

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 26th October 2010

Report of
Assistant Director, Planning &
Environmental Protection

Contact Officer:
Aled Richards Tel: 020 8379 3857
Andy Higham Tel: 020 8379 3848
Mr A.J. Higham Tel: 020 8379 3848

Ward: Lower
Edmonton

Application Number : TP/07/0285

Category: Dwellings

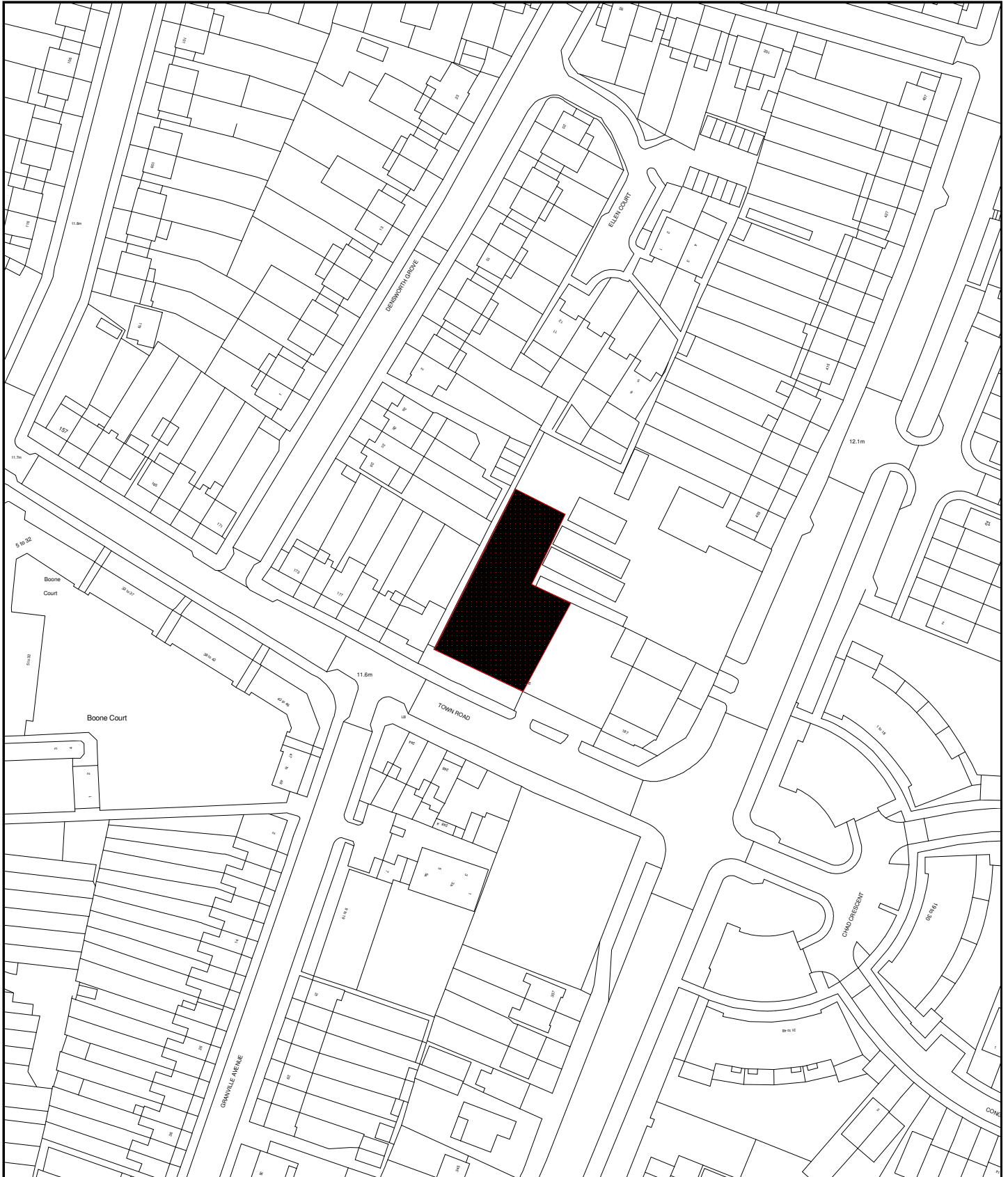
LOCATION: 185A, TOWN ROAD, LONDON, N9 0HL

PROPOSAL: Redevelopment of site for residential purposes comprising a 2-storey block with mansard roof providing 11 flats and associated car parking (OUTLINE - layout, scale and access)

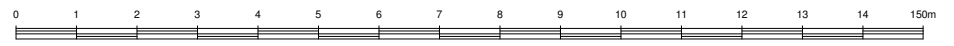
Applicant Name & Address:
Dixi Chicken (Euro) Ltd
185A, TOWN ROAD,
LONDON,
N9 0HL

Agent Name & Address:
Mr Tim Edens,
Planning Consultant
29, CANFORD CLOSE
ENFIELD
EN2 8QN

RECOMMENDATION: That subject to referral to the Secretary of State and no objection being raised, the Head of Development Management be authorised to **GRANT** planning permission .



Development Control



Scale - 1:1250
Time of plot: 13:25

Date of plot: 08/10/2010

1. Site and Surroundings

- 1.1 The site is located at the western end of Town Road close to its junction with Montagu Road. It comprises a mix of two and single storey buildings in use for both storage and office purposes.
- 1.2 The surrounding area is predominantly residential with 183 Town Road to the west together with the rear gardens of properties on Densworth Grove. To the north is a builders merchant whilst to the east is a commercial / industrial building.
- 1.3 Access is available to the site from Town Road via two existing crossovers although there is limited off street parking and servicing.

2 Proposal

- 2.1 Outline permission is sought for the redevelopment of the site for residential purposes comprising a two storey block with a mansard roof to provide 11 flats (8 x 2bed and 3 x 1 bed).
- 2.2 As an outline application, details are submitted in respect of layout, scale and means of access with matters relating to appearance and landscaping reserved for future consideration.
- 2.3 Access is provided from Town Road along the western boundary of the site adjacent to No. 183 Town Road. The access serves 11 parking spaces and the proposed 11 cycle parking spaces

3. Relevant Planning Decisions

- 3.1 None pertaining to the residential redevelopment of the site

4 Consultation

4.1 Statutory and Non Statutory Consultation

- 4.1.1 Environment Agency object in principle stating that the flood risk information submitted in support of the application is inadequate and that a proper assessment of flood risk has not been undertaken as required by PPS25.
- 4.1.2 Transportation, Cleansing and Education raise no objection

4.2 Public

- 4.2.1 Consultation letters were sent to 61 neighbouring properties. Two letters of objection have been received raising all or some of the following points:
 - Inappropriate use relative to the existing and neighbouring commercial uses
 - Conflict with neighbouring commercial use
 - Standard of living for future occupiers
 - Excessive density leading to development out of keeping with character of area

- Does not comply with parking standards
- Does not comply with amenity space standards
- Lack of security to neighbouring yard
- Poor landscaping
- Increased potential for overlooking and a loss of privacy
- loss of daylight and sunlight
- no flats should be included in the roof to avoid overlooking

5 Relevant Policy

5.1 Unitary Development Plan

- | | |
|----------|--|
| (I) GD1 | New development to have appropriate regard to its surroundings |
| (II) GD1 | New developments and changes of use appropriately located |
| (I) GD2 | New development improve character of area |
| (II) GD3 | Design & Character |
| (II) H8 | Privacy /Overlooking |
| (II) H9 | Amenity space provision |
| (II) GD6 | Traffic Implications |
| (II) GD8 | Access and Servicing |
| (II)GD12 | Resist development in areas liable to flooding |
| (II) T19 | Provision for cyclists |

5.2 LDF – Core Strategy

5.2.1 The Planning and Compulsory Purchase Act 2004 requires the Council to replace the Unitary Development Plan with a Local Development Framework. At the heart of this portfolio of related documents will be the Core Strategy, which will set out the long-term spatial vision and strategic objectives for the Borough.

5.2.2 The Enfield Plan – Core Strategy was submitted to the Secretary of State on 16th March 2010 for a Public Examination of the ‘soundness’ of the plan. The Inspector has confirmed that the Core Strategy is sound but it will not be adopted until the full meeting of Council in November 2010. The following policies from this document are of relevance to the consideration of this application:

- | | |
|------|---|
| CP4 | Housing quality |
| CP5 | Housing types |
| CP20 | Sustainable energy use and energy infrastructure |
| CP21 | Delivering sustainable water supply, drainage and sewerage infrastructure |
| CP30 | Maintaining and improving the quality of the built and open environment |
| CP31 | Built and landscape heritage |
| CP32 | Pollution |
| CP33 | Green Belt and Countryside |

5.3 London Plan

- | | |
|------|---------------------------------------|
| 3A.1 | Increasing London’s Supply of housing |
| 3A.2 | Boroughs Housing Target |
| 3A.3 | Maximising potential of sites |

- 3A.5 Housing Choice
- 3A.9 Definition of affordable homes
- 3A.10 Negotiating affordable housing in individual private residential and mixed use schemes
- 3A.11 Affordable housing thresholds
- 4B.1 Design principles for a compact city
- 4B.8 Respect local context and communities
- 3C.23 Parking strategy
- 2A.1 Sustainability criteria
- 4A.1 Tackling climate change
- 4A.3 Sustainable design and construction
- 4A.6 Heating, cooling and Power

Annex 4 Car Parking standards

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:

- SO1 Sustainability and Climate Change
- SO2 Biodiversity
- 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
- SO21 Sustainable Transport

5.4 Other Material Considerations

- PPS1 Delivering Sustainable Communities
- PPS3 Housing
- PPG13 Transport

Supplementary Guidance on Flat Conversions

6 **Analysis**

6.1 Principle and Loss of Employment Premises

- 6.1.1 Although the site is presently in a range of industrial / commercial use, the surrounding area is predominantly residential in composition, with in particular, residential properties to the west. As a result, the use of this site for residential purposes would be consistent with this prevailing character as well as PPS1 (Delivering Sustainable Communities) and PPS3 (Housing)
- 6.1.2 The existing use comprises a range of storage, distribution and office uses within Class B1, B2 and B8 of the Use Classes Order. However, the premises

and the enclave of other neighbouring commercial premises, are not covered by any local or regional industrial designation which would suggest the preferred retention of the land for such purpose. Thus, there is no objection in principle to their loss and further intensification is likely to result in continued amenity concerns..

- 6.1.3 Weight has therefore also been given in this assessment of principle to the impact on the amenities of neighbouring properties that have arisen over the past years in terms of noise, disturbance and general activity as well as the effect on the free flow and safety of traffic using Town Road due to the absence of adequate parking and servicing facilities.
- 6.1.4 Notwithstanding this, the acceptability of the proposed development must have regard to the acceptable integration of the scheme into the character and appearance of the locality and wider area. Mindful of this, consideration needs to be given to its overall scale, its design and appearance, the number and mix of units, compliance with residential standards, the quality of the proposed accommodation, the impact on the amenities of surrounding properties, and the adequacy of parking/ access and servicing etc.

6.2 Integration with the Character and Appearance of the Surrounding Area

- 6.2.1 In accordance with Policy 3A.3 of the London Plan development proposals should achieve the maximum intensity of use compatible with local context, whilst having regard to public transport capacity and accessibility and the density matrix of the London Plan. This is reflected in the Core Strategy which states that the density of residential development should balance the need to ensure the most efficient use of land whilst respecting the quality and character of existing neighbouring hoods and accessibility to transport and other infrastructure.
- 6.2.2 With this in mind, it is considered the site represents a suburban location as the prevailing character and urban form would most closely resemble the definition for such areas within the London Plan (Policy 3A.C of the London Plan): areas with predominantly lower density development such as for example detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storey
- 6.2.3 Taking into account the PTAL rating of 2 the density range for flats could be in the range of 150-250 habitable rooms per hectare (hrph). The proposed development equates to 321hrph. This is in excess of the London Plan. However, with reference to the objectives contained in PPS1 and PPS3 as well as the London Plan that advocate a flexible approach to the application of development standards a solely numeric assessment of a development's integration with its locality must not be the only test and regard must be given to the scale, appearance and relationship to neighbouring properties and the integration of the proposed development into the surrounding built environment

Scale and Massing

- 6.2.4 The street scene of Town Road is primarily characterised by two storey terrace dwellings. However, at this eastern end, there is more variety evident including the recently completed residential development on the corner of Town Road / Montagu Road which rises to 4 storey. On the opposite side of

Montague Road within sight of the development is a variety of three storey development.

- 6.2.5 Whilst this is an outline application with appearance reserved for later consideration, the proposed development envisages a two storey form with accommodation in the roof presently indicated as being in the form of a mansard style roof. The mansard approach does add to the mass of the proposed building leading to a more three storey appearance, the aforementioned context would not make this inappropriate. It must also be noted that the adjacent residential property (No.183) has been extended with the main roof of the house altered to a mansard style. It should also be noted that the mass has been broken by the introduction of a step in the buildings footprint. The development in terms of its mass and form would therefore be consistent with this although having a larger mass due to a slightly elevated eaves and deeper footprint. Nevertheless, in terms of its scale and amassing, it is considered that the proposed development of this site would not harm the visual amenities of the street scene and would certainly represent an improvement over the current situation.

Siting

- 6.2.6 Due to the terraced nature of Town Road, there is a strong building line. The proposed development respects this aligning with the front of No 183 Town Road. No objection is raised to this aspect in the street scene

Design

- 6.2.7 No details of appearance are submitted for consideration at this stage as part of this outline application. These would be reserved for later consideration should approved be received to the principle of the development

Amenity Space

- 6.2.8 In terms of amenity space provision Policy (II) H9 of the UDP sets out the standard in respect of amenity space provision for flats. Such amenity space is normally used communally rather than being subdivided between individual occupiers within the development. Amenity space for flats should be equal to 75 % of the Gross Internal Area (GIA) of the building and typically roof terraces and balconies should contribute no more than 15% of the total amenity space provision.
- 6.2.9 In this scheme, the main area of communal amenity space is to the rear and comprises 172 sq.m. This represents 65% of the total amenity space of 263 sq.m thus meets the requirement of having screened and private amenity space. Nevertheless, the overall provision of amenity space for the scheme is limited to 37% of gross internal area. This is below the level advocated by UDP policy. A number of mitigating factors exist:
- a) the communal nature of the amenity space
 - b) the lack of family accommodation
 - c) the proportion of the site set aside for parking
 - d) the usability of any amenity space given the proximity to neighbouring commercial activities

- 6.2.10 On balance, it is considered that the level of amenity is commensurate with providing future occupiers with a reasonable level of amenity space and a condition can be imposed to ensure the space that is available is designed a high standard providing usability all year round.

Conclusion

- 6.2.11 Taking the above factors into account, it is considered that the proposed development would appropriately integrate into the existing urban fabric and appearance of this section of Chase Side without detracting from the character and appearance of the street scene or the wider area.

6.3 Impact on Amenities of Neighbouring Properties

- 6.3.1 In terms of impact on the amenities of adjoining residents particular regard needs to be given to the residential amenities of the neighbouring residential property, No 183 Town Road: a two storey end of terrace dwelling.
- 6.3.2 Due to the access road leading to the rear parking being positioned along the common boundary, the flank wall of the proposed building would be 6.1 metres from this neighbouring property. Taken together with the 3.8 metre rearward projection, which would not exceed a 30 degree line taken from the nearest first floor window in the rear elevation of 183 Town Road, the relationship to this property in terms of light, overshadowing and outlook, is considered acceptable.
- 6.3.3 It should also be noted that there are no flank windows thus overcoming any potential overlooking of this neighbouring property
- 6.3.4 Due to the configuration of residential curtilages, rear gardens of properties on Densworth Grove also abut the western boundary. However, there is at least 15 metres to the nearest garden and overall, the relationship to these properties is such that overlooking from the window in the rear elevation of the proposed development will not lead to any significant loss of privacy.

6.4 Residential Mix and Internal Layout

- 6.4.1 The proposed mix of 8 two bedroom unit and 3 one bedroom flats does not reflect current aspirations for development as set out in the emerging Core Strategy. However, the mix was considered acceptable at the time the application was submitted and determination has been delayed pending the attempts to resolve the flood issue. Consequently, it is considered that it would now be difficult to resist the development on this basis at this stage.
- 6.4.2 The internal layout provides good sized flat all of which exceed the Council's recommended minimums of 45 sq.m for one bed flats and 57 sq.m for two bed flats.
- 6.4.3 No objection is therefore raised regarding the adequacy of the residential accommodation.

6.5 Access and Traffic Generation.

- 6.5.1 Vehicular access to the site would use an existing vehicular access to the site adjacent to that for 183 Town Road. Although alterations will be required to

this access to form an acceptable junction, no objections are raised on highway safety grounds to its position.

- 6.5.2 It should also be noted that as part of the proposed development, a second crossover made redundant by the development would be removed and the pedestrian footway reinstated. A condition would secure this improvement to the highway.
- 6.5.3 In terms of vehicles generated and their impact on the highway, weight must be given to the existing vehicle movement associated with the site which affords no dedicated off street parking and servicing. Nevertheless, the vehicle movement associated with 11 additional residential units would not affect conditions of free flow or highway safety
- 6.5.4 In this regard, access to the parking area will be via a controlled gate. These have been re-sited to afford sufficient depth clear of the highway for a vehicle to wait while the gate opens. Details of this arrangement will be secured by condition.
- 6.5.5 The access to the parking area runs along the common boundary with No 183 Town Road. A rear pedestrian access serving properties on Densworth Grove separated the boundary of the site with that of this adjacent property and taking this into account together with the relatively low level of vehicle activity associated with such a development, it is considered this layout would not give rise to conditions through an increase in noise and disturbance that would harm the residential amenities of No 183 or the properties on Densworth Grove which abut the application site.

6.6 Parking

- 6.6.1 The scheme provides 11 spaces for the proposed 11 residential units: a ratio of 1:1. Given the relatively low PTAL rating, this level of provision is considered both necessary and acceptable. In addition, the layout of the parking area meets that standards and design criteria normally applied
- 6.6.2 Covered cycle parking is also incorporated into the scheme and provides 11 spaces in accordance with the required standard. Further details in terms of design specification would be secured through condition.

6.7 Refuse storage

- 6.7.1 With regards refuse storage, this would be sited to the rear accessed via the existing service road. Cleansing has confirmed these arrangements are acceptable and no objections are therefore raised.

6.8 Flood Risk

- 6.8.1 As identified, the majority of the application site falls within Flood Zone 3 with part of the frontage within Flood Zone 3. A Flood Assessment has therefore been conducted to which the Environment Agency has objected. Their main concern relates to the lack of a safe dry route out of the flood plain in the event of a flood with future residents having to walk through predicted depths of between 0.2 and 0.3 metres of floodwater.

- 6.8.2 Paragraph 5 of PPS25 states “where new development is exceptionally necessary in area (at risk of flooding), policy aims to make it safe without increasing flood risk elsewhere and where possible reducing flood risk overall. Nevertheless, this is an existing developed site albeit one within an area liable to flooding. Careful attention therefore, needs to be given to this issue.
- 6.8.3 PPS25 advises that flood risk should be considered alongside other spatial planning issues such as transport, housing, economic growth, natural resources, regeneration, biodiversity, the historic environment and the management of other hazards. It is therefore one of many considerations which need to be balanced in the final consideration as to whether development is acceptable. It does though have significant weight, and normally it would be expected for the opinion of the Environment Agency to be followed. However, by doing so here, the redevelopment of the site for more appropriate residential purposes is being stifled.
- 6.8.4 To address the concern, the landowner needs to provide dry access for occupiers to and from the site should a 1:100 year flood event occur. However, it is difficult for the landowner to address the concern as they are unable to influence or physically increase surface levels i.e. the public highway) outside of the application site.
- 6.8.5 With reference to emergency access, PPS25 states that where required, safe access and escape is available to / from new development in flood risk areas and that these access routes should be such that occupants can safely access and exit their dwellings in design flood conditions and that vehicular access to allow the emergency vehicles to safely reach the development is also achievable.
- 6.8.6 In this instance, although a dry access route is not available to the site, the depth of flooding between the site and Montague Road (the nearest dry access) is minimal at between 0.2 and 0.3m: rated as a low degree of flood hazard. In addition, a further mitigating factor is considered to be the fact that the distance through the flooded area is only 38 metres. The question that needs to be assessed is whether this arrangement constitutes a safe access. Evidence supplied by the Applicant indicates that although the circumstances produce a moderate degree of flood hazard, dangerous for some including children, this is where there is deep or fast flowing water. This would not be the case in this instance and given the short distance to dry ground (38 metres) the consultant concludes that the circumstances to constitute a safe access.

6.9 Sustainable Design and Construction

- 6.9.1 As an outline application, for layout, scale and means of access, no details for the construction of the development has been prepared. A condition is therefore proposed to ensure the development attains Code for Sustainable Homes Level 3

7. **Conclusion**

- 7.1 In principle, the redevelopment of this site for residential purpose would normally prove acceptable given the absence of any specific designation protecting the existing industrial use. However, the site lies within Flood Zone 3 and 2 and this places a further test on the principle having regard to the

objectives set out in PPS25 Development and Flood Risk which seeks to make development safe without increasing flood risk elsewhere and where possible, reducing flood risk overall

- 7.2 Although this is a developed site in commercial use, it is acknowledged that a residential use attracts a higher risk value. However, the development will result in a reduction in developed site coverage from 84% to 32%. This is albeit in flood risk terms, an improvement on the current situation.
- 7.3 It is also felt appropriate to consider the effects of the existing site use on the living conditions of local residents. There have over the years been numerous incidents of complaints arising from the use of the premises with several leading to enforcement action. It must be recognized therefore, that there is considerable benefit in obviating this harm through the redevelopment of this site by a more acceptable development. A residential development of this nature would deliver such a benefit.
- 7.4 Weighed against the likelihood of the a flood event, the implication for safety and the disbenefit associated with the current premises remaining in terms of their environmental consequences, it is considered that, on balance, the principle of redeveloping this site for residential purposes is acceptable.
- 7.5 With reference to the outline planning application it considered that the proposed development in terms of its layout, scale and means of access is acceptable. It is recommended therefore that the proposed outline scheme is considered acceptable for the following reasons:
 - 1 The proposed development, with reference to its layout and two storey scale with additional accommodation in the roof, would result in a form of residential development that would not detract from the residential character and amenities of the surrounding area having regard to Policies (I)GD1, (I)GD2, (II)GD1 and (II)GD3 of the Unitary development Plan, Policy 4B.8 of the London Plan together with Government guidance in the form of PPS1 and PPS3.
 2. The proposed development, with reference to its layout and two storey scale with additional accommodation in the roof, would not result in conditions through a loss of light or outlook that would harm the amenities of the neighbouring residential properties having regard to Policies (I)GD1, (I)GD2, (II)GD3 and (II)H8 of the Unitary Development Plan.
 3. The proposed development, with reference to its layout, amenity space and internal floor space for individual flats, would result in an acceptable form of residential accommodation having regard to Policies (II)GD3, (II)H9 and (II)H16 of the Unitary Development Plan including the Supplementary Planning Guidance on Flat Conversions which recommends minimum sizes for one and to bedroom flats.
 4. The proposed development having regard to the existing site coverage, would not increase the potential for flooding in the locality and due to the distance to dry ground , is not on balance, considered to increase overall floor risk having regard to Policy (II)GD1 and (II)GD12 of the Unitary Development Plan

5. The proposed development having regard to the means of access contained in the outline application, would not give rise to conditions through its position or traffic generation, prejudicial to the free flow and safety of vehicles on the adjoining highway having regard to Policies (II)GD6 and (II)GD8 of the Unitary development Plan and Policy 3C.23 of the London Plan
6. The proposed development with reference to the vehicle and cycle parking facilities contained in the outline application, would not give rise to conditions through on street parking, prejudicial to the free flow and safety of vehicles on the adjoining highway having regard to Policies (II)GD6 and (II)GD8 of the Unitary Development Plan and Policy 3C.23 of the London Plan
7. The proposed development with reference to the siting of the vehicle access and parking area contained in the outline application, would not give rise to any adverse effect on the amenities of neighbouring and nearby residential properties highway having regard to Policies (I)GD1, (I)GD2 and (II)GD3 of the Unitary Development Plan

8 Recommendation

8.1 That planning permission be GRANTED subject to the following conditions:

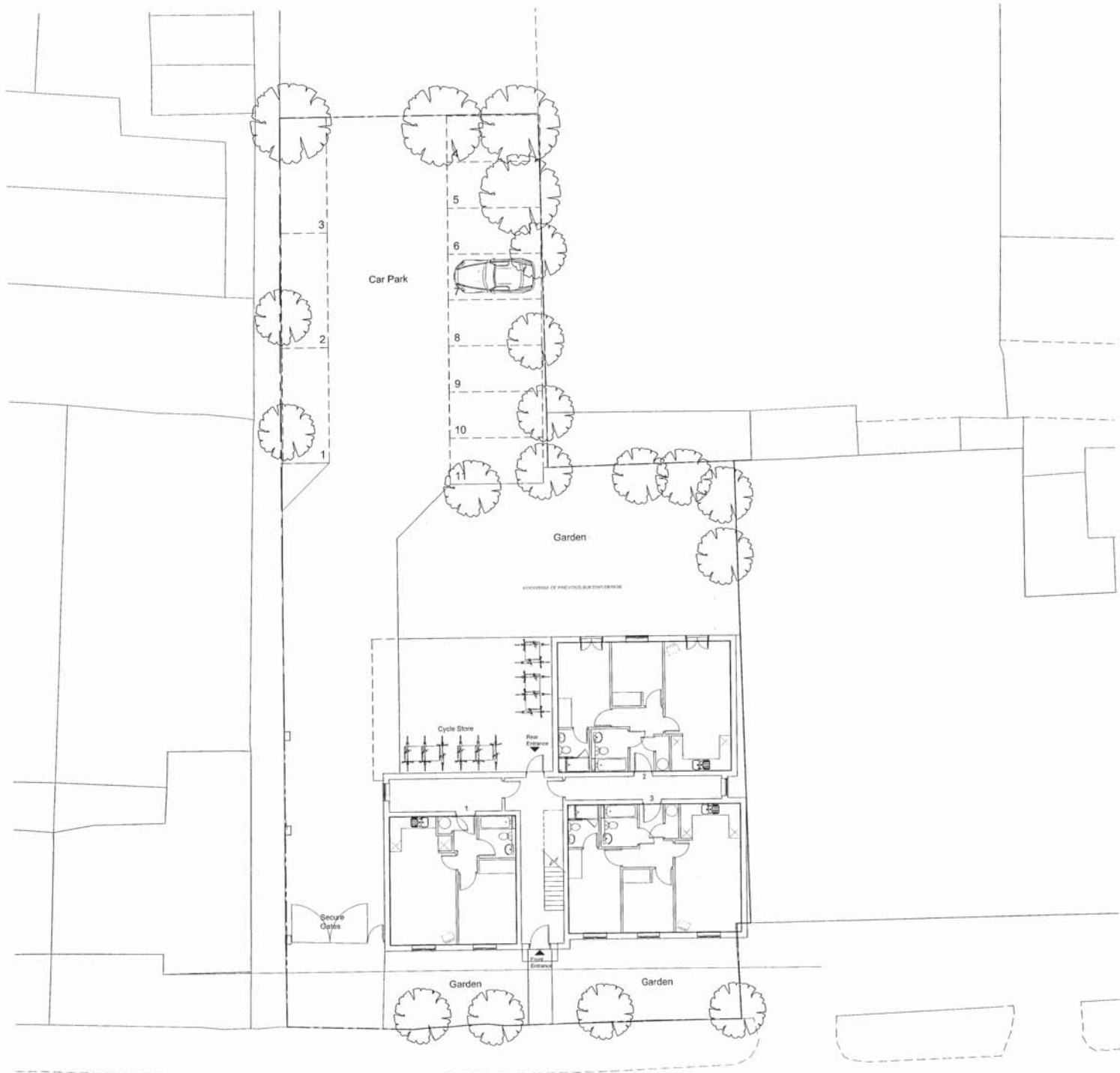
- 1 The development hereby permitted shall be carried out in accordance with the following approved plans: 3099 P01 E and P-03 B

Reason: For the avoidance of doubt and in the interests of proper planning.
- 2 C52A Time Limit - Outline Permission
- 3 C02 Details of Buildings – Design
- 4 C03 Details of Development-External Appearance
- 5 C05 Details of Development – Landscaping
- 6 C07 Details of Materials
- 7 C09 Details of Hard Surfacing
- 8 C10 Details of Levels
- 9 C11 Details of Enclosure
- 10 C14 Details of Access and Junction
- 11 C16 Private Vehicles Only - Parking Areas
- 12 For the duration of the construction period all trees and shrubs shown on the approved plans and application as being retained shall be protected by fencing a minimum height of 1.2 metres at a minimum distance of 5 metres from the existing planting. No building activity

shall take place within the protected area. Any tree or shrub which dies or is damaged during the construction period shall be replaced.

Reason: To protect existing planting during construction.

- 13 C19 Details of Refuse Storage & Recycling Facilities
- 14 C57 Sustainability



LONDON BOROUGH OF ENFIELD
12 FEB 2007
PLANNING AND TRANSPORTATION

Revision: _____ By: Approved



The Tudor House
9 Lechmore Road
Old Town
Stevenage
Hertfordshire
SG1 3HU
t: 01438 749400
f: 01438 749591
e: ar@archer.co.uk
www.archerarchitects.co.uk

Client:
Dixy Chicken

Project:
185 Town Road, Edmonton

Drawing Title:

Site Plan

Scale:	Date:	Drawn:	Checked:
1:100		PK	
Project No:	Drawing No:	Revision:	
3099	P-10		

TP/07/0285



Front Elevation



Side Elevation



Rear Elevation



By: Approved



The Tudor House
9 Letchmore Road
Old Town
Stevenage
Hertfordshire
SG1 2HU
t: 01438 749400
f: 01438 749591
e: arch@archer-uk.com
www.archerarchitects.co.uk

Client:
Dixy Chicken

Project:
**185 Town Road
Edmonton**

Drawing Title:
External Elevations

Scale:	Date:	Drawn:	Checked:
1:100	Feb '07	PK	
Project No:	Drawing No:	Revision:	
3099	P-03		