

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 23rd November 2010

Report of
Assistant Director, Planning &
Environmental Protection

Contact Officer:
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Ward: Turkey
Street

Application Number : TP/10/0002

Category: Dwellings

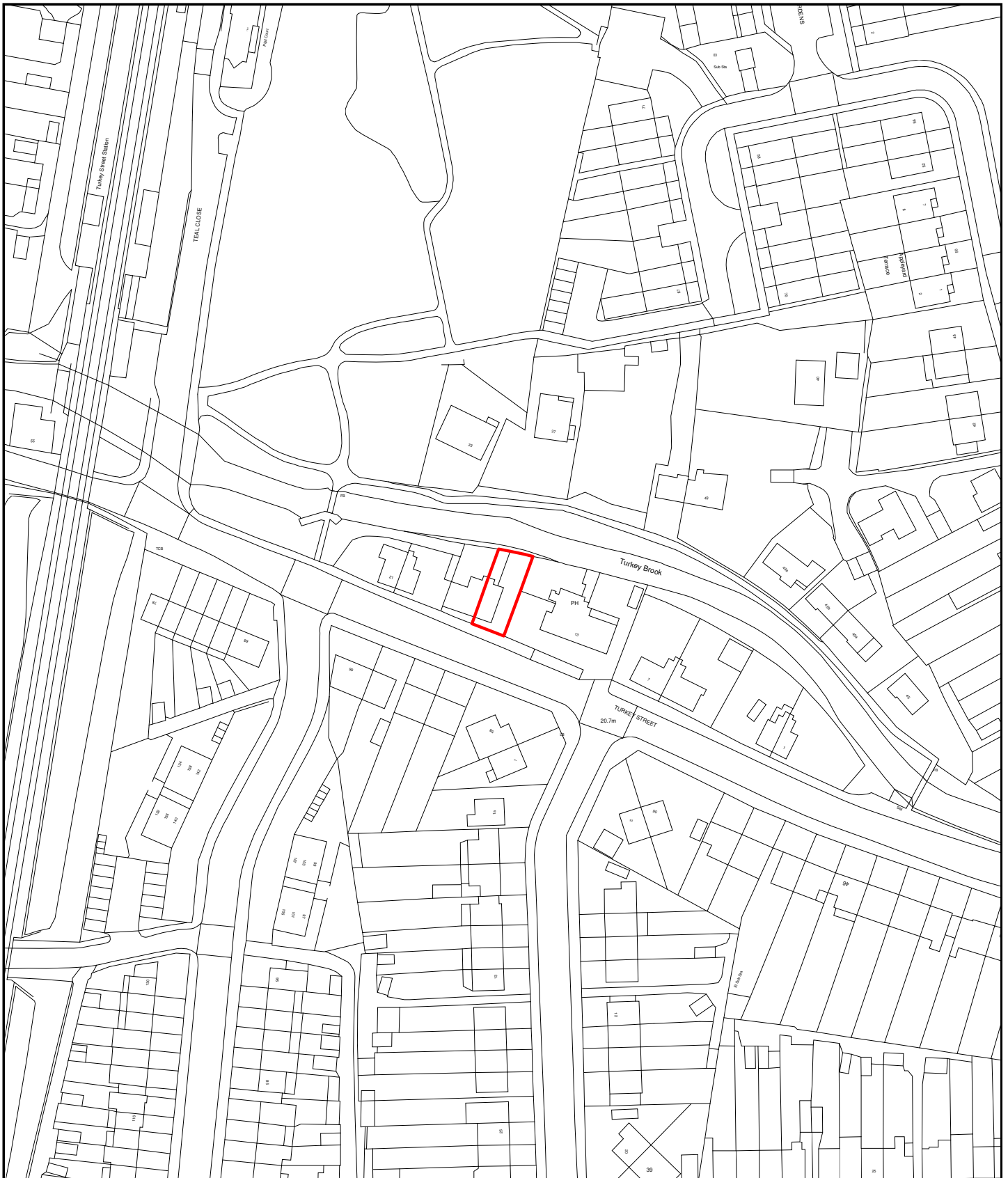
LOCATION: 15, TURKEY STREET, ENFIELD, EN3 5TT

PROPOSAL: Subdivision of site and erection of an end of terrace 2-storey, 2-bed dwellinghouse.

Applicant Name & Address:
Chris Frangoudes
C/O Agent

Agent Name & Address:
Domenico Padalino,
DPA (London) Ltd
3c, Brocket Road
Hoddesdon
Herts
EN11 8NZ

RECOMMENDATION:
That planning permission be **REFUSED**.



Development Control



Scale - 1:1250
Time of plot: 11:45

Date of plot: 05/11/2010

1. Site and Surroundings

- 1.1 The application site comprises of a 2-storey semi-detached dwelling located on the northern side of Turkey Street, between the road and Turkey Brook which forms the rear boundary of the site.
- 1.2 The site sits within the Turkey Street Conservation Area and is covered by an Article 4(2) Direction. The dwelling is not listed.
- 1.3 To the east is the sole non-residential building in this small Conservation Area, The Turkey Public House.
- 1.4 The adjoining semi, No.17 has an unfortunate single storey side extension that was used for some time as a shop. Planning permission was granted for a first floor addition and the conversion of the unit into a 1-bed dwelling in 2008 (TP/08/1332).

2. Proposal

- 2.1 Permission is sought for the subdivision of site and the erection of an end of terrace 2-storey, 2-bed dwelling house.
- 2.2 The proposed ground floor element will contain the living room, kitchen, store room and bathroom. This element will be approximately 4m wide at the front, 2.3m wide at the rear of the bathroom extension, and 12.3m deep along the boundary with the public house. It will also be recessed 0.3m behind the front building line of the existing dwelling.
- 2.3 Fenestration for the ground floor will comprise of the entrance door (with canopy over) and one window on the south (front) elevation, one window on the north elevation serving the window, and an external door and window on the western elevation of the bathroom extension.
- 2.4 The first floor will contain the two bedrooms. Fenestration will consist of one window each for the front and rear elevations.

3. Relevant Planning Decisions

- 3.1 There is no history relating to this site. However, the following applications at No.17A are considered relevant:
 - TP/08/1332 - Conversion of vacant retail premises into a 1-bed single dwelling involving construction of first floor. – granted with conditions in October 2008
 - TP/09/0087 - Installation of new front entrance door with canopy, removal of UPVC ground/first floor front windows and replace with timber sash windows to front elevation (PART RETROSPECTIVE). – granted with conditions in July 2009
 - TP/09/1387 - Single storey rear extension. – granted with conditions in May 2010.

4. Consultations

4.1 Statutory and non-statutory consultees

- 4.1.1 Traffic and Transportation raise no objections although advise that the dropped kerb will need to be reinstated to enable on street parking outside the property.
- 4.1.2 The Environment Agency advises that they do not object providing that conditions were imposed to:
- Secure finished floor levels; and
 - To secure a scheme for the provision and management of a vegetated buffer zone alongside the Turkey Brook.

4.2 Conservation Advisory Group (CAG)

4.2.1 The Group objects for the following reasons:

- Loss of spaciousness and openness around the building which is characteristic of the area.
- Would appear as an overly large house against the diminutive scale of the existing cottages (identified in CA Character Appraisal).
- Poor and inappropriate detail (fenestration and Georgian style porch).

4.3 Public

- 4.3.1 Consultation letters have been sent to 6 neighbouring properties. In addition, notice has been displayed at the site and published in the local press. No comments have been received.

5. Relevant Policy

5.1 Local Development Framework: Core Strategy:

At the meeting of the full Council on 10th November 2010, the Core Strategy of the Local Development Framework was approved. The document and the policies contained therein, are now material considerations to be taken into account when considering the acceptability of development proposals. The following are of relevance:

- CP2 Housing supply and locations for new homes
- CP4 Housing Quality
- CP5 Housing Types
- CP20 Sustainable Energy Use and Energy Infra structure
- CP21 Delivering Sustainable water supply drainage and sewerage
- CP30 Maintaining and Improving the Quality of the Built and Open Environment
- CP31 Historic Environment

5.2 Saved UDP Policies

After the adoption of the Core Strategy, a number of UDP policies are retained as material considerations pending the emergence of new and updates policies and development standards within the Development Management Document. The following are of relevance

(II)GD3	Design & Character
(II)GD6	Traffic generation
(II)GD8	Site access and servicing
(II)H8	Privacy
(II)H9	Amenity space
(II)H11	Loss of garage courts
(II)H15	Dormers
(II)C30	New buildings adjacent to Conservation Areas complement Character of Area
(II)EN11	Maintenance and enhancement of wildlife corridors
(II)EN12	Encourage conservation of wildlife habitats
(II)C18	To retain the curtilage of buildings of historic interest
(II)C27	Buildings or groups of buildings within conservation areas are retained and setting protected
(II)C28	Developments in Conservations Areas
(II)C30	Development within or adjacent to a Conservation Area
(II)C35	Tree Preservation Orders
(II)C38	Resist developments that entail loss of trees of public amenity
(II)C36	Replacement Planting
(II)T13	Creation or improvement of access
(II)T14	Contribution from developers for highway works
(II)T16	Adequate Access for pedestrians and disabled persons
(II) T19	Provision for Cyclists

5.3 London Plan

Policy 2A.1	Sustainability Criteria
Policy 3A.1	Increasing London's housing supply
Policy 3A.2	Boroughs housing target
Policy 3A.3	Maximising the potential of sites
Policy 3A.5	Housing choice
Policy 3A.6	Quality of new housing provision
Policy 3C.23	Parking Strategy
Policy 4A.3	Sustainable design and construction
Policy 4B.1	Design Principles for a compact city
Policy 4B.8	Respect local context and communities
Policy 4B.11	London's built heritage
Policy 4B.12	Heritage conservation

5.4 Other Relevant Considerations

PPS1	Delivering Sustainable Development
PPS3	Housing
PPS5	Planning and the Historic Environment
PPS9	Biodiversity
PPG13	Transport
PPG 24	Noise

6. Analysis

6.1 Principle

6.1.1 The Turkey Street Conservation Area Character Appraisal (the Character Appraisal) identifies two sets of buildings contributing to the character of the Conservation Area, Nos. 1-7 and 15-21 (odd).

6.1.2 The provision of additional housing is acceptable in principle as it would accord with local, regional and national guidance. The principle must be weighed however, against policies and guidance which seek to protect the character of the surrounding conservation area and residential amenity.

6.1.3 It should also be noted that recent change to guidance within PPS3: Housing excludes residential gardens from the definition of 'brownfield' sites. This does not however, preclude such land from future development as each proposal must still be weighed against all of the relevant planning considerations.

6.2 Impact on Character of Surrounding Area / Conservation Area

6.2.1 PPS1 advises that Local Planning Authorities should not attempt to impose architectural styles or particular tastes, and that design policies should concentrate on guiding factors such as the layout of the new development in relation to neighbouring buildings.

6.2.2 PPS3 advises that when assessing design quality, the development should be laid out so that: the space is used efficiently, is safe, accessible and user friendly; it provides for access to private outdoor space; and it integrates and compliments neighbouring buildings and the local area more generally in terms of scale, density, layout and access (para.16). At paragraph 49, the advice is that successful intensification needs not mean low quality accommodation with inappropriate space.

6.2.3 PPS5 advises at Policy HE9.5 that not all elements of a Conservation Area will necessarily contribute to its significance. When considering proposals, local planning authorities should take into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole. Where an element does not positively contribute to its significance, local planning authorities should take into account the desirability of enhancing or better revealing the significance of the Conservation Area, including, where appropriate, through development of that element. This should be seen as part of the process of place-shaping.

6.2.4 It is also advised within PPS5 that local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use. It also advises that when considering applications for development that affect the setting of a heritage asset, local planning

authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any such harm against the wider benefits of the application.

- 6.2.5 The Character Appraisal states that the “Overlarge and/or inappropriate extensions have also been permitted. In an area whose special interest depends largely upon the modest, original character of unlisted buildings, such accretive ‘permitted’ alterations are particularly erosive”.
- 6.2.6 The Design & Access Statement submitted in support of the planning application states that the site is “currently under developed...[and that] government targets are currently not being met, which allows these sites to be developed for the purposes of providing good residential units for smaller families”.
- 6.2.7 There is no presumption in favour of development of such land because as stated above, PPS3 excludes garden land (albeit the application site is paved over) from the definition of ‘brownfield sites’. The utilisation of the land to the side and rear of an existing dwelling to provide an additional dwelling would only be considered acceptable if there was sufficient space around the proposed and existing dwellings to provide a setting within the street and to provide for sufficient amenity space. In relation to historic buildings, the land surrounding it contributes to the character and setting of the building and the development of such land would therefore potentially diminish the special interest of the building. It is considered that the proposed subdivision of the site will result in the fragmentation of its historic curtilage to the detriment of the original dwelling and its setting.
- 6.2.8 The dwelling, whilst of a similar sized frontage to that of No.15, would be built up to the common boundary with the public house, thereby occupying all of the space to the side. This would again be similar to the development at 17A but as discussed above, the starting point for that development differs. One of the characteristics of the current dwelling is the open spacious gap to the common boundary with the public house albeit behind a high boundary wall. In addition, in this instance, the historic curtilage will be subdivided and with the side garden/ space to the side forming an integral part of the dwelling of recognised historic value, its character and setting are further compromised
- 6.2.9 With regards to amenity space provision, dwelling houses should make provision for an area equivalent to 100% of the gross internal area (GIA) of the dwelling or 60sqm, whichever is the greater. In addition, amenity space helps to provide a visual setting for the dwelling in the general street scene. The proposed GIA is electronically measured at 52.82sqm (submitted documentation states 51.7sqm) and the proposed amenity space is electronically measured to be approximately 26.1sqm (submitted documentation states 34.1sqm), thus providing a ratio of 50%. Should the submitted figures be used, this would equate to a ration of 66%. Both sets of figures demonstrate that the proposed level of amenity space provision falls considerably below adopted standards and would therefore not be acceptable.
- 6.2.10 The resulting amenity space provision for the existing dwelling must also be assessed, as it would be unacceptable to compromise provision or quality for

the existing occupiers. Approximately 26sqm of amenity space will be retained for the existing dwelling, which has a GIA (electronically measured) of 58.26sqm (submitted documentation states 57.2sqm). The proposed level of amenity space for the existing dwelling would not meet with adopted minimum standards.

- 6.2.11 Notwithstanding the above, a potential justification for the scheme is that the proposed dwelling will mirror that at No.17A. Whilst this is correct, the starting point for that development differs in that the site was previously occupied, albeit by a particularly unattractive single storey side extension that had been used as a retail unit. Whilst it may have been preferable for that shop extension to have been removed completely, the footprint was already in situ and the addition of the first floor extension improved the appearance of that building.
- 6.2.12 In addition, whilst it would have been more preferable for the ridge height to have been subservient to the existing dwelling thereby emphasising the dominance and importance of that original building, it would be difficult to resist the ridge height as proposed because it would be similar to the height of the development at 17A.
- 6.2.13 The detailing of the windows on the front elevation of the three existing dwellings is a mismatch, a result of permitted development that could be carried out until the recent Article 4(2) Direction. Although the proposed windows do not match those on the existing dwelling at No.15, they do match the style of windows at No.17A. It could again be argued that the proposed windows would re-balance the small group of houses. In addition, the porch is a feature of the existing three dwellings and it is considered that it would be difficult to resist this element.
- 6.2.14 Nevertheless, on balance, it is considered that these mitigating factors do not outweigh the fundamental harm to the character and appearance of the Conservation Area through the loss of this space to the side of the property. It is considered therefore that the proposal would not meet the test of making a positive contribution to the character and local distinctiveness of the historic environment that

6.3 Impact on Neighbouring Properties

- 6.3.1 In terms of facing windows, the nearest facing dwelling is on the southern side of Turkey Street, approximately 20m distant. This is considered sufficient and not dissimilar to the relationship between existing dwellings, thereby proving difficult to resist on this ground.
- 6.3.2 In terms of any impact on the occupiers of the existing dwelling, the first floor of the proposed dwelling is in common alignment with the rear wall of No.15 and would therefore not lead to any loss of light and outlook.
- 6.3.3 The ground floor of the proposed dwelling has a 3.8m deep projection (containing a store room and a bathroom) on the boundary with the public house, and a 1.65m separation to the boundary that will be formed with the existing dwelling. Two windows serving a kitchen will be affected should the development proceed. The primary (larger) window is sited on the north elevation and a secondary window on the flank will be lost completely. At present, due to the orientation of the dwelling, the majority of natural light

reaching the kitchen will be through the window on the flank elevation throughout some of the morning and early afternoon. The loss of this window will result in the need for internal lighting to be constantly in use.

- 6.3.4 The depth of the store room / bathroom projection will compromise a 45-degree line taken from the midpoint of the retained kitchen window on the existing dwelling by approximately 1.1m. This is considered to lead to a detrimental loss of outlook.
- 6.3.5 In addition, a boundary fence would be formed along the common boundary which could potentially be up to 2m in height and within 0.4m of the retained kitchen window. The potential boundary fence height would result in less than 0.3m of the window above fence level thereby further impacting on natural light reaching the kitchen as well as leading to a greater sense of enclosure.
- 6.3.6 Any potential for overlooking and loss of privacy into the rear garden of No.15 would be no worse than the existing situation between Nos.15 & 17. In this respect, no objections are raised.

6.4 Access

- 6.4.1 The existing dropped kerb would need to be reinstated, should planning permission be granted. An appropriately worded condition would secure this prior to occupation of the dwelling should permission be granted.

6.5 Parking

- 6.5.1 The UDP confirms that development which results in the loss of an existing or potential parking space would only be acceptable where replacement parking is provided at an acceptable location within the residential curtilage. In addition, the London Plan advises that parking standards should be relaxed in areas with good public transport access.
- 6.5.2 The site is located in a site with a PTAL rating of 2, it is within 100m of Turkey Street Station and on-street parking levels along this stretch of Turkey Street is light. It is therefore considered appropriate that parking standards could be relaxed in this instance without a detrimental impact upon on-street parking and the free flow and safety traffic on the adjoining highway.
- 6.5.3 Whilst not indicated, secure cycle parking provision should be sought by way of an appropriately worded condition.

6.6 Housing Mix and Affordable Housing

- 6.6.1 The proposed development would provide an additional 2-bed family dwelling unit. Whilst there is a more pressing shortage of larger (3+ beds) family accommodation, there is a recognised shortage of 2-bed units in the Borough, therefore the proposed development would be acceptable in this respect.

6.7 Flood Risk

- 6.7.1 The site is bordered by Turkey Brook to the north and is identified by the Environment Agency (EA) as falling within Flood Zone 3. As such, a Flood Risk Assessment (FRA) is required in accordance with the guidance set out within PPS25.

- 6.7.2 An FRA has been submitted and is considered acceptable by the EA. In addition, the EA have suggested some conditions to reduce the risk of flooding to the proposed development and to provide for a vegetated buffer zone along the top of the Turkey Brook.

7. Conclusion

- 7.1 It would be difficult to dispute the fact that the proposed development would not provide sufficient amenity space provision for the proposed and existing dwellings, nor that it would not harm the residential amenities of the existing and future occupiers. However, the provision of an additional dwelling will contribute to the housing needs of the Borough. All of the above must however be weighed against the impact of the development on the character and setting of the dwelling of acknowledged interest and on the wider Conservation Area.
- 7.2 As highlighted, the proposal could be viewed as re-balancing this small group of dwellings to which it will be attached. However, given the Conservation Area designation, greater weight needs to be attached to the impact on the Conservation Area and this it is considered that the proposal would result in the loss of the essential historic character of the original dwelling and an unwarranted and detrimental fragmentation of the historic curtilage of the original dwelling to the detriment of the original dwelling and the wider Conservation Area.

8. Recommendation

- 8.1 That planning permission be refused for the following reasons:
1. The proposed subdivision of the site would result in a fragmentation of the occupation and use of the historic curtilage of No.15 Turkey Street, a building of recognised historic importance, to the detriment of the setting of that dwelling within the Turkey Street Conservation Area, contrary to Policies (I)C1 and (II)C18 of the Unitary Development Plan, policies 4B.11 and 4B.12 of the London Plan, and with PPS5: Planning for the Historic Environment.
 2. The proposed dwelling by virtue of its overall size, scale, bulk, appearance, design and proximity to boundaries, is an inappropriate and intrusive form of development within the street scene, out of character with the surrounding area, having a detrimental affect on the character and setting of a dwelling and group of dwellings of special interest historic buildings, and the Turkey Street Conservation Area, contrary to policies (I)C1, (II)C27, (II)C28, (II)C30, (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan, policies 4B.11 and 4B.12 of the London Plan, and with PPS5: Planning for the Historic Environment.
 3. The proposed development by virtue of its overall size, scale, bulk, appearance, design and proximity to boundaries is considered to be an overdevelopment of the site and would result in an incongruous and cramped form of development out of keeping and character with the surrounding pattern of development as well as being visually detrimental to the prevailing character and appearance of the surrounding area, contrary to policies (I)GD1, (I)GD2, (II)GD3 and (II)H9 of the Unitary

Development Plan, policies 4B.1 and 4B.8 of the London Plan, with PPS1: Delivering Sustainable Development and PPS3: Housing.

4. The proposed dwelling by virtue of its overall size, scale, bulk and proximity to the common boundary with the existing dwelling will detrimentally impact upon the residential amenities of the existing occupiers through a loss of light and outlook. This is contrary to policies (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan, policies 4B.1 and 4B.8 of the London Plan, with PPS1: Delivering Sustainable Development and PPS3: Housing.

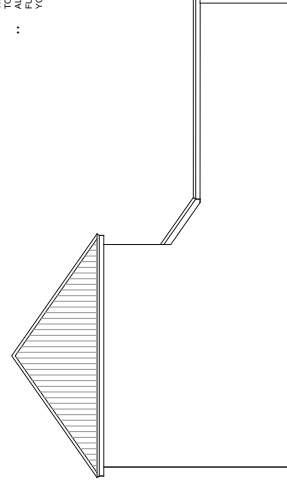
- NOTES:**
- .. DPA (LONDON) LTD. RETAIN COPYRIGHT OF DESIGN, SCHEME & OWNERSHIP OF DRAWINGS.
 - .. DRAWINGS SHALL BE MADE IN CONFORMANCE WITH STRUCTURAL ENG'S DRAWINGS SHOULD BE MADE IN CONFORMANCE WITH STRUCTURAL ENG'S TO COMMENCEMENT.
 - .. DRAWINGS TO BE REPORTED TO AND CLARIFIED WITH CLIENT PRIOR TO COMMENCEMENT.
 - .. VERIFY DIMENSIONS, LEVELS AND EXISTING STRUCTURE, ETC ON SITE PRIOR TO COMMENCEMENT.
 - .. ALL WORKS TO COMPLY WITH CURRENT REGULATIONS, BRITISH STANDARDS ETC.
 - .. THE RESPONSIBILITY OF THE BUILDING WORKS COMMENCES AT IS THE RESPONSIBILITY OF THE BUILDER OR OWNER TO SERVE PARTY WALL NOTICES TO ALL NEIGHBORS.
 - .. ADDITIONAL INFORMATION REQUIRED BY BUILDINGS CONTROL / NHBC WHICH COULD HAVE SIGNIFICANT COST OR ADDITIONAL WORKS ALL WORKS COMMENCED ON SITE PRIOR TO OBTAINING FULL BUILDING CONTROL APPROVAL WILL BE CARRIED OUT AT YOUR OWN RISK.

Proposed Dwelling
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Existing

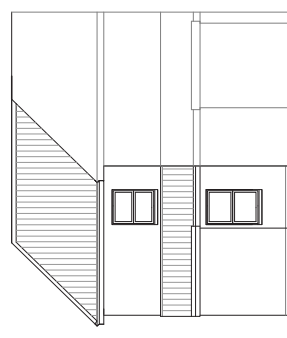
Proposed Dwelling
15 Turkey Street
Existing

17a Turkey Street
Existing

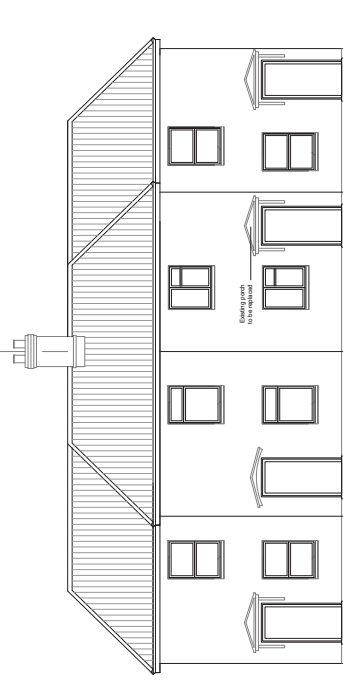
17a Turkey Street
Existing



Proposed Flank Elevation



Proposed Rear Elevation



Proposed Street Elevation

architects
interior designers
party wall surveyors
planning consultants



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e domestic_dpa@yahoo.co.uk

client

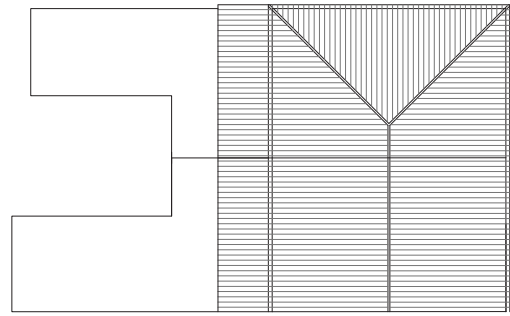
MR. C FRANGOULES
15 TURKEY STREET
ENFIELD
MIDDLESEX
EN3 5TT

PROPOSED NEW
DWELLING

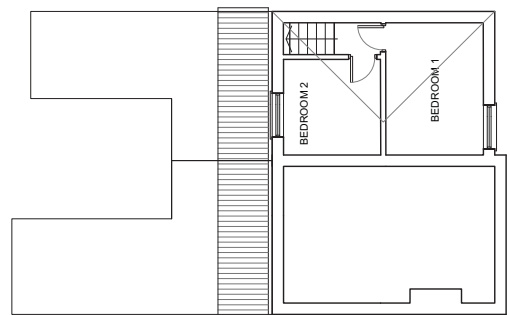
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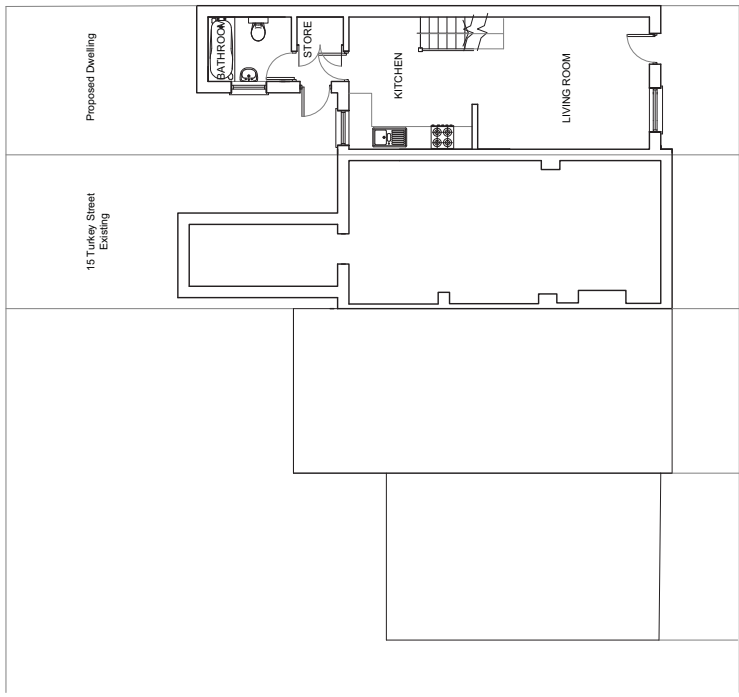
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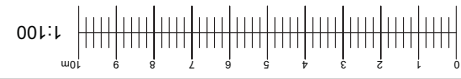
Proposed Roof Plan



Proposed First Floor Plans



Proposed Ground Floor Plans



drawing number	issued for
699 001	Approval
	Planning Application Approval
	Building Regulation Approval
	Partners
	Construction

date	drawn

REVISION NOTES

