

TP/08/2244



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Scale 1/1250 Date 10/6/2009

Centre = 531033 E 192415 N

Application Number: TP/08/2244 **Ward:** Palmers Green

Date of Registration: 6th April 2009

Contact: David Warden 3931

Location: TRURO HOUSE, 176, GREEN LANES, LONDON, N13 5UJ

Proposal: Restoration and repair of Truro House as a single family dwelling, conversion of Coach House to a single family dwelling involving demolition of existing workshop and external alterations, together with erection of a total of 25 residential units within 2 buildings, comprising one 2-storey block of 2 self-contained flats and one part 3, part 4-storey block of 23 self-contained flats incorporating accommodation at lower ground and roof levels, balconies and terraces together with provision of associated car parking, erection of gates and pillars, and access to Oakthorpe Road.

Applicant Name & Address:

Luke Comer, Balcrast Properties Ltd
1, Comer House
19, Station Road
Enfield
EN5 1QJ

Agent Name & Address:

Peter Smith, Dr Smith Architect & Planners
45, Buckland Crescent
London
NW3 5DS

Recommendation: That subject to the completion of a section 106 Agreement regarding the restoration of Truro House and future management of the building its curtilage and a financial contribution towards highway works, the Assistant Director (Planning and Environmental Protection) be authorised to **GRANT** planning permission subject to the following conditions:

1. C09 Details of Hard Surfacing
2. C10 Details of Levels
3. C11 Details of Enclosure
4. C14 Details of Access and Junction
5. C16 Private Vehicles Only - Parking Areas
6. C19 Details of Refuse Storage & Recycling Facilities
7. C23 Details of Archaeological Investigation
8. C25 No additional Fenestration
9. C26 Restriction of Use of Extension Roofs
10. C41 Details of External Lighting

11. The development shall not commence until details of all external finishing materials, brickwork, facebond and pointing, large scale joinery details of all windows and doors, large scale details of the new balconies and in respect of the Coach House a detailed schedule of retained and reused features including photographs have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: To ensure a satisfactory external appearance and to protect the special character of the listed building.

12. No development shall take place until a detailed Renewable Energy Report, including consideration of solar, grounds source and biomass energy systems and seeking to achieve a minimum of 20% CO2 reduction overall for Davis House, Oakthorpe House and the Coach House and including detailed external drawings and providing an assessment of any benefits vs. any visual impact has been submitted to and approved in writing by the Local Planning Authority. The system shall be installed in accordance with the approved details prior to the occupation of any of the residential units hereby approved.

Reason: To ensure both an acceptable appearance and that the development contributes to the sustainability objectives of the London Plan (2008).

13. During the period of development, until final completion, no noisy works shall be undertaken on the site outside the following hours:

Monday to Friday 08.00 to 18.00

Saturday 08.00 to 13.00

At no time on Sundays and Bank Holidays

Reason: To ensure the proposed development does not prejudice the amenities of occupiers of nearby premises during its development.

14. a) Prior to the demolition, refurbishment, alteration and extension, all land and building structures associated with the development, and all structures, installations and services including those located underground shall be adequately surveyed to establish the full extent of asbestos containing materials on site. The survey shall incorporate destructive and or intrusive mechanisms to ensure both visible and non-visible materials with a potential to contain asbestos are included.

b) Proposals for the removal, phasing and supervision of asbestos containing materials, all in accordance with current regulations and approved codes of practice and current industry good practice shall be submitted to and approved by the Health and Safety Executive before work commences. The submission shall be in the form of a detailed method statement clearly identifying all relevant factors in accordance with the above and shall be carried out in accordance with the method statement previously approved by the Health and Safety Executive.

Reason: In the interests of public safety.

15. Suitable facilities and methodology for the control of dust generated during development shall be submitted to and approved by the Local Planning Authority prior to the commencement of the development. The approved facilities and methodology shall be provided prior to the commencement of site works and shall be used and maintained during the construction period.

Reason: To safeguard the amenities of the occupiers of nearby premises from dust nuisance during the period of development.

16. No development shall take place until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved in writing by the Local Planning Authority. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed.

Reason: The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and, in order to avoid adverse environmental impact upon the community.

17. No development shall take place until an assessment has been carried out into the potential for disposing of surface water by means of a sustainable drainage (SuDS) scheme, in accordance with the principles of sustainable drainage systems set out in national planning policy guidance and statements, and the results of that assessment have been provided to the local planning authority. The assessment shall take into account the design storm period and intensity; methods to delay and control the surface water discharged from the site; and measures to prevent pollution of the receiving groundwater and/or surface waters.

Reason: To ensure that the proposal would not result in an unacceptable risk of flooding from surface water run-off or create an unacceptable risk of flooding elsewhere.

18. Surface water drainage works shall be carried out in accordance with details that have been submitted to, and approved in writing by, the local planning authority before the development commences. Those details shall include a programme for implementing the works. Where, in the light of the assessment required by the above condition, the local planning authority conclude that a SuDS scheme should be implemented, details of the works shall specify:

- i) a management and maintenance plan, for the lifetime of the development, which shall include the arrangements for adoption by any public authority or statutory undertaker or any other arrangements to secure the operation of the scheme throughout its lifetime; and
- ii) the responsibilities of each party for implementation of the SuDS scheme, together with a timetable for that implementation.

Reason: To ensure implementation and adequate maintenance to ensure that the proposal would not result in an unacceptable risk of flooding from surface water run-off or create an unacceptable risk of flooding elsewhere.

19. Notwithstanding the submitted details, the development shall not commence until revised details showing chimneys to Davis House and Oakthorpe House have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: To ensure a satisfactory external appearance and protect the special character of the listed building.

20. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking or re-enacting that Order with or without modification) development within Schedule 2, Part 1: Classes A to E and Schedule 2, Part 2: Classes A to C shall not be carried on anywhere within the site boundary unless

planning permission for such development has first been granted by the Local Planning Authority.

Reason: To protect the special character of the Listed Building

21. The development shall not commence until a further Tree Report has been provided in accordance with British Standard BS 5837: 2005 (Trees in relation to construction) and other relevant guidance to include updated details on the current condition of the trees on site and works required thereto, a scheme of protection of the trees during the construction process, a scheme to protect the root systems of any trees that would be likely to be adversely affected by the proposed parking area and access road and a schedule for the works to take place. These works shall be carried out in accordance with the approved schedule and details.

Reason: in order to maintain the trees amenity value and health.

22. The development shall not commence until details of trees, shrubs and grass to be planted on the site, including full details of landscaped gardens, additional planting between the New Development and Truro House, climbing plants to the proposed balconies and planting to the retaining structure along the boundary with the New River, have been submitted to and approved in writing by the Local Planning Authority. The planting scheme shall be carried out in accordance with the approved details in the first planting season after completion or occupation of the development whichever is the sooner. Any planting which dies, becomes severely damaged or diseased within five years of planting shall be replaced with new planting in accordance with the approved details.

Reason: To provide a satisfactory appearance, to protect the setting of the listed building and ensure that the development does not prejudice highway safety.

23. Notwithstanding the submitted details, the development shall not commence until revised details of the siting, design and materials of the entrance gates to Oakthorpe Road have been submitted to and approved in writing by the Local Planning Authority. These works shall be carried out in accordance with the approved details before development is occupied or the use commences.

Reason: To ensure that vehicles can stand clear of the public highway so that the development does not prejudice conditions of safety or traffic flow on adjoining highways and in the interests of visual amenity and the character of the listed building

24. The development shall not commence until details of parking and turning facilities to be provided in accordance with the standards adopted by the Local Planning Authority, including the provision of 2 disabled parking spaces, have been submitted to and approved in writing by the Local Planning Authority. The facilities shall be constructed in accordance with the approved details before the development is occupied and shall be maintained for this purpose.

Reason: To ensure that the development complies with Unitary Development Plan Policies and does not prejudice conditions of safety or traffic flow on adjoining highways.

25. Any redundant vehicles crossovers shall be reinstated to the satisfaction of the Local Planning Authority prior to the occupation of any unit hereby approved.

Reason: In the interests of pedestrian safety

26. That development shall not commence on site until a construction methodology has been submitted to and approved in writing by the Local Planning Authority. The construction methodology shall contain: a photographic condition survey of the roads and footways leading to the site, details of construction access and vehicle routing to the site, arrangements for vehicle servicing and turning areas, arrangements for the parking of contractors vehicles, arrangements for wheel cleaning and arrangements for the storage of materials. The development shall then be undertaken in accordance with the approved construction methodology unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the implementation of the development does not lead to damage to the existing roads, prejudice highway safety or the free-flow of traffic on Oakthorpe Road or Green Lanes or adversely affect the New River, and to minimise disruption to neighbouring properties.

27. C51A Time Limited Permission

Site and Surroundings

Truro House is a two storey detached Grade II listed early C19th villa, set in large grounds, with a late C19th stable block to the rear fronting Oakthorpe Road. The entire site including the stable block buildings, falls within the curtilage of the listed building. The listing also includes the front and side boundary walls. Some of the trees within the site are covered by Tree Preservation Orders.

Truro House is situated on the south eastern corner of the junction of Green Lanes with Oakthorpe Road (opposite Southgate Town Hall) with Green Lanes and Oakthorpe Road comprising the western and northern boundaries respectively. To the north of Oakthorpe Road are St Anne's Girls School, a motor sales lot and a number of large premises in a mix of residential and commercial usage. Further along Oakthorpe Road to the east lies a Mosque and Community Centre. The New River forms the southern boundary and is designated a Green Chain, Wildlife Corridor and Site of Nature Conservation whilst Honeysuckle House (a care home) adjoins the eastern boundary.

The house has now been vacant for a number of years and is suffering from water ingress and an associated outbreak of dry rot. It has been the subject of architectural theft and, due to its current circumstances, the house is on English Heritage's Buildings at Risk Register for Greater London.

Vehicular access to the site is from Oakthorpe Road adjacent to the Stable Block.

Proposal

The scheme proposes enabling development within the curtilage of Truro House. The development comprises the refurbishment and reinstatement of significant features of Truro House itself to provide a four bedroom dwelling; the rebuilding and extension of the Coach House to provide a three bedroom dwelling; the erection of a two storey block comprising 2 two bedroom flats referred to as Oakthorpe House; and a part 3 and part 4 storey block including a basement level and with accommodation in the roof incorporating 23 flats comprising 3 x 1-bed, 10 x 2-bed and 10 x 3-bed referred to as Davis House.

Oakthorpe House is located to the south of, and aligned with, the rebuilt and extended Coach House with Davis House sited in the southeast corner and extending across to the centre of the site fronting the New River. Access will be from Oakthorpe Road in the northeastern corner of the site and a total of 27 car parking spaces will be provided.

Relevant Planning Decisions

Truro House was last used as a single dwelling house providing residential accommodation within Use Class C3. A development company who made a number of applications for planning permission and listed building consent at the end of 2000 namely then purchased the property:

LBC/00/0025 – an application for listed building consent in respect of the demolition of the stable block, outbuildings, post war service wing and part of the boundary wall together with internal alterations to Truro House was withdrawn in February 2002 before being considered by Planning Committee. The recommendation was for listed building consent to be refused.

TP/00/1787 – an application for the redevelopment of the south eastern and eastern sections of the site involving the construction of 4 three storey blocks to provide 24 flats together with the construction of an access road onto Oakthorpe Road, provision of associated car parking together with the erection of a car port at side of Truro House with access on to Oakthorpe Road was withdrawn in February 2002. The recommendation was for planning permission to be refused.

TP/01/1465 an application for the conversion of the stable block into self-contained dwelling, garage area and workshop together with the construction of 19 self-contained dwellings in two 2/3 storey blocks with access, parking and ancillary works was withdrawn in February 2002 prior to consideration by Planning Committee.

TP/03/0103 - an application for the erection of a new Nursing Home to provide a mental health facility for 48 residents with 2 guest beds within the curtilage of the site, together with change of use of Truro House into offices and consulting rooms, and conversion of existing Coach House/Stables to move-on accommodation, both associated to the new Nursing Home.

The Planning Committee resolved to grant this application subject to legal agreement. However, this resolution was the subject of a judicial review which quashed the decision. Upon redetermination, planning permission was refused

TP/06/2270 an application for redevelopment to provide a total of 53 residential units, involving conversion and alterations to Coach House to provide a 1 x 3 bed self contained unit with double garage and erection of 3 storey building to provide 51 self contained units (comprising 47x 2 bed and 4 x 1 bed) incorporating accommodation in the roof with dormers on the south, west and east elevations, basement parking for 56 cars and access via Oakthorpe Road, together with external alterations to Truro House (residential unit) and curtilage was refused in March 2007 for the following reasons:

- 1. The proposed development, due to its siting, size, scale, height, bulk and design results in over-bearing and obtrusive form of development which detracts from the setting of the listed building contrary to Policies (I)C1 and (II)C14, (II)C17 and (II)C18 of the Unitary Development Plan.*
- 2. The details submitted in support of the development, as 'enabling development' for the repair of the listed building, does not provide sufficient information to justify the development within the curtilage of a listed building. This, together with the size and scale of the proposed building which would detract from the setting of a listed building, results in the proposal being contrary to English Heritage Policy Statement on Enabling Development and contrary to Policies (I)C1 and (II)C14, (II)C17 and (II)C18 of the Unitary Development Plan.*

3. *The proposed development, by reason of its siting, design, size, height, scale, bulk and density results in an intrusive and discordant form of development and an over-development of the site, which is considered detrimental to the visual amenities and the character and appearance of the surrounding area. This is contrary to Policies (I) GD1, (I) GD2, (II) GD3, (II) H7 and (II) H9 of the Unitary Development Plan.*

4. *The proposed development, due to the substandard access, inadequate on-site turning and parking facilities, would result in conditions prejudicial to the safety and free flow of traffic on the adjoining highways, contrary to Policies (II)GD6, (II)GD7, (II)GD8 and (II)T19 of the Unitary Development Plan.*

5. *The development proposed gives rise to levels of traffic generation, taking into account that associated with other uses along Oakthorpe Road and would be prejudicial to the free flow and conditions of highway safety having regard to Policies (II)GD6, (I)T11 (II) T13 of the Unitary Development Plan.*

An appeal against this refusal was made but before it was heard, discussions with the Applicant were held to establish principles for a revised scheme. Following considerable discussion involving consultation with CAG, it was agreed that a scheme that entailed up to 25 new residential units with a maximum net saleable area of 17,250 ft sq (approximately 1,603 square metres), could receive favourable consideration. On this basis, the appeal was withdrawn and this application submitted

LBC/01/0023 an application for listed building consent for the formation of internal openings in Truro House and associated internal alterations to provide 2 extra bathrooms and WC, 1 extra bedroom and coat and linen cupboards, demolition of external outbuilding to Truro House, formation of external and internal openings to Stable Block to provide 2 bathrooms, WC and clocks and garage and workshop in Stable Extension, involving the removal of glazed courtyard roof, stair and walls was approved in February 2002.

LBC/03/0036 an application for listed building consent for refurbishment, alteration and conversion of Truro House (a Grade 2 Listed Building) into offices and consulting rooms in connection with the erection of a new Nursing Home to provide a mental health facility for 48 residents with 2 guest beds within the curtilage of the site, together with the conversion of existing Coach House/Stables (also Grade 2 Listed) to move-on accommodation linked to the proposed development. Refused February 2005.

LBC/06/0038 an application for listed building consent for internal alterations and external works including repairs to front porch and stairs, removal of external flue and buttress, reinstated shutters, new window and pitched roof over annexe together with enabling works within the curtilage associated with development under ref:TP/06/2270, an appeal against non-determination was lodged but later withdrawn.

LBC/08/0024 an application for listed building consent for restoration and repair of Truro House involving demolition and reconstruction of part of east wall together with internal and external alterations, demolition of former workshop adjoining Coach House (stables) and erection of a total of 25 residential units in 2 buildings within grounds, is the subject of a separate report to committee.

Condition of Listed Building

With regard to the condition of the Grade II listed Truro House, on 1 February 2002 English Heritage served a formal Urgent Works Notice on the then owner of Truro House, requiring that a number of works for the preservation of the building be undertaken immediately. These powers

are confined to urgent works i.e. they are restricted to emergency repairs, for example works to keep a building wind and weatherproof and safe from collapse, or action to prevent vandalism or theft. The steps taken should be the minimum necessary. The Urgent Works have not been carried out and the House continues to deteriorate and be the subject of theft/architectural vandalism. At that time, the owner of Truro House did not have any firm proposals for the future use of the building.

Like-for-like repairs do not normally require listed building consent and there is no reason why the owners should not have undertaken essential works to keep the building weather proof. Consequently in February 2002 English Heritage served an Urgent Works Notice on the development company who owned Truro House. These powers are confined to urgent works i.e. they are restricted to emergency repairs and the steps taken should be the minimum necessary. The owner failed to undertake the urgent works and the house continued to deteriorate.

In April 2003 the Council served a fresh Urgent Works Notice on the new owner of Truro House. The owner failed to undertake the works identified in the Urgent Works Notice so the Council's contractors commenced these works in default in August 2003. Truro House was occupied by squatters in September 2003. The Council's contractors were temporarily withdrawn until the owner regained vacant possession (through an Eviction Order). The Council's contractors returned to site and completed the Urgent Works in January 2004. The Council have commenced the process of seeking to recover this expenditure.

Having taken action to secure the immediate future of Truro House the Council served a Repairs Notice in December 2003 (on both the owner of Truro House itself and the development company who retain ownership of the land on which the stable block is situated) to address the medium term preservation of Truro House. A Repairs Notice is not confined to urgent works and is used where the protracted failure by an owner to keep a listed building in reasonable repair places the building at risk. The Repairs Notice has not been complied with and Truro House continues to deteriorate and continues to experience ongoing incidences of vandalism and theft.

The condition of the stable block continued to deteriorate and became a matter of concern to the Council during 2004 in the light of its condition and the level of security against unauthorised entry. On 22 December 2004 the Council served an Urgent Works Notice in order to safeguard the stable building and to arrest any further deterioration. The Urgent Works notice was not complied with and so the Council's contractors are due to commence these works in default on 26 January 2005.

During a site meeting on Tuesday 23rd January 2007 Council's Conservation Officer found that a painting which formed part of the interior architectural scheme of the ground floor Drawing Room at Truro House has been removed from the building without the benefit of listed building consent.

Consultation

Public

Consultation letters have been issued to 544 neighbouring properties. 6 replies have been received objecting to the application on the following grounds:

Highways

- Increased traffic
- Highway safety, particularly in respect of the nearby schools
- Access location on Oakthorpe Road
- Proximity to traffic lights

- Disruption to rush hour traffic
- Lack of parking
- Combination with traffic and parking problems of other local uses including St. Anne's School, Honeysuckle House, the Shree Darji Pavilian and the Mosque
- Increased pressure on parking since the previous refused application
- Roads are used as a cut through to the North Circular

Other matters

- Impact on the character of the area
- Previous applications were refused
- Planning approvals are changing the face of Palmers Green for the worse including flats and takeaways
- Increased pollution
- Overcrowding of the local area
- Overdevelopment
- Increase in crime
- Impact on quality of life of residents
- Impact on infrastructure, in particular sewerage, which seeps into Ecclesbourne Gardens

In addition, a petition with 23 signatures from residents of Ecclesbourne Gardens has been received objecting to the application on the following grounds:

- The four-storey block will be the highest in the neighbourhood, which will create a visual impact in the midst of an area of low-rise residential properties
- Lack of parking, in particular due to the narrow width of Oakthorpe Road and already insufficient parking provisions. Any shortfall would lead to substantially increased congestion and dangerous driving practices, a major concern is a direct route to the local school used daily by parents dropping off their children at the peak rush hour

External

English Heritage states that specialist staff have considered the information received and do not wish to offer any comments on this occasion, recommending that the application be determined in accordance with national and local policy guidance, and on the basis of the Council's specialist conservation advice. This response was subsequently authorised by the Government Officer for London, on behalf of the Secretary of State.

The Ancient Monuments Society comments that the application may be the last best hope for the building and they do not wish to lodge objections. They welcome, in particular, the return of Truro House itself to single family occupation with the repair of its remarkable interiors and the retention of sufficient curtilage unencumbered by new build for it to retain the sense of a villa in its garden. However, the response goes on to state that Davis House is a hard price to pay - a substantial block of flats ringed by verandas and stopped by an octagon. References to the latter as being somehow akin to a garden building are implausible given its ring of glazing and great size. The Society comments that they would have preferred a more continuous block, better addressing the river. Nevertheless the key consideration is that any "enabling development" be pulled back from Truro House so that there is no competitor in views from Green Lanes and the Town Hall - and that is the case. The response concludes that they presume any consent will follow the guidelines in English Heritage's various publications on Enabling Development - in particular that work on the listed buildings is well advanced before the new build is commenced.

The London and Middlesex Archaeological Society's Historic Buildings & Conservation Committee accepts that there has to be enabling development involved with the restoration and

repair of Truro House together with the conversion of the Coach House but comments that keeping the restoration and repair of the building on hold until the economy improves financially might be appropriate given that the amount of enabling development should be the minimum necessary to secure the restoration of the historic asset and that this amount of development will reduce as the economic situation improves. The response goes on to state that overall, the Committee welcomed the proposal to restore Truro House, which is badly needed, and did not object, in principle, to the extension of the Coach House although the design could be more imaginative given the large flat roof extension. The dummy pitch was not considered appropriate and there were concerns over the blocked gateway. In addition the proposed new gates were considered over ornate, and a simpler design would be more in character. The Oakthorpe House new building was objected to as it would dominate the Coach House and is inappropriate to the setting of the building. Possibly a contrasting architectural style would help to reduce this over-dominance. The scale required is that of outbuildings or a service wing to the main house, in keeping with the existing Coach House. Davis House – the proposed block on the New River – also appeared grossly out of scale and would be severely detrimental to the setting of the main Listed Building. It was noted that it would appear as a 4-storey building from the river, and even though the tree cover makes it difficult to assess the impact at the moment, it was not felt to be an appropriate form of development. The potential development overall therefore appears to be detrimental to the setting of the Listed Building and unacceptable. The Committee would urge the Council to reject this Application and to request and require a revised, more sympathetic scheme.

The Environment Agency has no objection to the scheme, subject to directives relating SUDS and a comment that Thames Water should be consulted as the proposed basement level is within approximately 1 metre of the wall of the New River.

Thames Water expresses concern that after investigation they have identified an inability of the existing waste water infrastructure to accommodate the needs of the application. Whilst they do not seek for permission to be refused, they request a Grampian condition, that development shall not commence until a the approval of a drainage strategy detailing any on and/or off site drainage works and there shall be no discharge until these works have been completed. They state that this condition is necessary to prevent sewage flooding. Directives relating to surface water drainage, the installation of a non-return valve to prevent storm surcharge and that the New River aqueduct is adjacent to the site and special precautions will be required to avoid damage or pollution.

Arriva, who operate the bus service in Palmers Green and the bus garage in Regents Avenue located towards the North Circular express concern regarding the generation of additional traffic and parking, both during construction and once the development is complete. The response states that the area is already subject to heavy traffic and will be more so over the next three years while the A406 North Circular Road is reconstructed. There is a bus lane adjacent to the site on Green Lanes, which is heavily used by frequent bus services. The response expresses concern that parking associated with the development would obstruct the bus lane.

The Metropolitan Police's Crime Prevention Design Advisor does not object to the application but sets out the importance of designing out crime. The response seeks the adoption of Secure by Design principles highlighting the relevant sections. Due to the open nature of the grounds, it is suggested that the entire development benefits from a strong and secure boundary treatment. The response suggests a 1.8 metre high railing with anti scale finials along the boundary with the New River, Honeysuckle House and Green Lanes along with secure controlled access to both vehicular and pedestrian gates.

Internal

The Housing Strategy Team comments that in light of the shortage of family sized accommodation, the size mix of residential units should comprise 50% family sized homes with 3 or more bedrooms. Also, in keeping with the London Plan target, at least 10% of units should be wheelchair accessible or easily adaptable.

The Housing Enabling Team expresses concern regarding the lack of affordable housing provision.

The Head of Cleansing comment that no refuse storage facilities appear to be provided.

The Council's Arboricultural officer does not object to the application but comments that the submitted tree assessment dates back to 1999. Whilst the findings relating to the condition of the trees and the principles relating to retaining the trees are sound, time has moved impacting on the trees on the site. For example a large poplar in the south east corner of the site fell in January 2007 onto the adjacent Honeysuckle House causing substantial damage to the building. Accordingly it may be prudent to initiate a new survey under the principles of BS 5837: 2005 (Trees in relation to construction), which updates BS 5837:1991, which was applied by the Tree Consultancy Group in 1999.

Any response from Economic Development, Education or Place Shaping will be reported at the meeting.

Conservation Advisory Group

The Group has no objection providing there is overall support for the scheme but states some concerns regarding the roof to Davis House with cut aways visible on the New River elevation, the external treatment to the basement, that appropriate weight be given to the impact on the green chain and that comments from The Enfield Society should be taken into account.

The Conservation Officer questions whether the amount of development is above the floor space agreed at pre-application stage and why the repair schedule now allows for exact replicas of lost fireplaces instead of simple replacements to minimise cost.

Questions are also raised regarding the date of the 1999 Arboricultural Survey, whether the trees affecting Truro House are to be removed and whether the structural survey reflects the advice of English Heritage's Structural Engineer.

Comments on each block are provided below

Davis House

Plans largely reflect those at pre-application stage, although they now show railings to all balconies on the north elevation rather than some brickwork ones. Questions are raised over the void areas, which could feasibly be floored over in future affecting floorspace

English Heritage sought a) the block foreshortened by deletion of the octagonal block, which has not been done; b) more planting between the listed building and the new one, which could be covered by condition; and, c) balconies carried around the octagon, which has been done. It is understood English Heritage will be suggesting that the balconies are also carried around the first floor (north elevation, that the arched entrance feature is better architecturally defined and that the roof is articulated (chimneys).

Oakthorpe House

Given it is following a traditional design approach, it should have a chimney stack at roof level.

Coach House

There are changes to the openings. However, as this is a rebuild rather than a conversion that does give opportunity to change and to improve awkward items e.g. staircase access, a large modern picture window in the south elevation first floor etc. The adjacent double garage between the stables and Oakthorpe House appears to have been deleted and replaced by double gates in a high wall. The elevation to Oakthorpe Road is now a double set of entrance gates between stone piers, the question is raised as to whether brick would be more in keeping than stone. The stable extension roof arrangement has changed since pre app - and now has a large area of flat top - this seems a reduction in design quality. English Heritage previously sought a more subservient and sympathetic stable extension, which has not changed and it is understood English Heritage may be suggesting this is reviewed further

Truro House

The works to the house appear to be unchanged from the previous scheme (which was broadly acceptable with regard to the house). The panel above the mantle in the hall appears a different size in the proposed, which will need clarifying.

Finally, a condition or legal agreement will be required to ensure the works to Truro House are secured prior to the enabling development taking place. The response goes on to state that details on the following matters will need to be secured by condition:

- fireplaces and overmantles - various rooms throughout - (except where exact replicas of those lost based on photographic or drawn evidence)
- structural drawing for the drawing room wall reconstruction.
- painting, gilding and grisaille overhaul and the decorative plasterwork (Drawing Room)
- decorative features to be replaced in hall
- damp diagnosis and repair specifications for g/fl dining room and 1st fl stair / lobby, NE bedroom, kitchen and movement to SW bedroom,
- replaced bathroom door, SW bedroom door, Normandy bedroom door (except where exact replicas of those lost based on photographic or drawn evidence)
- reconstructed pulpit or stair
- elevations of new partitions to kitchen and NW bedroom
- works to boundary walls (spec mentions possible reconstruction of new North wall materials for reconstructed wall / facebond and pointing to match original / sample panel
- chimney added and detailed to Davis House and Oakthorpe House materials for the Coach House and large scale joinery details of all windows and doors and a schedule of retained and reused features
- materials for all new development including joinery details, surfacing, landscaping and large scale details of the new balconies

Relevant Policies

London Plan (2008)

- | | |
|-------|--|
| 3A.1 | Increasing Supply of Housing |
| 3A.2 | Borough Housing Targets |
| 3A.3 | Maximising the potential of sites |
| 3A.5 | Housing choice |
| 3A.6 | Quality of new housing provision |
| 3A.8 | Definition of affordable housing |
| 3A.9 | Affordable housing targets |
| 3A.10 | Negotiating affordable housing in individual private residential and mixed-use schemes |
| 3A.11 | Affordable housing thresholds |

3A.17	Addressing the needs of London's diverse population
3C.1	Integrating transport and development
3C.17	Tackling Congestion and Reducing Traffic
3C.21	Improving Conditions for Walking
3C.22	Improving Conditions for Cycling
3C.23	Parking Strategy
3D.14	Biodiversity and Nature Conservation
4A.3	Sustainable Design and Construction
4A.7	Renewable Energy
4A.12	Flooding
4A.13	Flood risk management
4A.14	Sustainable drainage
4A.19	Improving air quality
4B.2	Architectural design
4B.8	Respect the context of local communities
4B.11	London's Built Heritage
4B.12	Heritage Conservation
4B.13	Historic Conservation Led Regeneration
Annex 4	Parking standards

Unitary Development Plan

(I)EN1	Environmental quality
(I)C1	Heritage conservation
(II)C1	Archaeology
(II)C2	Archaeological evaluation
(II)C12	Management of listed buildings
(II)C13	Listed buildings at risk
(II)C14	Repair of buildings at risk
(II)C16	Prejudicial uses in listed buildings
(II)C17	Built development in the curtilage of listed buildings
(II)C18	Use of the grounds of listed buildings
(II)C19	Development within historic landscapes
(II)C20	Management of historic landscapes
(II)C36	Replacement planting
(II)C38	Loss of trees of public amenity value
(II)C39	Replacement of trees
(I)GD1	Regard to Surroundings / Integrated into Local Community
(I)GD2	Quality of Life and Visual Amenity
(II)GD3	Character / Design
(II)GD6	Traffic Generation
(II)GD8	Site Access and Servicing
(II)GD12	Development in Areas at Risk from Flooding
(II)GD13	Increased Risk of Flooding downstream
(II)H6	Range of size and Tenure
(II)H8	Privacy and Overlooking
(II)H9	Amenity Space
(II)T13	Creation or improvement of accesses
(II)T14	Contributions from Developers for Highway Works
(II)T15	Improve, Maintain and Enhance Footways
(II)T16	Adequate access for pedestrians and disabled persons
(II)T19	Needs of cyclists and cycle parking standards
(II)T32	Parking for disabled people
(II)O7	Development of green chains along the New River

- (II)O8 Considering proposals adjacent to the New River
(II)O9 Encouraging developers to contribute to the creation of further green chain links

Local Development Framework - Core Strategy Preferred Options

The Planning and Compulsory Purchase Act 2004 requires the Council to replace the UDP with a Local Development Framework (LDF). The LDF Core Strategy will set out the spatial vision and strategic objectives for the Borough. The Core Strategy is at an early stage in its adoption process. As this continues the weight given to it will grow and the relevant objectives are reported to demonstrate the degree to which the proposals are consistent with the emerging policy direction.

- SO1 Sustainability and Climate Change
SO3 Protect and enhance Enfield's environmental quality;
SO6 High quality, sustainably constructed, new homes to meet the aspirations of local people
SO8 Affordable Housing, Family Homes and Social Mix
SO11 Safer and stronger communities
SO16 Preserve the local distinctiveness
SO17 Safeguard established communities and the quality of the local environment
SO18 Conservation, Listed Buildings and Heritage
SO21 Sustainable Transport

Other Material Considerations

- PPS1 Delivering Sustainable Communities
PPS3 Housing
PPS9 Biodiversity and Geological Conservation
PPG13 Transport
PPG15 Planning and the Historic Environment
PPS25 Flood Risk

English Heritage Policy Statement on Enabling Development and the Conservation of Significant Places (2008)

Analysis

There are a number of key issues raised by this proposal;

- a) the principle of residential development
- b) the principle of development within the curtilage of the listed building
- c) the need for development of the nature and scale currently proposed as 'enabling development'
- d) the design and appearance of the proposed enabling development
- e) the impact of the development on the character and appearance of surrounding area
- f) the impact on amenities of neighbouring properties / premises
- g) the impact of the proposed development on existing trees
- h) traffic generation
- i) highway safety along Oakthorpe Road and nearby highways
- j) the adequacy of parking and servicing arrangements
- k) impact on green chain, wildlife corridor and site of nature conservation

Principle of Residential

The character of the surrounding area is mixed reflecting its varied composition, which includes residential, residential institutions, offices, educational, retail and commercial. It is considered that residential development would be consistent with the character of uses within the surrounding area. The proposal also has the potential to contribute to the housing needs of the Borough in accordance with London Plan Policies 3A.1 – 3A.2. As such, the principle of the proposed development is, subject to the detailed matters below, considered acceptable.

Principle of Development within the Curtilage of the Listed Building

The essential characteristic of late Georgian and Victorian villas, such as Truro House, is their setting in spacious grounds. Truro House is a good example of this having retained this special quality in spite of the intensive C20th development which has transformed the surrounding area. Securing an appropriate use is the key to the long term survival of listed buildings with the most appropriate use normally felt to be that for which the building was originally designed. Clearly, residential use would accord with this objective.

Policy (II)C17 states that new development within the grounds of a listed building will normally be resisted other than for such ancillary development as is reasonably required in conjunction with a suitable use of the listed building. Moreover, Policy (II)C18 seeks to ensure that the curtilage of listed buildings retain their historic form, character and use and where development is permitted, it is in character with the historic design and use of the curtilage and does not result in the curtilage becoming fragmented. This approach also reflects advice contained in Planning Policy Guidance 15 – “Planning and the Historic Environment”. Particular emphasis is placed upon the protection of open landscaped settings, including ‘modest gardens, parks and other open areas forming the whole or the historic curtilage of the buildings of special architectural or historic interest’. Truro House is precisely such a case where this policy should apply.

The application involves development within the curtilage of an important listed building as identified through its inclusion on the Buildings at Risk register. Development of the scale proposed within such a curtilage is clearly contrary to adopted policy and there is a presumption against the approval of such schemes. However, the application is submitted on the basis that it is ‘enabling development’ to find the necessary works to Truro House. Where certain strict tests are met, such applications will receive special consideration and must balance any harm they cause to the character or setting of the listed building with the potentially significant benefits of securing its long-term future.

Enabling Development

English Heritage define ‘enabling development’ as *“development that would be unacceptable in planning terms but for the fact that it would bring public benefits sufficient to justify it being carried out, and which could not otherwise be achieved. The key public benefit to significant places is usually the securing of their long-term future.”*

English Heritage’s policy statement ‘Enabling Development and the Conservation of Significant Places’ establishes a presumption against ‘enabling development’ which does not meet seven criteria, which are :- .

- a) it will not materially harm the heritage values of the place or its setting
- b) it avoids detrimental fragmentation of management of the place
- c) it will secure the long-term future of the place and, where applicable, its continued use for a sympathetic purpose
- d) it is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid
- e) sufficient subsidy is not available from any other source

- f) it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place, and that its form minimises harm to other public interests
- g) the public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies.

There are numerous appeal decisions and a body of case law that demonstrates that English Heritage policy statements are material considerations, which must be taken into account.

Each of the criteria will be assessed within the relevant section below, before a conclusion is drawn on whether the proposal is considered to represent “enabling development”.

Density

The site is within walking distance of the Palmers Green Town Centre to the north, and Green Lanes Local Centre to the south, in an area characterised by mixed-use development. For the purposes of the London Plan density matrix, it is considered the site lies within an urban area. The site is situated in an area designated PTAL 3, indicating comparatively good links to public transportation. In such areas, a density of 200 to 450 habitable rooms per hectare is suggested. Given the predominance of units with more than 3.8 habitable rooms within the vicinity of the site, the matrix further suggests a unit range of 45 to 120 units per hectare, which is the least dense option within PTAL 2-3 Urban. Consequently, an acceptable density would be towards the lower end of the 200 to 450 hrph, at around 250-300 hrph. However, the density of the site will be far more significantly limited by the impact of the buildings on Truro House and the need to retain its open character and gardens.

The proposal, including Truro House itself, is for 3 x 1-bed, 12 x 2-bed, 11 x 3-bed and 1 x 4 bed units, resulting in 93 habitable rooms giving a residential density of 156 hrph (93/0.595 ha) or 45 u/h, which somewhat falls below the range set out in the London Plan. However, advice contained in PPS1 and PPS3, states that a numerical assessment of density must not be the sole test of acceptability: it must also depend on the attainment of appropriate scale and design relative to character and appearance of the surrounding area. In this instance, the scale of development must be the minimum necessary to ensure the future of the listed building, which would take precedence over the efficient use of land encouraged by the London Plan and PPS3. It is considered that the density of the site will be dictated by obtaining an acceptable layout and built form, which is assessed in detail below.

Layout and Scale

The overall layout of the development seeks to take advantage of the fall in ground levels towards the New River: a difference of some 3.5 metres. Oakthorpe House, will be aligned with the rebuilt Coach House. Davis House will be sited fronting the New River where the ground levels mean that, notwithstanding its three storey height, its eaves level will match that of Oakthorpe House, which are in turn, will be slightly below the lowest eaves of Truro House. Davis House, which provides the largest mass of new development, is positioned in the southeast corner of the site to maximise the distance from and the setting of Truro House.

Overall, the siting of each of the three proposed buildings will be over 30 metres from Truro House at their nearest points. In addition, retained and proposed trees provide additional visual separation and the proposed planted balconies aim to soften the impact of Davis House. It is considered, on balance, that if it is necessary to accommodate the amount of development proposed within the curtilage of Truro House, the proposed layout and scale of the buildings would provide for the least impact on Truro House itself and its immediate gardens.

Design and Impact on the Character and Setting of the Listed Building

The Coach House

It is proposed to demolish the Coach House and rebuild a larger block in the same location. Whilst it is recognised that the stables are an important feature, its extremely poor condition means that the costs of restoration would be significant and require a greater amount of enabling development. It is therefore considered that the additional harm from further enabling development would outweigh the benefit of restoration and thus, no objection is raised to its demolition.

The proposed design reflects a traditional approach. English Heritage had previously raised concerns regarding the extent of the proposed 'extensions' and although they have declined to comment on the current proposals, in the light of their previous comments, it is considered that the width of the proposed extensions at 5.5 metres wide, are greater than the width of the stable block building which is only 4.5 metres. Notwithstanding that the 'extensions' are largely single storey, it is considered this would result in an unbalanced and discordant appearance. Whilst these concerns must be balanced with providing an acceptable form of living accommodation, it is considered that the 'extensions' will need to be reduced in width to 4.5 metres and amended plans are being prepared to address this issue. This reduction will also address concerns regarding the appearance of the flat roof element of the 'extension'. However, there remains a discrepancy in the details submitted and clarification has been sought. An update on these matters will be provided at the meeting.

Adjacent to the Coach House is the proposed access which is shown with a double set of entrance gates between stone piers. Concerns have been raised that brick piers would be more sympathetic and the applicant has accepted this alteration. Amended details of the gates will be secured by condition.

Overall, it is considered that the Coach House will provide a sympathetic replacement of the existing stables building and is therefore considered acceptable.

Oakthorpe House

The proposed new building "Oakthorpe House" also follows a traditional design providing a two-storey building under a hipped roof with detailing such as doors, windows and eaves comparable with existing features. A bay feature to the western elevation has been simplified and is now considered to sympathetically relate to a similar feature on Truro House. However, it has been agreed to impose a condition to secure the addition of a chimney stack to improve the overall appearance.

The building is aligned with the western edge of the currently proposed 'extension' to the Coach House. However, this alignment will change in light of the reduction to the extension referred to above. An update on the implications of this alteration will be provided at the meeting.

Concerns have been raised regarding the scale of the building, suggesting that it would be more appropriately designed as a service building or outbuilding to the main house, as well as its potential to dominate the Coach House. However, it is considered that it is not necessary in historic or visual terms to replicate the scale of the Coach House. The proposed building will be approximately 30 metres from Truro House and have subservient eaves and ridge lines. Whilst visually it will provide for a larger building than the extended Coach House, its footprint will be comparable with this building and thus, it will not be overly dominant. In addition, the resulting dwelling would be likely to attract a financial premium, which would serve to limit the overall amount of development within the curtilage.

Overall, therefore, although the proposed building would be a large two storey dwelling in close proximity to the Coach House, it is considered, on balance, having particular regard to the need to provide enabling development, as well as the suitability of the design features, that the proposed building is acceptable.

Davis House

The form of Davis House, as referred to above, seeks to utilise the fall in ground levels to provide a 3 storey development at a level below Truro House itself. The design again follows a traditional form with a hipped roof over the main block and sloped roof pitched to the centre of an octagonal block. The window and header detailing relates well to the other buildings on the site and the vertical alignment of the windows serves to relieve some of the horizontal emphasis of the proposed building. The variation in shape and plane, as well as the proposed landscaped balconies serve to break up its overall mass. It is considered that these features combine to provide for an acceptable treatment to all elevations.

English Heritage previously sought the reduction of the block through the removal of the octagonal block. However, the applicant states that this would make the enabling development unviable.

Comments have been made that the scale of the building will be detrimental to the setting of the main Listed Building and there can be no denying that the proposal would represent a significant presence within the curtilage that will therefore impact upon the character of the listed building. However, taking into account the amount of development required to secure the heritage asset, as well as the design, degree of separation from Truro House itself, the tree screen and ground levels, it is considered on balance, that the proposal is acceptable.

Nevertheless, in recognition of other comments that have been received, a response is awaited in terms of securing an extension of the balconies around the northern elevation and improvements to better architecturally define the entrance arch. An update on these matters will be provided at the meeting.

It is also acknowledged that CAG questioned the future potential for void areas within the development to be filled to provide additional floorspace. However, the presence of double height spaces will in turn attract a premium which serves to limit the amount of enabling development required. It is considered, on balance, that the proposed void areas are acceptable.

The impact on trees on the site will be discussed in more detail below. However, it is considered that the location of proposed buildings and car parking within the curtilage would serve to limit the impact of the loss of trees on the setting of the listed building. Additional planting between Truro House and the proposed building will be secured by condition.

Overall, it is considered that the design of the Davis House responds well to the demand and constraints of the site, screening its most significant impacts from Truro House itself and providing for an acceptable visual appearance. Having regard to all of the above matters, it is considered, on balance, that the proposed building is acceptable.

Truro House

It is proposed that Truro House will be restored in accordance with the submitted details, as closely as possible, to its condition in the early 1990's. The works will include: structural repairs of parts of the east and south east walls; a general overhaul of drainage and roofs including relaying of roof finishes, removal of asbestos and rots; repairs to walls ceilings and floors affected by structural movement; joinery and plasterwork will generally be restored to their original condition after building works are completed; and removed fire surrounds, ornamental mirrors and

parquet floor finishes etc. will be reinstated within the cost limits imposed by English Heritage. The details go on to state that the general aim is to repair and restore items using materials and finishes to match the existing/original designs, with the aim of providing a restored four bedroom house with plumbing, heating etc to modern standards and set in attractive restored gardens.

The Conservation Officer has questioned the use of exact replicas of lost fireplaces instead of simple replacements to minimise cost and the detailing of the panel above the mantel in the hall. However, the applicant confirms that the costs of the replicas reflect those previously agreed with the Council's consultants and the panel, which was covered in a previous scheme, reflects the original and will be restored. Further comments are awaited from the Conservation Officer, which will be reported at the meeting. However, it is understood that the proposed replica fireplaces were proposed instead of traditional salvaged fireplaces, which may themselves have been the previous subject of architectural theft.

The proposed structural works have been the subject of considerable discussion with English Heritage's Structural Engineer. A request has been made for English Heritage to confirm that the current proposals accords with their latest discussions and an update will be provided at the meeting.

It will be necessary to secure the submission of details on a considerable number of matters in response to the comments of the Conservation Officer. In addition, it will be necessary to enter into a S106 agreement to provide certainty that the proposed works to Truro House will be completed prior to the new development taking place. In addition, the guidance from English Heritage on Enabling Development makes it clear that there should be long-term security and maintenance of the heritage asset to ensure that no further need for enabling development arises.

Overall, subject to the requisite legal agreement and details conditions referred to above, it is considered that the proposed works will provide for the appropriate restoration of Truro House and its grounds.

Conclusion on Design and Impact on the Character and Setting of the Listed Building

In conclusion, it is considered that the proposal has been well sited, makes positive use of the levels on the site enabling its form to minimise harm and provides for a high standard of design. In addition, it is considered to be sympathetic to the character of the listed building. The proposal also avoids detrimental fragmentation of the site and with the S106 agreement, would secure the long-term future of Truro House for its original use as a single dwellings house. Enabling development, by its very nature, creates a degree of harm to the heritage asset; what must be considered is whether a proposal harms its material values. In this instance it is considered, on balance, the proposal will not materially harm the heritage values of Truro House or its setting. It should also be noted that the Conservation Advisory Group supports the scheme

Development Appraisal

The primary matters to be considered are the site cost, the development summaries provided by the application and the net saleable floor space proposed.

Site Cost

The English Heritage guide on enabling development provides that the acquisition cost for enabling development purposes should be the market value of the property in its current condition, which may be negative or zero where significant works are required. It advises that the actual price paid should be disregarded if it is based on the hope of obtaining permission for

development contrary to adopted policy. The site cost in respect of this site is listed as approximately £1.68 million. The final value of the Truro House and the Coach House once completed is estimated to be a total of £1 million and approximately £1.8 million will be spent on their restoration, suggesting that the current value of the site is minimal. As such, notwithstanding that holding costs will have been incurred, the site cost is difficult to reconcile.

It is considered that it must be concluded that the site costs provided by the applicant are far greater than the sites true market value. This is a matter of significant concern when considering whether this proposal meets the enabling development tests. Moreover, in this case, the amount of the purchase price paid has a significant impact on the amount of development required to provide for the successful restoration. The guidance provided by English Heritage suggests that this figure be discarded in favour of a nominal sum. However, the difficulty with such an approach in respect of Truro House is that it would do nothing to secure the future of the building. Indeed, the only alternative would be the potentially costly and uncertain process of the Council seeking to compulsorily purchase the site of another, potentially lengthy, delay in resolving the buildings future.

It is considered that the current proposals represent the best means of securing the long term future of Truro House, and to exclude the land value from the enabling development calculations would mean that the scheme would not proceed. Having regard to all of these matters and affording particular weight to the need to provide for the long-term future of Truro House, it is considered, on balance, that the site costs shown are acceptable.

Development Summaries and Net Floor Space

The applicant has provided two development summaries that provide residual valuations for the proposed development. These involve the calculation of the eventual sales values of each of the units and the deduction of all of the development cost, including land, construction, restoration, finance and professional fees. After calculation a residual development profit remains. The summaries provide calculations based upon sales values of the flats at rates of £350/sq ft and £299/sq ft, which is the equivalent of approximately £275,000 and £235,000 for two bedroom units, respectively. Both of the development appraisals provide for a loss by the developer of approximately £32,500 and £975,000, respectively.

The development summaries, however, are each based upon 23 two bedroom and 2 one bedroom units rather than the actual mix proposed on site. This follows the meetings with the developer in January and February 2008, where calculations were agreed to provide for a maximum of 17,250 sq ft of new enabling development. At that time the arrangement of units put forth by the developer was for either 23 two bedroom units at 725 sq ft (67 square metres) each or 19 two bedroom and 6 one bedroom units providing within the same net saleable area. The principle agreed upon was based upon the amount of net saleable floorspace.

The applicant suggests that the proposals now provide 17,840 sq ft of net saleable floorspace, after detailed measurement of the proposed drawings the total net internal areas excluding hallways was approximately 17,800 sq ft. Taking the applicants figure, this is some 590 sq ft above the figure agreed in principle. In addition, the mix of units provides for an additional bedroom in 10 of the units. However, the additional floor space represents only approximately 3% of the agreed figure and whilst 10 of the units provide an additional bedroom they provide for approximately the same total saleable floorspace. Moreover, no account has been made for the fact that these figures were agreed January 2008. As a result they do not reflect some approximately 18 months of reducing house and land prices, with a far more limited reduction in construction costs. The applicant suggests that if the calculations were to be assessed it is likely that a greater amount of enabling development would now be required.

For a means of comparison, whilst there will clearly be some differences in value and specification, the 2 bedroom flats for sale within the new Fairview development to the south of the North Circular Road are currently on the market for approximately £200,000. The area of the units is approximately 700 sq ft providing a price per sq ft of approximately £286, which is approximately 18% below the £350 per sq ft referred to above.

Having regard to all of the above matters, it is considered that the wholesale review of the figures would not be in the best interests of providing for the timely restoration of Truro House. Indeed, as time progresses the building is under greater threat and the costs of repairs is only set to increase whilst, if the current trend continues, the sale prices of the enabling development units may decrease.

Conclusion on development appraisal

It is considered that the proposed development provides for the best reasonable option of securing the long-term future of Truro House as it is considered sufficient subsidy is not available from any other source to provide for the works.

Overall, whilst there are some discrepancies that are explained above, it is considered that the figures reflect the advice and figures previously obtained from specialist consultants. As such, it is considered that the provide an accurate reflection of the enabling development calculation and demonstrate that the minimum amount of development required to secure the future of the heritage asset is proposed.

Conclusion on enabling development

It is acknowledged though the consultation process, that some view this scheme as a hard price to pay for the requisite restoration. However, the proposal must be considered in light of the significant ongoing need to secure the long-term future of Truro House.

Nevertheless, having regard to all of the above factors, it is considered, on balance, that the proposal meets the relevant tests and does represent enabling development. It is considered the public benefit of securing the future of the significant place through this enabling development does outweighs the disbenefits of breaching other planning policies and consequently, this element of the proposal is acceptable.

The remaining planning matters relating to highways, the character and appearance of the surrounding area, the impact on neighbours amenities and other matters are now considered below.

Highway matters

The previous application involving a total of 53 residential units was refused due to issues relating to substandard access, inadequate on-site turning and parking facilities and levels of traffic generation. It will be necessary to consider whether the current proposal has overcome the previous concerns.

Existing Conditions

Oakthorpe Road is a non-classified road with a mixed frontage comprising residential properties, a secondary school (St. Anne's Upper School), a Mosque, and a community centre. Oakthorpe Road has a high level of traffic demand, a significant proportion of which is through traffic using it as a link to and from the North Circular Road. The bridge over the New River, to the east of Truro House, constrains traffic flow to one way working and queuing can take place at certain times.

Waiting restrictions operate on the southern side of Oakthorpe Road (8am and 6.30pm Monday to Saturday) between the junction with Green Lanes and the bridge over the New River. School Keep Clear markings are also in force outside the pedestrian entrance to St Anne's School on the northern side of Oakthorpe Road. Parking to the east of the bridge over the New River is generally fairly light. However, when the Mosque is at its busiest (1200-1400 on a Friday) parking occurs on both sides of the road, restricting traffic flow and causing localised congestion.

Public transport in the vicinity of the site comprises bus routes 121 and 329 which stop on Green Lanes adjacent to Truro House. Other services within walking distance include bus routes 29, 34, 102 and 232. Palmers Green station is approximately 10 minutes walk from the site. The measure of public transport accessibility promoted in the London Plan (PTAL) places the site within Level 3, which is relatively high for an Outer London location

Pedestrian routes between the site and the public transport are reasonable and the all red phase at the junction of Oakthorpe Road and Green Lanes ensures that pedestrians have a safe crossing point. There are no dedicated cycle facilities in the vicinity of the site. However, it is clear that the application site is accessible by a range of means of transport.

Mean of Access

The access from Oakthorpe Road is in a similar location to the previous scheme, opposite St Anne's Catholic High School. This means that there is the potential for a high level of vehicle movements during peak times.

The proposed access is of a width which is adequate to allow for 2 way vehicle passing. However, currently the access is proposed to be gated and although the gates are set back from the footway and opens inwards, there would only be approximately 3.5 metre of clearance. A condition is thus included to increase this.

A further concern relates to sightlines for vehicles exiting the site. Ideally, a distance of 43 metres should be available but due to the road alignment and intervening structures / vegetation, this would be difficult to achieve.

Waiting restrictions between 0800-1830 are in place to the east of the site entrance on the south of Oakthorpe Road although further improvements would be necessary to provide no waiting at any time lines to mitigate the safety concerns, especially given the school opposite the site. Subject to this, a clear 43m along the left side of Oakthorpe Road could be maintained. Visibility for pedestrians is considered acceptable as the entrance will be wide enough to allow good pedestrian visibility (even after reductions), but this should be dropped on both sides to allow for pedestrian and wheelchair/buggy crossing.

Consequently, there will be a requirement for the developer to provide for a road safety improvement scheme to mitigate the direct consequences of the development. This will form part of the S106 agreement and will require the developer to fund additional waiting restrictions and safety signage up to £10k. Given that there is an existing access with very poor visibility that would be improved, it is considered that, on balance, these works will adequately mitigate the proposed additional use of the improved access.

Servicing

The level of servicing traffic generated by the proposed use will comparatively low, with a refuse vehicle likely to be the largest vehicle needing to access the site on a regular basis. Whilst refuse

storage is not shown, given the space available there is scope to achieve an acceptable layout which will be secured through a condition.

Parking

The scheme proposes a total of 27 parking spaces, providing for 100% parking provision. The submitted Transport Assessment indicates that the maximum standard within the London Plan for the development would be 33.5 spaces. However, the site has a relatively high PTAL rating and is close to bus services on Green Lanes and Palmers Green Station. The bays are all accessible although some disabled parking needs to be shown, which can be secured by condition. Concerns have been raised regarding the level of parking and pressures within the surrounding area. However, the provision of additional parking spaces would result in the further erosion of the grounds of the listed building and thus on balance, the number of parking spaces is considered acceptable

To address concerns that some of the bays would affect trees along the boundary with Honeysuckle house, a condition will secure the use of a form of geo-grid to distribute the weight of any vehicle to prevent root compaction and harm to the trees.

Traffic Generation

The previous application was refused on the basis of increased trip generation. However, the current scheme application provides for approximately half of the previous proposal. As such, it is considered that the increased traffic would not be at a level that would give rise to highway safety concerns that would warrant the refusal of this application

Other matters

Concerns have been raised regarding the impact on the adjacent bus land during and after construction. It is considered that a construction management plan will be required and can be secured by condition. Following occupation of the proposed development, it is considered that the existing restrictions and enforcement of the bus lane would be adequate to control any unauthorised parking.

In addition to the matters discussed above, further conditions will be required in respect of details of disabled parking spaces, hard surfacing, levels, enclosure, use of parking areas, refuse collection and cycle parking.

Highways conclusion

Overall, it is considered that the mitigation measures and matters to be resolved by conditions referred to above will, on balance, provide for an acceptable development that makes appropriate provision for access, servicing and car parking having regard to Policies (II)GD6 and (II)GD8 of the Unitary Development Plan, Government advice contained in PPG 13 and The London Plan policy 3C.23.

Impact on the Character and Appearance of the Surrounding Area

It is considered that due to the nature of the site and extent of tree screening much of the proposed development will not be prominent, and often not immediately visible, within the streetscene. The rebuilt and extended Coach House and repairs to Truro House would provide improvements to the streetscene along Oakthorpe Road and the junction with Green Lanes. Oakthorpe House and parts of Davis House may be visible from the north and across the Honeysuckle House car park, but would not appear overly dominant. The greatest external visual

impact will be from Davis House along the New River. However, the building is sited approximately 40 metres from Green Lanes itself and the proposed planted balconies will serve to reduce its bulk. Whilst some concerns remain regarding the potential for the southern elevation to be overly dominant, it is considered, on balance, that its appearance will be acceptable.

Overall, it is considered that the proposal will have an acceptable appearance within the streetscene and from the New River and will not harm the character of the surrounding area.

Impact on Amenities of Neighbouring Premises

Policy (II)H8 seeks to maintain privacy and prevent overlooking in the case of residential development and Appendix A1.7 sets out minimum distances between facing windows. Appendix A1.7 requires a minimum of 25 metres for 2-3 storey buildings and 30 metres for 3-3 storey buildings. Paragraph 13 states that an increased distance will be required in cases where buildings are a greater height. Consideration must also be given to the increased potential for overlooking from the proposed balconies and dormer windows.

On the opposite side of the New River are the residential properties of Ecclesbourne Gardens. However, there is a distance of over 30 metres to the ends of the gardens of these properties and approximately 50 metres to the houses themselves. Having regard to the Council's standards, no adverse effect is considered to arise in terms of loss of light, outlook and privacy (through overlooking) prejudicial to their residential amenity.

To the east is the two-storey Honeysuckle House, a residential care home. Davis House is sited a minimum distance of 18 metres away the nearest part of Honeysuckle House. Appendix A1.6 of the UDP sets out minimum distances between facing residential buildings, for a building of the proposed storey height the minimum distance should be at least 25 metres. However, there are trees retained along this boundary and, moreover, the views would be across the car towards the service end of the building with any windows to habitable rooms set approximately a further 10 metres away. As such, it is not considered this relationship would give rise to an unacceptable degree of overlooking.

To the north on the opposite side of Oakthorpe Road is St Anne's RC School, a car sales premises and 178 Green Lanes whilst to the west on the opposite side of Green Lanes is Palmers Green "Town Hall" and library. The development would not give rise to conditions through loss of light or outlook to any of these properties or uses.

Housing matters

The current housing needs assessment indicates that the overall mix of new housing sought should be as follows: 13% x 1-bed, 37% x 2-bed, 36% x 3-bed and 14% x 4-bed. The mix of the current scheme is as follows: 11% x 1 bed, 44% x 2 bed, 41% x 3 bed and 4% x 4-bed. This indicates a lack of four bedroom units and an overprovision of two bedroom units. Nevertheless, taking into account the affect that 45% of the total would be family sized accommodation, this composition is considered acceptable. Moreover, the unit numbers and sizes have been finely balanced to meet the enabling development requirements.

The adopted standards within the UDP for internal floor areas provides for a minimum of 45 square metres for a one bedroom unit, 57 square metres for two bedroom unit and 80 square metres for 3 bedroom unit. With reference to the standard of residential accommodation being provided, the proposed units meet and often exceed this standards.

In addition, in respect of outlook and privacy of the proposed units, the only areas of concern relate to outlook from the basement units of and potential loss of privacy to the occupiers of Davis

House from the footpath along the New River. However, at its nearest point, the proposed retaining structure along the boundary with the New River will be only 0.8 metres high and at a distance of 4 metres from the south facing windows and this separation will increase to 6 metres as the height of the retaining structure increases to a maximum of 2.5 metres. There is also potential for planting this structure, in accordance with details submitted via condition, which would soften its impact and improve nature conservation along the New River. Overall, it is considered there will be an acceptable outlook from this property. In respect of loss of privacy, it is considered that the views into the properties would be consistent with any form of waterfront living and no objection is raised.

The adopted standards for amenity space provision seek an amount equal to 100% of the gross internal area (GIA) for dwellings, 75% of the GIA for flats with 2 or more bedrooms and 50% provision for flats with one bedroom. Having regard to the internal areas of all of the proposed buildings the communal amenity space provided exceeds the adopted standard and is considered acceptable.

The London Plan seeks to ensure all major developments include at least 10% of the units as wheelchair accessible. Currently no provision is made within the scheme. However, there may be potential that units 2 or 3 of the units on the ground floor could be provided. An update on this matter will be provided at the meeting and, if necessary, could form the subject of a planning condition.

The scheme does not provide any affordable housing, nor has a requirement been made for an education contribution. However, both of these matters would add to the cost of development, which in turn would require a greater number of units and a more significant impact on the character of the listed building. English Heritage's guidance on enabling development states that such requirements should therefore normally be avoided. In this instance, the exceptional circumstances of the case and the delicate balance of the amount of development against the impact on the character of the listed building it is considered that such requirements should not be imposed.

Trees

There are a number of trees within the curtilage of the listed building some of which are the subject of Tree Preservation Orders. To assist the assessment of the proposal in terms of its effect on trees within the site, an arboricultural report has been submitted as part of the application supporting the proposals put forward. As stated above, there are retained and proposed trees providing separation between Truro House and the new development. In addition, trees will be retained around much of the perimeter of the site. However, it is acknowledged that the development will result in the loss of a number of trees in the eastern half of the site. Essentially, these are located within the footprints of the new buildings and part of the parking area. Whilst retention of these trees may have been preferable, the scheme has been designed to minimise tree loss. In order to facilitate an acceptable scheme, this is accepted in conjunction with the proposed landscaping measures. However, to ensure the works to trees remain appropriate, a condition is proposed requiring a revised report to be submitted including a schedule of works to trees.

In addition, the Conservation Officer questioned whether the trees that have had an adverse impact Truro House itself are shown as being removed. Further clarification has been sought on this matter and will be reported at the meeting.

Green Chain

The New River runs along the southern boundary of the application site and is designated a Green Chain, Wildlife Corridor and a Site of Nature Conservation Importance. Policy (II)O6 seeks to promote public access, nature conservation and environmental improvements along this corridor. In particular, the New River is an opportunity to interlink and improve access between open spaces, footpaths, river corridors, not only for the public but also for wildlife.

Although any development will result in a reduction of the natural environment and habitats alongside the New River frontage, there are some concerns regarding the proximity of the proposed development to the New River. However, it is considered that the proposed planted balconies will assist in softening the impact and provide for a suitable transition between built form and the New River. As such, it is considered that the proposal will not prejudice the objectives of the green chain or its status as a wildlife corridor.

Sustainable Design and Construction

Policy 4A.6 of the London Plan (2008) relates to sustainable design and construction seeking to ensure that the design and construction of the proposed development has regard to environmental sustainability issues such as energy and water conservation, renewable energy generation, and efficient resource use. The submitted Sustainability Assessment Form has received a grade of 86%, which is considered acceptable. The submitted form states that a Sustainable Drainage System approach will not be adopted. However, it is not considered that such an approach is required and this view is supported by the Environment Agency. As such, a condition requiring SUDS is proposed.

The applicant states that the new buildings will meet Secure by Design Standards. In addition, a directive is proposed drawing their attention to the comments of the Crime Prevention Design Advisor. The comments relating to enclosure will also be addressed through condition. It should be noted that the secure boundary requested will need to be carefully assessed in respect of any potential impact on Truro House itself.

The applicant has also provided a Sustainable Energy Report, which concludes that it would not be feasible to provide low carbon technology to Truro House itself and the Coach House lacks sufficient south facing roof space for either photovoltaic or solar thermal panels. However, the report recommends a solar hot water installation to Oakthorpe and Davis House. It also states that further reductions can be achieved to the Coach House by using either a communal ground source heating system or biomass boiler. No details of the appearance of the solar thermal additions have been included and there are concerns that the external visual appearance may be incompatible with the buildings location in relation to the listed building. However, there are also concerns regarding the welfare of the trees on the site in respect of excavations necessary for ground source heating. It is considered that between solar thermal, ground source, a biomass boiler or a combination it will be possible to achieve the 20% target for onsite renewables set out within the London Plan. A condition requiring a further report and approval of details is proposed.

Other Matters

Concerns have been raised regarding the adequacy of sewerage infrastructure. Thames Water have confirmed that they have identified an inability of the existing waste water infrastructure to accommodate the needs of the application and a condition is requested that prevents development without first carrying out works in accordance with an approved drainage strategy. It is considered that this will adequately mitigate the impact of the proposed development on waste water infrastructure.

To ensure any proposals for alteration are given appropriate detailed attention, it will be necessary to impose a condition removing permitted development rights for the Coach House

and Truro House, as well as rights for the erection of means of enclosure across the site to prevent the segregation of curtilage.

In addition, as the grounds of the building are likely have remained undisturbed for some considerable time there will be need for a condition requiring the submission of an Archaeological Investigation report.

Conclusion

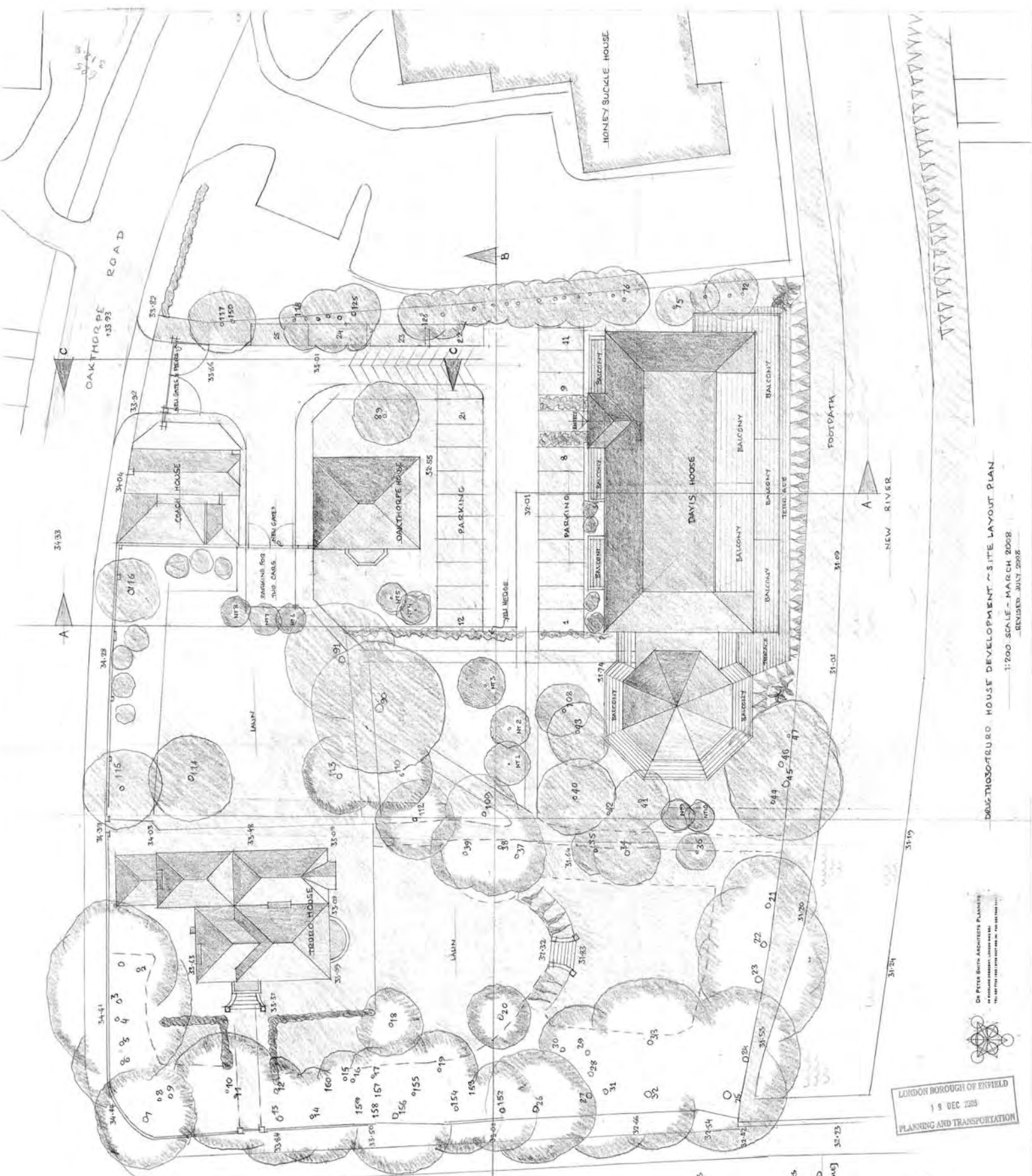
In the light of the above assessment, it is considered, on balance, that the proposed development does fulfil the tests to represent enabling development so that it can be considered an acceptable exception to the presumption against development within the curtilage of a listed building due to the safeguarding of the long-term future and restoration of Truro House. In addition, on balance, it is considered the scheme represents an appropriate form of development for this historic location and it is therefore considered that planning permission should be granted subject a S106 agreement relating restoration of Truro House and future management of the building its curtilage and a financial contribution towards highway works

It is therefore recommended that planning permission is approved for the following reasons:

- 1 The proposed development involving the restoration and refurbishment Truro House, a Grade 2 Listed Building, together with the rebuilding and extension of the Coach House / Stable block and the construction of a two new buildings within the curtilage providing 25 flats as enabling development, would preserve the special architectural and historic interest of the listed property having regard to Policies (I)C1, (II)C13, (II)C16, (II)C17, (II)C18 and (II)C19 of the Unitary development Plan and policies 4B.11, 4B.12 and 4B.13 of the London Plan (2008), as well as the objectives of PPG15 and the English Heritage Policy Statement on Enabling Development and the Conservation of Significant Places (2008).
- 2 The proposed development involving the loss of protected trees on the site and planting of replaces would not detract from the setting of the listed building or the character of the surrounding area having regard to policies (I)C1, (II)C20, (II)C36, (II)C38 and (II)C39 of the Unitary development Plan.
- 3 The proposed development would maintain adequate separation and provide appropriate landscaping along the New River having regard to policies (II)O7, and (II)O9 of the Unitary Development Plan, as well as the objectives of PPS9.
- 4 The proposed development would contribute to increasing the range and quantity of the Borough's housing stock, having regard to policies (I)GD1, (I)GD2, (II)H6 of the Unitary Development Plan, policy 3A.6 of the London Plan (2008), as well as the objectives of PPS1 and PPS3
- 5 The proposed development of would not detract from the character and appearance or the visual amenities of the surrounding area having regard to Policies (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan and Policies 4B.8 of the London Plan (2008), as well as the objectives of PPS1 and PPS3.
- 6 The proposed development would not unduly affect the amenities of adjoining or nearby residential properties having regard to Policies (I)GD1 and (I)GD2 of the Unitary Development Plan, as well as the objectives of PPS1 and PPS3.

7 The proposed development would not prejudice through overlooking or loss of privacy, the amenities enjoyed by neighbouring properties, having regard to Policy (II)H8 of the Unitary Development Plan, as well as the objectives of PPS1 and PPS3.

8 The proposed development including the provision of a road safety improvement scheme to Oakthorpe Road and 27 car off-street parking and secure cycle spaces would not give rise to unacceptable on street parking, volume of traffic, congestion, access or highway safety issues, having regard to Policies (II)GD6, (II)GD8, (II)T13 and (II)T14 as of the Unitary Development Plan, Policy 3C.23 of the London Plan (2008), as well as the objectives of PPG13.



DABOTHO-TEURD HOUSE DEVELOPMENT - SITE LAYOUT PLAN
 1:200 SCALE - MARCH 2008
 REVISED: JULY 2008

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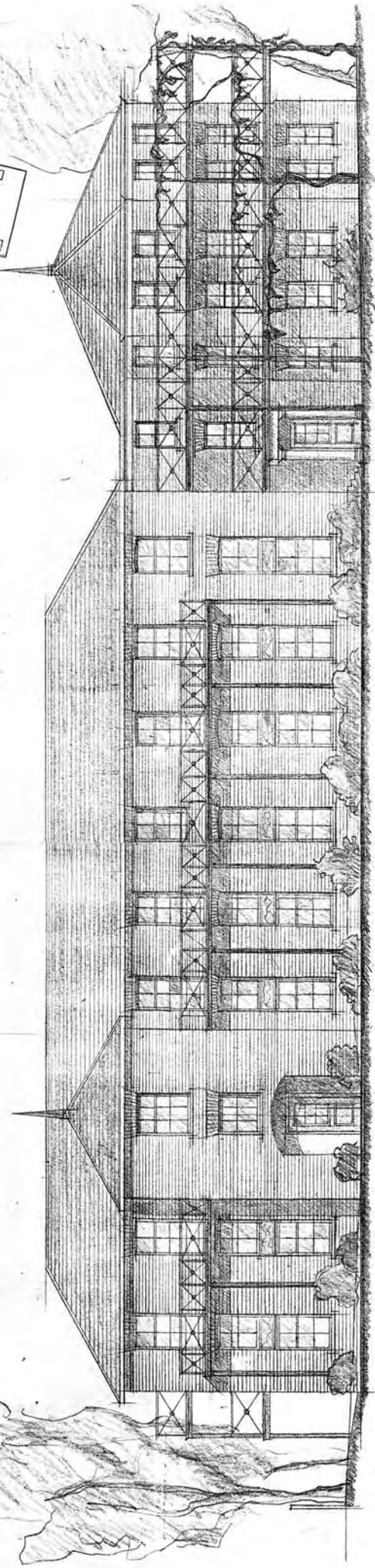


EXISTING DECIDUOUS TREES
 EXISTING CONIFEROUS TREES
 EXISTING TREES DETAINED
 (INGS REFER TO TREE SCHEDULES)
 PROPOSED NEW TREES
 (SEE REFERENCE SHEET)

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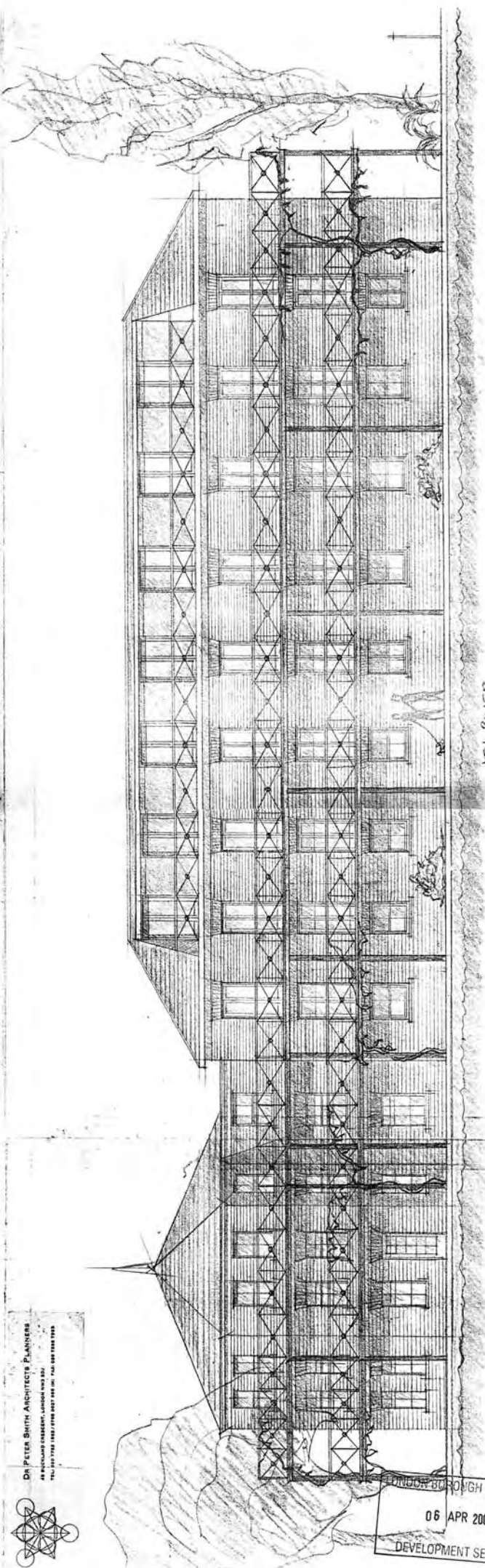
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TRURO HOUSE DEVELOPMENT ~ DAVIS HOUSE ~ NORTH ELEVATION
1:100 SCALE MARCH 2008

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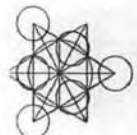
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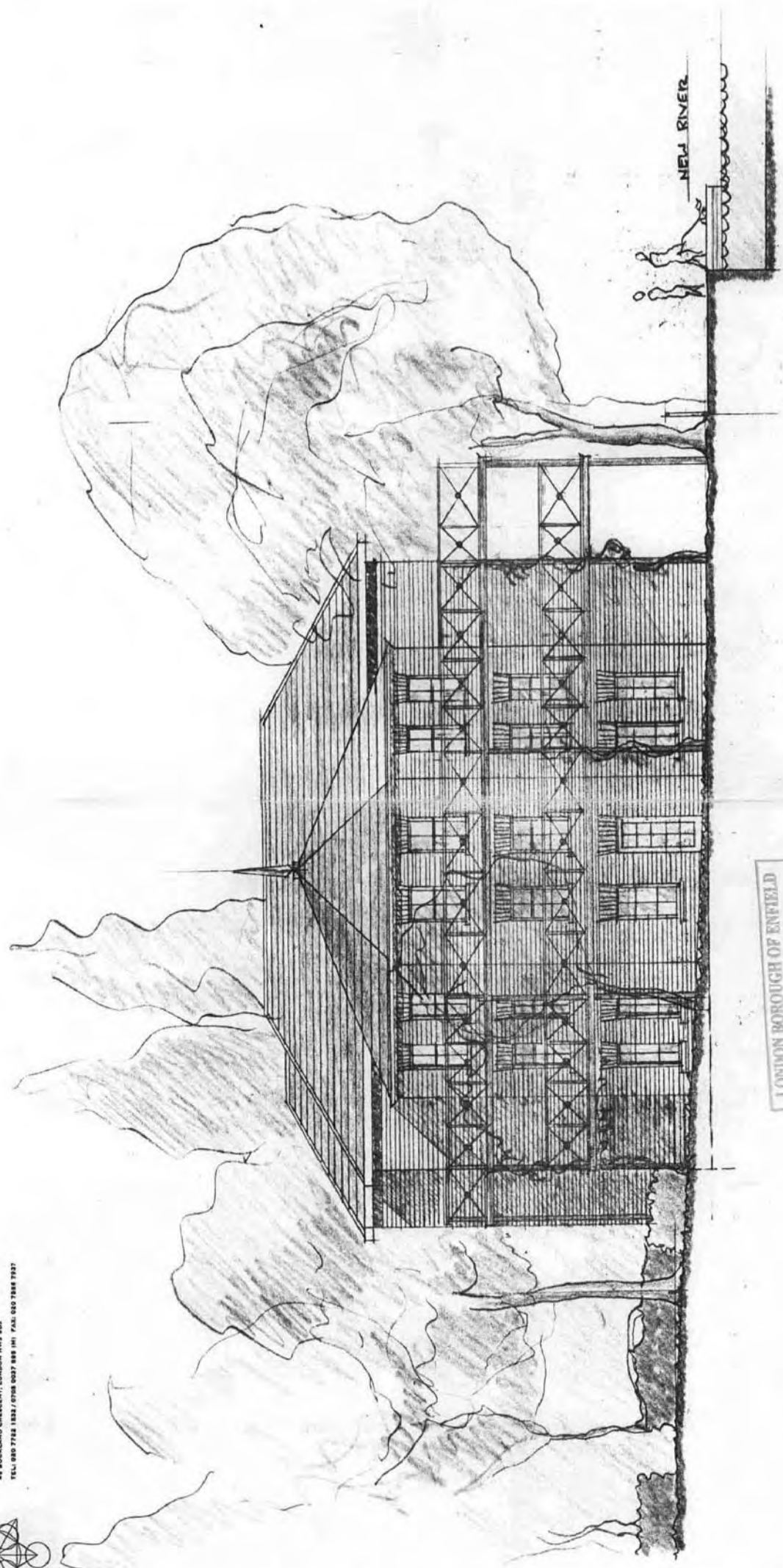
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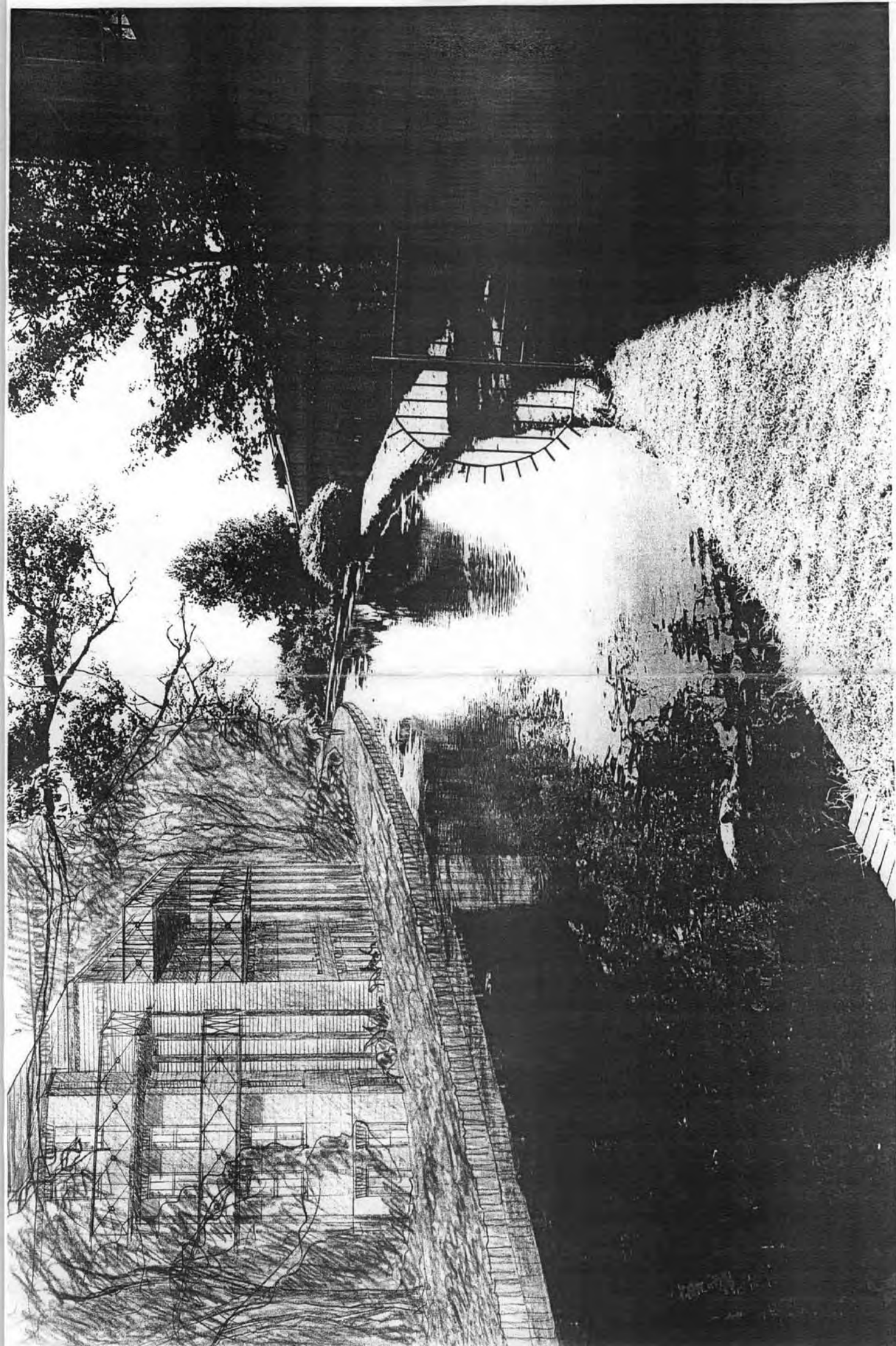


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DRUGHTON39 TRURO HOUSE DEVELOPMENT - DAVIS HOUSE - WEST ELEVATION ~ 1:100 - JULY 2008



DRWG TH 044 TRUSS HOUSE ~ VIEW OF DAVIS HOUSE FROM GREEN LANES BRIDGE OVER NEW RIVER