planning Authority. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: In the interest of highway safety in accordance with London Borough of Barnet's Local Plan Policy CS9 of Core Strategy (September 2012) and Policy DM17 of the Development Management Policies document (September 2012).

- 4) Prior to the first occupation of the development, certification demonstrating compliance with Secured by Design standards (or any superseding accreditation) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interest of community safety in accordance with London Plan Policy 7.3, London Borough of Barnet's Local Plan Policy CS12 of Core Strategy (September 2012) and Policy DM02 Development Management Policies (September 2012).

- 5) The retained library premises shall be used as a library and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order, 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- 6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development otherwise permitted by any of Part 3 of Schedule 2 of that Order shall be carried out in relation to the approved B1 unit following commencement of the use.

Reason: To safeguard the amenities of neighbouring occupiers, and the general locality in accordance with policies DM01 of the Development Management Policies DPD (adopted September 2012).

Informatives

- 1) In accordance with paragraphs 186 and 187 of the NPPF, the Local Planning Authority (LPA) takes a positive and proactive approach to development proposals, focused on solutions. The LPA has produced planning policies and written guidance to assist applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered and the Applicant engaged with this prior to the submissions of this application. The LPA has negotiated with the applicant/agent where necessary during the application process to ensure that the proposed development is in accordance with the Development Plan.
- 2) With regards to Condition 4, the applicant is advised of the following:
- i) Access control system must be via an encrypted fob resistant to being copied easily.
 - ii) Recommended use of LPS 1175 SR2 rated doors for all communal entrance.
 - iii) Were possible to design out double-leaf communal doors, as singles doors (ensure DDA compliant) are more robust and preferable.
 - iv) Approved SBD post boxes to be located within the secure communal lobby areas.
 - v) All internal doors that are to be locked while open to the public should be constructed to a minimum of PAS 24 standard.
 - vi) Utility meters, smart meters are preferred and meters are to be located as close to the communal entrance door as possible i.e. avoid locating meters that require reading by persons within individual rentable units.
 - vii) All locations that utilise CCTV must display suitable information commissioner standards signage. (Data protection act).
 - viii) All IT equipment that is designated for public use should be contained within bespoke furniture constructed to protect it from criminal damage and theft.

In discharging condition 4, the applicant is advised to liaise with Pc Karl Turton (Designing out Crime Officer – Metropolitan Police Service) - tel: 020 8733 3703 email: karl.turton@met.pnn.police.uk

- 3) The applicant is advised that planning permission would be required for the installation of any additional plant machinery required for the new commercial unit.