

## LONDON BOROUGH OF ENFIELD

### PLANNING COMMITTEE

Date : 28<sup>th</sup> September 2010

**Report of**  
Assistant Director, Planning &  
Environmental Protection

**Contact Officer:**  
Aled Richards Tel: 020 8379 3857  
Andy Higham Tel: 020 8379 3848  
Robert Lanacaster Tel: 020 8379  
4019

**Ward:** Edmonton  
Green

**Application Number :** TP/09/1826

**Category:** Change of Use

**LOCATION:** Nos. 293 to 303 Fore Street, London, N9 0PD

**PROPOSAL:** Change of use from car sales and service workshops into a banqueting suite and conference hall with ancillary offices, 3 retail units and a cafe involving a first floor extension, external cladding, new entrance and external staircase at front, alterations to rear fenestration, new entrance to first floor level at rear and replacement hard surfacing.

**Applicant Name & Address:**

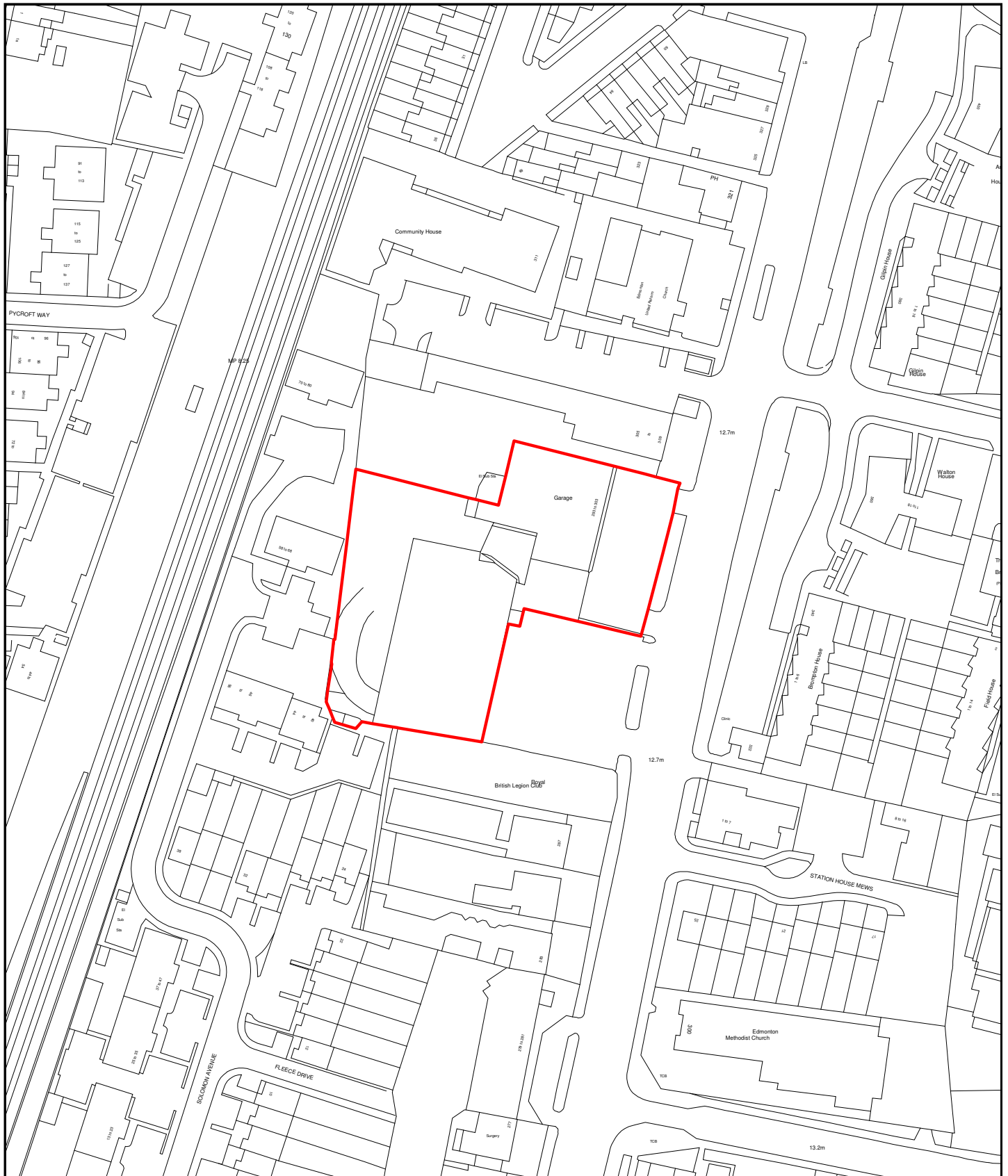
Gursel Aksu  
70, Wolbrook House,  
Huntington Road,  
Edmonton,  
London,  
N9 8LR

**Agent Name & Address:**

Miss Ozlem Ipek,  
Archipek,  
47a, Green Lanes,  
Newington Green,  
London,  
N16 9BU

**RECOMMENDATION:**

That Planning Permission be **REFUSED**.



### Development Control



Scale - 1:1250  
Time of plot: 10:02

Date of plot: 15/09/2010

## **1. Site and Surroundings**

- 1.1 The site is located on west side of Fore Street, Edmonton, between the junctions with Sebastopol Road and Station House Mews and is between, but not in, the Lower Edmonton and Upper Edmonton Conservation Areas and outside Upper Edmonton Town Centre, which ends at No. 277 Fore Street.
- 1.2 The site contains 2 blocks. The front block is part 1, part 2-storeys high and has a floor area of 1495sqm. The rear block is single storey with a parking area on the roof and has an internal floor area of 1150sqm.
- 1.3 The site is currently vacant, having been occupied by Kia Motors as car showroom and service workshop. The applicant indicates that the use ceased on 01/01/2007.
- 1.4 To the south is a cleared site with a valid permission for major residential development by Genesis Housing Association. An application to discharge the conditions to the residential scheme is currently being assessed and David Foster of Genesis Housing Association indicates that the development will be completed by mid-2011.
- 1.5 To the north of the site is Edmonton Mental Health Community Centre.
- 1.6 The site has a PTAL of 4/5, is accessed off a principal road and within an area designated as Flood Zone 2. The site area is 0.37 Hectares.

## **2. Amplification of the Proposal**

- 2.1 Consent is being sought for the change of use of the premises from car sales and service workshop to a mixed use banqueting suite, conference hall, three retail units and café involving external cladding, new entrance and external staircase at front, alterations to rear fenestration, new entrance to first floor level at rear, first floor extension and relayed hard surface.
- 2.2 The banqueting suite would have an internal floor area of 1,115 sq m, the conference hall 249 sq m, the hairdressers 82 sq m, the photography studio 93.5 sq m, the 98 cover café 171 sq m, the flower shop 8 sq m and ancillary office of 95 sq m.
- 2.3 There will be a total of 92 parking spaces (including 5 disabled) provided in 3 separate areas with 12 spaces at the front of the site adjacent to the retail units, 18 spaces at the rear of the site and 62 spaces on the first floor roof accessed via the existing ramp. The pedestrian and vehicular access points are unchanged.
- 2.4 The proposed staff numbers will be 15 staff for the banqueting hall on event nights, 8-10 managerial, maintenance and cleaning staff, 15 staff for the retail units and 10 staff for security and control. This equates to approximately 50 Full-Time Equivalent staff but not necessarily on site at one time.
- 2.5 Combined guest numbers for the banqueting suite and conference hall will be restricted to 400.

- 2.6 The proposed operating hours are 08:30 - 24:00 Mondays to Sundays with the banqueting suite limited between 18:00-24:00 Mondays to Sundays.

### **3. Relevant Planning Decisions**

- 3.1 TP/00/1661- Change of use from car sales, service workshops and retail, to self-storage warehouse (Granted with conditions).
- 3.2 TP/02/0004- Change of use of workshop from B2 (general industry) to A1 (retail) and change of use of showroom to A3 (restaurant) (Refused).
- 3.3 TP/02/0938- Change of use from workshop (B2) to retail (A1) involving two-storey side extension, first floor canopy, new shop front and external alterations. (Withdrawn Lapsed).
- 3.4 TP/09/0174- Change of use of existing building to Retail and storage. (Withdrawn).
- 3.5 TP/09/0480- Change of use of existing building to from car dealership to storage (B8) and retail (A1). (Withdrawn).

### **4. Consultations**

#### **4.1 Statutory and non-statutory consultees**

- 4.1.1 Traffic and Transportation objects to the proposal on the basis of potential overspill kerbside parking being detrimental to highway safety and free flow of traffic.
- 4.1.2 Property Services confirm that they have agreed to the change of use in lease of part of these premises that is within the Council's freehold ownership and leased to Currie Motors.
- 4.1.3 Environmental Health object on the basis of noise and disturbance to occupiers' of the flats currently being constructed at Nos. 289-291 Fore Street and surrounding residents.
- 4.1.4 Environment Agency makes no objection to the proposal.

#### **4.2 Public**

- 4.2.1 Consultation letters were sent to 81 neighbouring properties. In addition, two notices were displayed at the site. Three responses have been received:
- Councillor Ali Bakir considers that it is a good business investment for the area and would provide high levels of employment.
  - Janet Marshall from 41 Folkestone Road N18, objects on the basis that the development is not suitable for the area and will increase crime/anti-social behaviour and place more strain on police resources.
  - David Foster of Genesis Housing Group objects to the scheme on the basis that the proposal would cause disruption to the future occupiers of their residential scheme at Nos.289-291 Fore Street, particularly in terms of traffic congestion, overspill parking and that the Noise

Assessment fails to take account of the Genesis development and the use would result in unacceptable noise levels for their residents.

## 5. Relevant Policy

### 5.1 London Plan

2A.1	Sustainability criteria
3C.3	Sustainable transport in London
3C.16	Tackling congestion and reducing traffic
3C.22	Improving conditions for cycling
3C.23	Parking Strategy
4A1- 4A.11	Sustainability and energy use
4B.1	Design Principles
4B.2	High-class Architecture
4B.3	Quality of Public Realm
4B.8	Respect Local Context and Character

### 5.2 Unitary Development Plan

(I)GD1	Regard to surroundings
(II)GD1	Appropriate location
(I)GD2	Surroundings and quality of life
(II)GD3	Aesthetics and functional design
(II)GD6	Traffic Generation
(II)GD8	Site access and servicing
(II)GD10	Integration with Locality
(II)GD12	Flooding risk prevention measures
(II)GD13	Downstream flooding
(I)E1	Enfield as location for business
(II)E1	Having regard to labour Supply
(II)S17	Out of centre retail development
(I)CS1	Community services
(II)CS1	Support a full range of facilities and services appropriate to the needs of the Borough
(II)CS3	Community services on Council land
(I)EN1	Protect and enhance environment
(I)EN6	Minimise environment impact
(II)EN30	Noise/water Pollution
(I)AR1	Resist in general loss of facilities and to seek opportunities for further provision where appropriate
(I)AR2	Facilities to be provided in environmentally acceptable and accessible locations
(II)AR5	Seek Provision of Arts, Leisure, Entertainment and Facilities
(I)S2	Maintain and Enhance Town Centres

### 5.3 Local Development Framework

The Enfield Plan – Core Strategy has now completed its Examination in Public on the ‘soundness’ of the plan and the Inspectors report is now awaited. In the light of the matters raised, it is considered some weight can now be attributed to the policies contained in the Core Strategy and the following policies from this document are of relevance:

SO2	Environmental sustainability
SO6	Maximizing Economic Potential
SO7	Employment and Skills
SO8	Transportation and accessibility
SO10	Built Environment
CP11	Recreation, Leisure, Culture and Arts
CP13	Promoting economic prosperity
CP16	Economic Success and Improving Skills
CP20	Sustainable energy use
CP28	Managing Flood Risk
CP32	Noise Pollution

#### 5.4 Other Material Considerations

PPS 1	Delivering Sustainable Development
PPS 1	Supplement
PPS 4	Planning for Sustainable Economic Growth
PPG 13	Transport
PPS 22	Renewable Energy
PPS 24	Planning and Noise
PPS 25	Development and Flood Risk

## 6. **Analysis**

### 6.1 Principle

6.1.1 Having regard to Policies (I)AR1 and (II)AR5, the Council seeks to support where appropriate, banqueting and conference facilities and recognises the demand for such facilities within the Borough. Therefore, and having regard to Policy (I)GD1, where such a development does not have an unduly detrimental impact on character of the area, neighbouring amenities or highway safety and the free flow of traffic, the Council will seek to support such proposals.

### 6.2 Impact on character and appearance

6.2.1 It is not considered that the works including the first floor wood-clad extension, external cladding, external staircase, new entrances, alterations to the fenestration and new hard surfacing would by virtue of their siting, size and design have a detrimental impact on the character and appearance of the area and furthermore they would preserve the character and appearance of the nearby Lower and Upper Edmonton Conservation Areas.

### 6.3 Impact on neighbouring resident's amenities

6.3.1 The key issue is whether the nature, intensity and combination of the proposed uses, would by virtue of noise and disturbance, have an undue detrimental effect on neighbouring occupiers' amenities. This may be internal noise transmission resulting from the uses within the building to neighbouring occupiers or pedestrian and vehicular movements/activity as vehicles including servicing vehicles and pedestrians enter and leave the premises particularly in the later hours of the night

6.3.2 Environmental Health in assessing the proposal, and having regard to the Noise Impact Assessment and Report on the Noise Survey, considers that

adequate noise mitigation measures have been proposed to ensure that noise transmission from within the premises to surrounding neighbour's properties would not unduly affect neighbouring occupiers.

- 6.3.3 The pedestrian entrances/exits to the site as well as the banqueting and conference facility, café and retail shops are such that the likely movements of pedestrians would be well away from the south and west boundaries that are closest to residential properties. Given this arrangement it is not considered that pedestrian movements in and out of the site would cause undue harm to the amenities of neighbouring occupiers.
- 6.3.4 The first floor car park (62 spaces) is situated on south-western boundary and is an open-air car park. It is accessed by an open access road situated on the south-western boundary. Therefore this access road would potentially be used by a maximum of 62 vehicles.
- 6.3.5 The adjacent site to the south is No.289/291 Fore Street. Genesis Housing Group has an extant permission to build a part 4, part 5 storey block of 25 residential flats on this land. Genesis has written to the LPA to confirm that they envisage completion by June 2011. At the northern end of the block there will be eight two-bed flats for private sale spread across the first, second, third and fourth floors. On this northern flank on each floor there are long continuous runs of windows serving each of the flats' lounges and kitchens. These windows will be opening windows and not fixed-shut. These flats will also have a recessed balcony facing either east or west on the northern edge of the east and west elevations (the fourth floor flats' balcony are uncovered). The north elevation is sited 4.8m from the boundary with the application site.
- 6.3.6 Therefore the car park and access road will be approximately 5m from these windows. It is also observed that the premises is applying for hours of use up to 24.00 hours and has a Licensing application currently under consideration for consumption of alcohol on the premises. Furthermore it is likely that the banqueting suite will be used for social functions such as weddings. Therefore it is likely that when customers leave the premises at 24.00 hours that they are likely to be in high spirits and in close proximity to the neighbouring properties.
- 6.3.7 Given the above observations it is likely that people congregating, talking, laughing, shouting as well as the opening and shutting of car doors and starting, reversing and manoeuvring of vehicles and the shining of headlights in close proximity to the adjacent flats will cause undue noise, light pollution and general disturbance to the future occupier's of the flats at No.289/291 Fore Street.
- 6.3.8 The open car park and access road is also adjacent to three blocks of flats to the west of the site at Nos. 40-68 Solomon Avenue. It is considered that the proposal would cause a similar problem in terms of noise, light pollution and disturbance to these occupiers as it would to the future occupiers at No.289/291 Fore Street.

## 6.4 Access, parking and traffic, cycling, refuse & re-cycling

### 6.4.1 *Vehicular and Pedestrian Access*

The scheme includes an automatic, CCTV controlled system which will be installed at the entrance to the site will not be in place during the operational hours of the site to ensure that there is no delay to vehicles entering the site. The proposed barrier will only be in place outside of operational hours as a security measure. It is also proposed that the southern access will be entry and exit for all vehicle types whilst the northern access will be exit only. Service vehicles, taxis and cars will be able to use this one-way loop arrangement for drop off/pick up operations.

The internal layout is considered to provide adequate pedestrian accessibility as there will be an internal footpath that links the retail units, café, conference room, banqueting hall, toilets, kitchen and car park areas to the external footway network at the north eastern corner of the site.

### 6.4.2 *Emergency access and servicing/ refuse*

Servicing for the banqueting hall, cafe and conference facility will be undertaken on site with vehicles entering via the main entrance on Fore Street, driving through to the car park on the eastern side of the site, loading/unloading, turning round in the car park area and driving out the same route in forward gear. Servicing to this part of the site will only occur during the hours of 08:00-16:00 hours whereby cars will not be allowed to park in this area to facilitate turning movements. Servicing for the retail element of the site will occur off highway from the frontage of the units with refuse collection being undertaken from the retail bin store located opposite the retail units at the western side of the site. Service vehicles can access this section of the site by using the one-way loop via the entrance/exit to/from Fore Street.

The 4 refuse bins in the rear car park will be wheeled by staff to the front of the site to be collected in the same way as the bins for the retail units. It is also envisaged that servicing and delivery vehicles would be no larger than 10m rigid goods vehicles. The majority of deliveries to the banqueting hall will be via transit vans as they will be for catering at events.

It is considered that there is sufficient space within the site for such vehicles to enter, safely manoeuvre without affecting the operation of the site and then exit in a forward gear and therefore subject to appropriate conditions the refuse provision, servicing and emergency access to acceptable.

Three cycle parking spaces will be located adjacent to the security kiosk. Additional (20 spaces) will be split into two areas, 10 under the car parking ramp and 10 spaces in the northern corner of the site. It is considered, subject to condition, that the cycle parking provision is acceptable.

### 6.4.3 *Trip generation*

In order to predict the traffic generated by the existing car showroom, TRICS 20010(a) database has been investigated and the following information obtained:



Period	Am Peak (08:00-09:00 am)			PM Peak (17:00-18:00 pm)		
	Arrive	Depart	Two-way	Arrive	Depart	Two-Way
Trip Generation	17	5	22	6	15	21

The total Proposed Trip Generation indicated by the applicant is contained in the table below:

Period	Am Peak (08:00-09:00 am)			PM Peak (17:00-18:00 pm)		
	Arrive	Depart	Two-way	Arrive	Depart	Two-Way
Trip Generation	13	7	20	8	10	18

#### 6.4.4 Staff Travel Plan

As there is no modal split information available for a number of the proposed uses in either the TRICS or TRAVL databases. It has been agreed that the modal shift targets rather than based on census will be based on the survey of staff when the site is operational and the targets will be refined. The Travel Plan should also include an Action Plan that sets out the programme for the implementation of measures and who will responsible for their implementation.

#### 6.4.5 Car Parking

There is a concern with regards to the number of parking spaces proposed. Whilst the car parking for three small retail units is believed to be appropriate (12 parking spaces at front) given the scale of these uses and a potential of attracting linked trips by sustainable modes of transport, it is considered that the same cannot be applied to the proposed banqueting unit, conference hall and café (this café unit by offering 100 seats could also have a potential to attract a considerable number of customers and it is highly likely that it would operate after 18:00hrs).

It is proposed that the overall level of parking for the banqueting hall and the conference room is to be 92 spaces. The assumption made by the applicant that '60% of guests will arrive by car, 20% by taxi and 20% by public transport' is not based on any strong evidence therefore it is difficult to predict/ensure that this is what will happen.

Even based on the above assumption that 60% (out of 400) of guests will arrive by car the following scenarios could potentially take place:

- 1) 240 car trips (no car sharing)
- 2) 2 people would car share, which equates to 120 car trips
- 3) 3 people would car share, which equates to 80 car trips,

which means that in some cases a parking shortfall of between 28 and 148 vehicles would need to be accommodated on street.

#### 6.4.6 Parking survey-public car parks

The applicant undertook a car park usage survey on Thursday 29<sup>th</sup> July for the following public car parks:

- Trafalgar Place Car Park- located 750m (9min walking) from the proposed site
- Raynham Road Car Park-located 650m (8min) from the proposed site
- Fairfield Road Car Park-400m (4min) from the proposed site
- Lion Road Car park- 850m (10m) from the proposed site

The survey results confirmed that the closest car park (Fairfield Road) had only 5 car parking spaces available at that time.

#### 6.4.7 *Parking survey-on street*

The survey revealed that the occupancy of the closest streets is in fact the highest (Sebastopol Road-95% occupancy, Fore Street South-100% occupancy). Moreover, taking into account the nature of the proposed banqueting suite (weddings) it is considered unrealistic that guests would walk 750m or 850m from the car park to the site. It is more likely that guests unfamiliar with the area will take the opportunity to park as close to the site as possible. This could have a detrimental effect upon the highway safety particularly along Fore Street (South) and Sebastopol Road which as the parking surveys revealed are already heavily parked with negligible scope to accommodate for the parking.

Therefore the scale of the proposals and the combination of uses gives concern in traffic and transportation terms if 400 people are to use the banqueting and conferencing facilities (plus others using the further uses/floorspace proposed). Notwithstanding the likely traffic generation, there could be a particular risk of problems from inadequate off-street parking.

#### 6.4.8 *Conclusion*

It is considered that the insufficient car parking provision is a fundamental concern as it will have a negative impact on the surrounding highway network and as a result, there is an **objection** to the scheme on the following highway and transportation grounds:

*The proposal because of its scale and combination of uses prejudices the ability of the site to satisfactorily provide adequate parking for proposed uses and would result in the potential for future on-street parking in the surrounding roads, resulting in an unacceptable increase in kerbside parking to the detriment of safety and the free flow of traffic on the highway contrary to Policies (II)GD6 and (II)GD8 of the Unitary Development Plan which seek to ensure that such changes of use comply with the Council's standards and do not give rise to on-street parking which could be hazardous, cause congestion or have an adverse impact on safety and free flow of traffic on the surrounding highways.*

#### 6.5 Retail and café element

- 6.5.1 The scheme seeks to introduce three Class A1 retail premises (flower shop, hairdressers and photography studio) with a combined floor space of 183sq m and a 98 cover Class A3 café with a floor space of 171 sq m. The site is situated 85m from the Upper Edmonton Town Centre and is in an area of

mixed Class C (residential) and Class D (non-residential) uses. Policies (I)S2, (I)S3 and (II)S2 seeks to maintain and enhance the role of Town Centres (including Upper Edmonton Town Centre) with particular regard to their viability and vitality. Therefore regard needs to be given as to whether the proposed introduction of Class A1 and A3 uses would draw custom from the Town Centre and harm the viability of and vitality of the Centre. Given the relatively modest size of the proposed Class A1 floor space, the proposal is not considered to be of a scale that would detract from the viability or vitality of the Town Centre.

- 6.5.2 Policy (I)GD1 seeks to support proposal only where they are in an appropriate location. In assessing the retail and café element of the scheme, it is considered that given that it is sited on a busy classified road, the quasi-retail character of the previous use of the site as a Car Showroom and the mixed character of the surrounding area, it is not considered that the this element of the proposal would harm the character of the area.

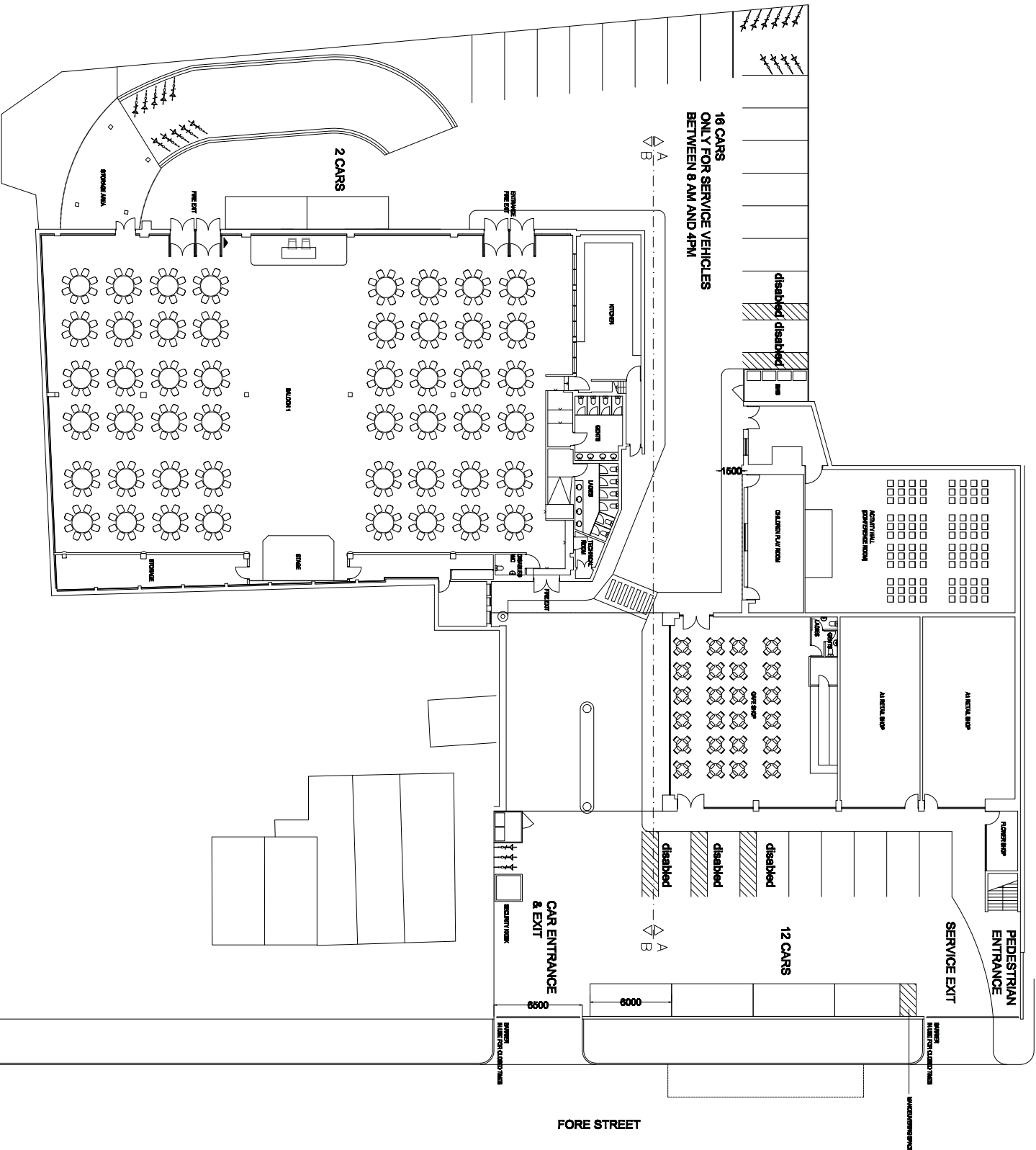
## 6.6 Flood Risk and SUDS

- 6.6.1 The Environment Agency has raised no objections to the proposal on basis of the premises being at undue risk of flooding.
- 6.6.2 No information has been submitted to demonstrate that the relayed hard surfacing is/ will be constructed in a manner that ensures that the risk and severity of downstream flooding has/ will be adequately mitigated.

## 7. **Conclusion and Recommendation**

- 7.1. The proposal by virtue of the nature and intensity of the combination of uses would lead to overspill parking on the kerbside that would be to the detriment of highway safety and the free flow of traffic and the use of the open-air first floor car park would result in unacceptable levels of noise, light pollution and disturbance to the future neighbouring occupiers at Nos. 289 & 291 Fore Street and residents at Nos. 40 to 68 Solomon Avenue. Furthermore insufficient information has been demonstrated to show how the relayed hardstanding will be / has been constructed from porous or permeable materials and therefore does not adequately mitigate downstream flooding.
- 7.2. It is therefore recommended that planning permission be refused for the following reasons:
1. The proposal because of its scale and combination of uses prejudices the ability of the site to satisfactorily provide adequate parking for the proposed uses and would result in potential on-street parking in the surrounding roads, leading to an unacceptable increase in kerbside parking to the detriment of the safety and the free flow of traffic on the highway contrary to Policies (II)GD6 and (II)GD8 of the Unitary Development Plan which seek to ensure that such changes of use comply with the Council's standards and do not give rise to on-street parking which could be hazardous, cause congestion or have an adverse impact on safety and free flow of traffic on the surrounding highways.

2. The proposed use of the first floor open air car park would give rise to undue noise, light pollution and disturbance to the occupiers' of the flats currently being constructed at Nos. 289-291 Fore Street and the existing occupiers of Nos.40-68 Solomon Avenue to the detriment of their residential amenities, contrary to Policies (I)GD1, (I)GD2 and (II)EN30 of the Unitary Development Plan, Supplementary Planning Guidance: Local Centres and Planning Policy Guidance 24: Planning and Noise.
  
3. Insufficient information has been submitted to demonstrate that the replacement hard surface is/will be constructed of porous materials or that provision has/ will be made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the premises and therefore in the absence of this information it is considered that the proposal does not adequately mitigate the risk and severity of down-stream flash flooding resulting from surface water falling on the hard surfaced area contrary to Policies (II)GD13, (I)EN1, (I)EN6 and (II)EN30 of the Unitary Development Plan and national guidance PPS: 1 Delivering Sustainable Development, Planning and Climate Change supplement to PPS: 1 and PPS: 25 Development and Flood Risk.



FORE STREET

MILESTONES	
A	Plan revised 09/19
B	Plan revised 07/19
C	Car parking revised 08/19
D	Office allocation added 09/19
E	
F	
G	
H	

**ARCHIPEK**

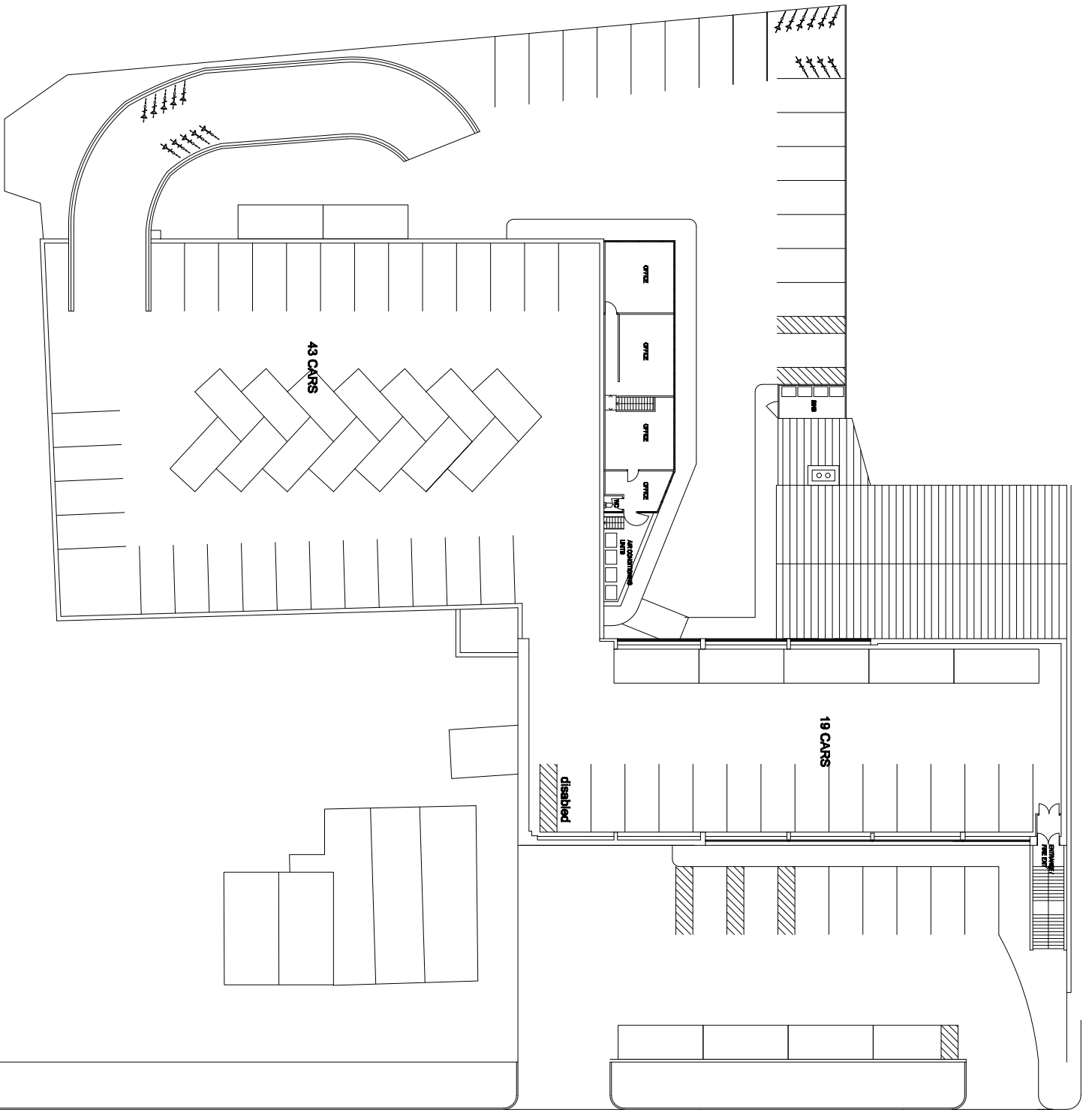
ARCHITECTS  
100 FINE ARTS BUILDING  
100 FINE ARTS BUILDING  
100 FINE ARTS BUILDING  
100 FINE ARTS BUILDING

300 FINE ARTS STREET  
LONDON  
W1A 1AA

PROPOSED  
GROUND FLOOR PLAN

Scale: 1:1000  
Date: 10/19  
Author: CA  
Check: CA

0917 / P 1 d



FORE STREET

REVISIONS	
A	Revised 06/10
B	Revised 07/10
C	Gate parking revised 08/10
D	Office extension added 09/10
E	
F	
G	
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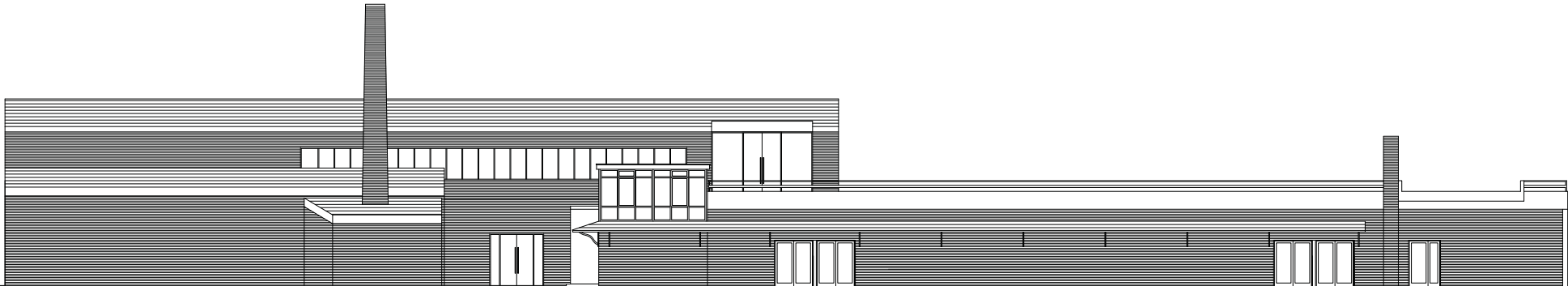
**ARCHIPEK**  
 ARCHITECTURAL SERVICES  
 100 FORE STREET  
 LONDON  
 W8 4PD

**PROPOSED FIRST FLOOR PLAN**  
 Scale: 1:1000  
 Date: 01/10/10  
 Author: CA

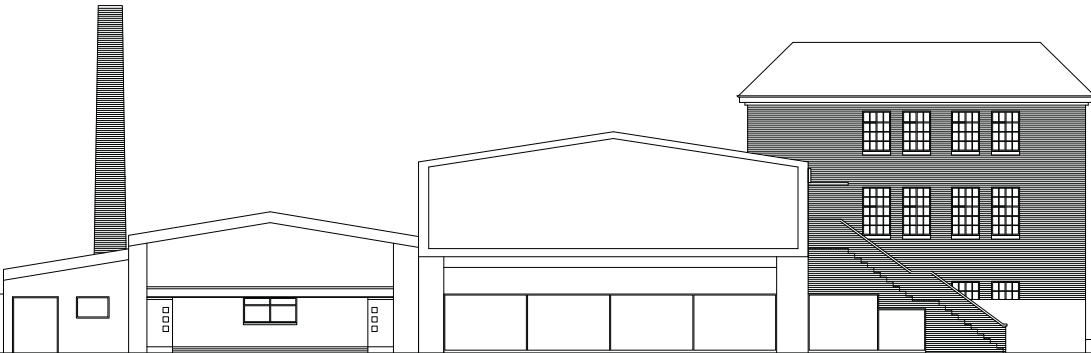
**0917 P 20**



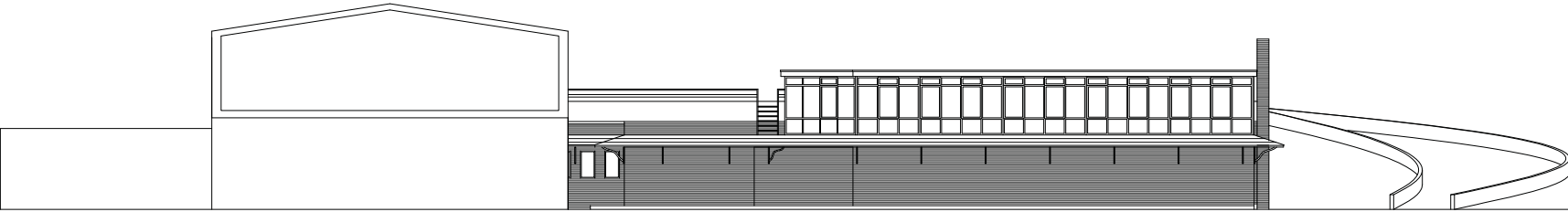
FRONT ELEVATION (FROM FORE STREET)



REAR ELEVATION



A-A SECTION



B-B SECTION

AMENDMENTS		
A	B-B Section added	09/10
B		
C		
D		
E		
F		
G		
H		

**ARCHIPEK**  
 ARCHITECTURE + INTERIORS  
 66 STONEY NEWINGTON HIGH STREET  
 LONDON N16 8RL  
 T +44 20 7486 8777  
 F +44 20 7486 8888  
 E info@archipek.com

CLIENT:  
**283 FORE STREET  
 LONDON  
 N9 0PD**

ISSUES  
**PROPOSED  
 ELEVATIONS**

SCALE	1:100 @ A1	DATE	10.09
DESIGNED BY	OI	CHECKED BY	OI

WORKING No.  
**0917 | P | 3A**