

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 22nd April 2014

Report of
Assistant Director - Planning,
Highways & Transportation

Contact Officer:
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Ward: Upper
Edmonton

Application Number : P14-00041PLA

Category: Change of Use

LOCATION: CAR PARK, RAYNHAM ROAD, LONDON, N18 2JF

PROPOSAL: Temporary change of use of part of car park to construction site office compound, incorporating the erection of 3 two storey and 1 single storey temporary buildings and hoardings for use by Transport for London for refurbishment works to Fore Street Tunnel (April 2014 - April 2016).

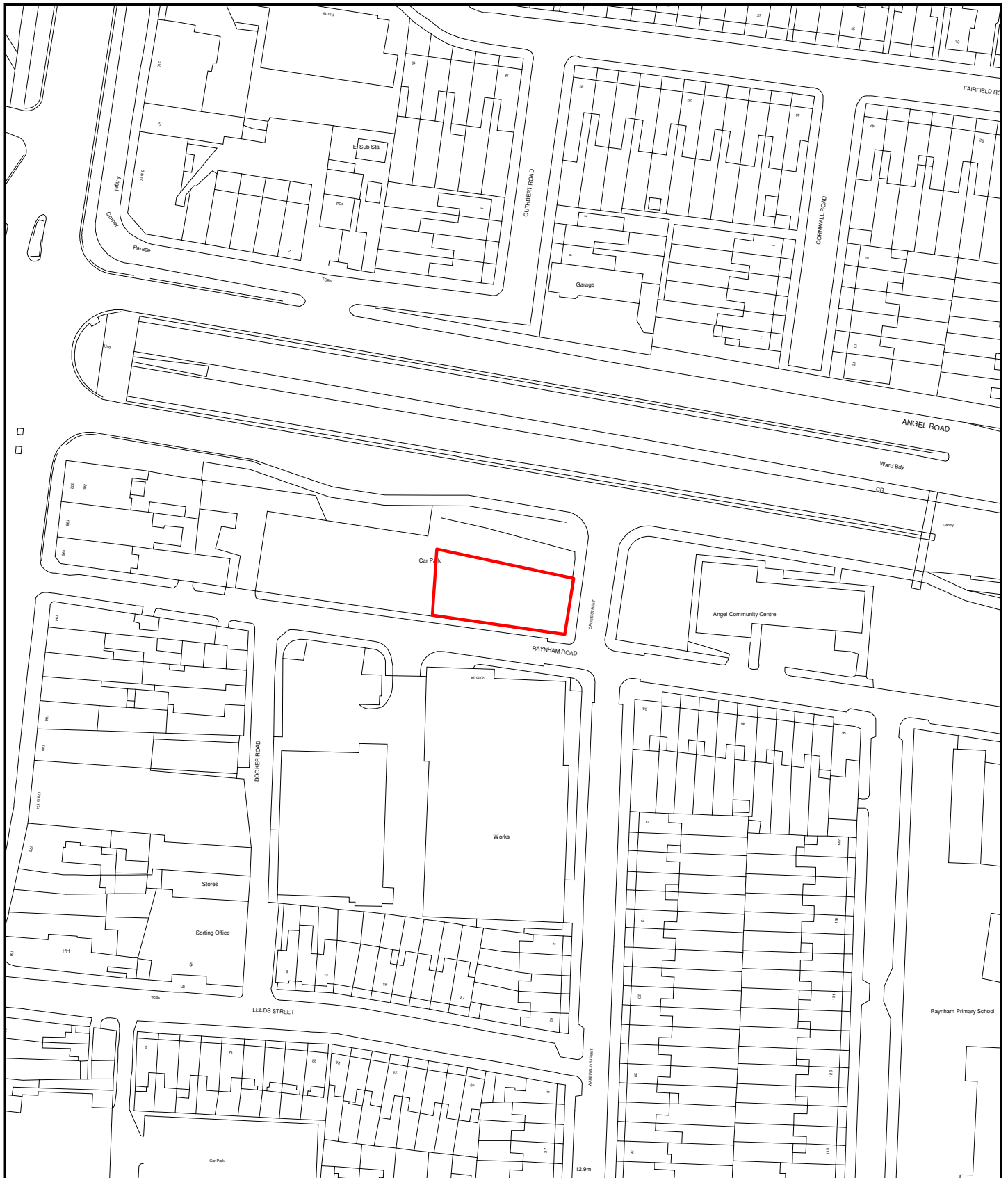
Applicant Name & Address:

Mr Kwabena Appau,
BAM Nuttall Limited
TENACRE COURT,
ASHFORD ROAD,
HARRIETSHAM,
Maidstone,
Kent,
ME17 1AH

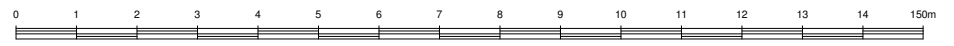
Agent Name & Address:

RECOMMENDATION:

That, subject to a unilateral undertaking to secure the package of transport mitigation measures outlined within the report, planning permission be **GRANTED** subject to conditions.



Development Control



Scale - 1:1250
Time of plot: 11:53

Date of plot: 04/04/2014

1.0 Site and Surroundings

- 1.1 Raynham Road Car Park is an Enfield Council operated surface car park with a total of 51 spaces, which includes 3 disabled spaces. The car park is accessed off Raynham Road , a one way road accessed off Fore Street. The car park is opposite the A406 North Circular Road. Angel Road Community Centre is also within close proximity separated by an access road (Cross Street) that leads on to the North Circular.
- 1.2 On the other side of Raynham Road adjoining the car park is a two storey brick building and also a 4 storey building set back (London College of Accounting Business and Computing). Raynham Road has double yellow lines on either side of the road up to its junction with Wakefield Street. Past the junction of Raynham Road/ Wakefield Street are residential properties on one side (Nos. 36 to 56 Raynham Road). The car park itself is fairly well screened from the North Circular by existing landscape screening and a brick wall which forms part of the rear boundary of the car park.
- 1.3 The car park is a pay and display car park with operating hours Mondays to Saturdays between 7:30 am to 6:30 pm. The car park is free on Sundays and bank holidays. The car park currently has a one way entry and exit system.

2.0 Proposal

- 2.1 The proposal involves using part of the Raynham Road car park, 25 bays in total, as a temporary office compound for Transport for London (TfL) appointed contractors, whilst carrying out refurbishment works on the A406 North Circular Road, to address the issue of water ingress into the Tunnel. The car park currently has a one-way entry and exit system. It is proposed to alter the west access of the car park to 2 way traffic, to allow vehicle's to enter and exit the rest of the car park.
- 2.2 The temporary office compound would comprise of three separate steel cabins each of which are double stacked and be for office use, with an overall maximum height of 5.1m. The dimensions of each of the three double stacked offices are 11m x 8m, and two are 8m x 3m. There is also a single storey toilet block. The temporary office compound would be enclosed by a 2.4m high hoarding. The overall site area for the works compound is 32.9m x 16.4m. A total of 25 parking spaces would remain for public use within the rest of the car park. It is also proposed that 14 temporary on street parking bays would be created on Raynham Road and that parking restrictions on Wakefield Road would be removed to create 7 spaces.
- 2.3 Raynham Road car park is located approximately 20m away from the tunnel. The site was chosen by TfL because it is located on a non-residential section of Raynham Road with less traffic / congestion and less likely to impact on the general public.

- 2.4 The site will be used for general office work and will provide welfare facilities for operatives and staff working on Fore Street Tunnel. The workforce during the day will account for approximately 20 staff and activities during the day will be administrative. During the night, staff will be working in the tunnel and accessing the site for welfare facilities. The refurbishment works would be carried out during night closures of the Tunnel from Monday to Friday from 10pm to 5am and plan to start on the 1st May 2014 and be completed on the 24th September 2015.
- 2.5 A temporary change of use of part of the car park for an office compound for 20 months until 15th September is required. After completion of the works the car park would be fully reinstated.

3.0 Relevant Planning Decisions

- 3.1 There are no recent planning applications relevant to the site.

4.0 Consultations

4.1 Statutory and non-statutory consultees

Traffic & Transportation

- 4.1.1 The need for maintenance of the nearby A 406 Fore Street Tunnel is understood and the Council's Core policies recognise and acknowledge that the Tunnel is a key piece of transport infrastructure. Ultimately, its failure or long term removal from service would have serious implications for the transport network as well as the Council's ambitions across the Borough. There are understandably concerns over the loss of parking capacity resulting from the proposals. These concerns relate to short term demands for parking on a Friday when the Mosque attracts a very large number of attendees and on days when Tottenham Hotspur play at home.
- 4.1.2 Parking capacity surveys have been carried out and established that on Fridays in excess of twenty five spaces are available in nearby Trafalgar Square car park. A package of mitigation measures have been agreed with TfL contractors. These mitigation measures include:
- Providing 14 new temporary parking spaces within Raynham Road. These are intended to be Pay and Display bays in keeping with the regime within Raynham Road car park.
 - Relaxing the waiting restriction (single yellow line) in Wakefield Street to allow uncontrolled parking for approximately 7 cars.
 - Directing drivers to make use of alternative car parks with capacity on Fridays by use of signs.
 - Directing employees within the site offices to use alternative car parks on Fridays
 - Directing employees within the site offices to use alternative car parks on Fridays and home match days in addition to encouraging the use of local transport by use of travel planning methods.

- Ongoing liaison meetings with the local community including Ward Members in order to identify and resolve any local issues resulting from the proposals.

4.1.3 The proposed mitigation includes the provision of approximately 21 new car parking spaces. This represents a net shortfall of 4 parking spaces. However, parking is available within nearby car parks on Fridays and it is only on home match days that overall local parking capacity is exceeded. The number of home match games is broadly twenty a year. The new parking spaces will be available for the whole of the week and pay and display bays will be of particular benefit to the nearby commercial and shopping activities on Fore Street. On balance the proposal includes a reasonable package of mitigation measures against the loss of 25 spaces within the car park. If the above mitigation measures are secured then no objections are raised.

Environmental Health

4.1.4 Environmental Health Officers have raised no objections

Parking Operations Manager

4.1.5 The Parking Operations Manager is in favour of the application so long as the contractors can show that they can offset the lost parking spaces with alternative parking elsewhere. The contractors have looked at alternative sites but have been unable to find one that meets their needs.

4.2 Public

4.2.1 Letters have been sent to 45 surrounding neighbours and two site were posted .One letter received from The Federation of Enfield Residents and Allied Associations raising the following points:

- Support residents of area in opposing the use of 21 spaces of this car park for temporary offices for TfL contractors working on the renovation of the Fore Street Tunnel.
- Surrounding area is very congested, especially on Fridays and Feast Days when the Mosque in Raynham Road attracts a very large number of attendees. Every inch of space is used, including pavements. To lose 21 spaces would put create pressure on the area
- Suggest that the south corner of Pymmes Park would be a much better location and the grass could be easily reinstated at the end of the occupancy.

5.0 Relevant Policy

5.1 The National Planning Policy Framework (NPPF) published in March 2012 allowed Local Planning Authorities a 12 month transition period to prepare for the full implementation of the NPPF. Within this 12 month period local planning authorities could give full weight to the saved UDP

policies and the Core Strategy, which was adopted prior to the NPPF. The 12 month period has now elapsed and as from 28th March 2013 the Council's saved UDP and Core Strategy policies will be given due weight in accordance to their degree of consistency with the NPPF.

- 5.2 The Development Management Document (DMD) policies have been prepared under the NPPF regime to be NPPF compliant. The Submission version DMD document was approved by Council on 27th March 2013 and is now under examination. An Inspector has been appointed on behalf of the Government to conduct the examination to determine whether the DMD is sound. The examination process is a continuous process running from the submission through to receiving the Inspector's report. Part of the process will now involve oral hearing sessions and these will commence on Wednesday 23rd April 2014. The DMD provides detailed criteria and standard based policies by which planning applications will be determined, and is considered to carry greater weight now it is at examination stage.
- 5.3 The policies listed below are considered to be consistent with the NPPF and therefore it is considered that due weight should be given to them in assessing the development the subject of this application.
- 5.4 The London Plan (including revised early Minor alterations 2013)
- Policy 6.3 Assessing the effects of development on transport
 - Policy 6.9 Cycling
 - Policy 6.10 Walking
 - Policy 6.12 Road network capacity
 - Policy 6.13 Parking
 - Policy 7.4 Local character
 - Policy 8.2 Planning Obligations
- 5.5 Local Plan – Core Strategy
- SO8 Transport and Accessibility
 - S10 Built Environment
 - CP24 The Road Network
 - CP25 Pedestrians and cyclists
 - CP26 Public transport
 - CP30: Maintaining and improving the quality of the built and open environment
- 5.5 Saved UDP Policies
- (II)GD3 Aesthetics and functional design
 - (II)GD6 Traffic
 - (II)GD8 Site access and servicing
 - (II) T13 New Access
- 5.6 Submission Version Development Management Document (2013)

DMD45	Parking Standards and Layout
DMD47	New Road, Access and Servicing
DMD 48	Transport Assessments

5.8 Other Relevant Considerations

National Planning Policy Framework
National Planning Practise Guidance

6.0 **Analysis**

6.1 The key issues of consideration are:

- (i) The impact of the compound itself and whether it would have any adverse impact on the character and appearance of the area and surrounding residential amenity.
- (ii) The impact of the temporary loss of part of the car park on the surrounding on street car parking situation in the immediate and surrounding vicinity ,which is already extremely heavily parked; and

6.2. Character and Appearance of the Area and residential amenity

6.2.1 The immediate surrounding area is mixed in character with Raynham Road car park itself, the Mosque as well the four storey London College of Accounting, Business and Computing. Angel Community Centre is also situated on Raynham Road and there are some terraced residential houses on one side of Raynham Road, past the junction with Wakefield Street.

6.2.2 The compound for the doubled stacked offices would be relatively well screened when viewed from the North Circular Road, due to the existing landscape screening that exists on the rear boundary of the car park. Whilst the stacked offices within the compound, (maximum height 5.10m) would be clearly visible on Raynham Road, they are not directly opposite residential properties, the nearest residential property being 36 Raynham Road adjoining its junction with Wakefield Street.

6.2.3 Whilst this is a 24 hour operation, activities on site during the day would be largely administrative. Work would be undertaken on the tunnel itself overnight and the site would be used for welfare facilities by the workers. It is not considered that this will generate a significant level of noise or activity, in particular given the back drop of the North Circular Road, and therefore residential amenity would not be unduly harmed.

6.2.3 On balance it is considered that the temporary siting of the office compound and steel cabin buildings together with their use, which would be 24 hours a day, would not adversely impact on the residential amenities of surrounding properties. No objection has been raised by Environmental Health to the proposal.

6.3 Traffic Generation/Parking and Highway safety

- 6.3.1 The need for the maintenance of the nearby A406 Fore Street Tunnel, which is key piece of transport infrastructure, is recognised and its long term removal from service would have serious implications for the Local Transport if essential works of maintenance were not undertaken.
- 6.3.2 The proposal would result in the temporary loss of 25 spaces within part of the car park as a result of the proposed office compound. A total of 25 parking spaces would remain. There are understandably concerns regarding the loss of parking capacity resulting from the proposals. These concerns largely relate to the short term demand for parking in particular on Fridays for the Mosque and on days when Tottenham Hotspur play at home. In addition the surrounding residential streets are very heavily parked. However, these impacts have been considered and mitigation measures outlined above have been identified.
- 6.3.3 On balance, the proposed creation of a further 21 car parking spaces on street, that will be available for the benefit of the local community for the whole week, is considered to offer appropriate mitigation for the loss of 25 spaces within Raynham Road car park for the temporary period proposed.

6.4 CIL

- 6.4.1 As of April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow “ charging authorities” in England and Wales to apportion a levy on net additional floor space for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development. Since April 2012 the Mayor of London has been charging CIL in Enfield at the rate of £20 per sqm. The Council is progressing its own Cil but this is not expected to be introduced until spring/ summer 2015.
- 6.4.2 The development would not be liable for Mayoral CIL.

7.0 **Conclusion**

- 7.1 The maintenance works to the A406 Fore Street Tunnel to address the issue of water ingress in to the Tunnel, which is a key piece of transport infrastructure, are essential. It is acknowledged that the surrounding immediate residential streets are extremely heavily parked and therefore the loss of parking spaces within this car park could have some impact. However, it is considered that the proposed package of mitigation measures are appropriate to address this.
- 7.2 Subject to a unilateral undertaking to agree the package of measures it is recommended that planning permission is granted.

- 8.0 Recommendation:** That subject to a unilateral undertaking to secure the package of transport mitigation measures outlined above, that planning permission be GRANTED subject to the following conditions :

1. C60- Approved Plans

2. No parking space within the Raynham Road car park shall be removed from service as a result of this permission until:
 - a) Alterations have been made to the Traffic Regulation Order covering Wakefield Street in accordance with drawing number: BNA 1430-BNL-SKP within the Planning Statement
 - b) New pay and display parking bays have been implemented in Raynham Road in accordance with drawing number: BNA 1430- BLN-SKP-01 within the Planning Statement

Reason: To ensure that satisfactory replacement parking provision is provided to help mitigate against the temporary loss of part of the existing car park.

3. The temporary use of part of the car park as a compound and offices shall not commence until details of a Travel Plan have been submitted to and approved in writing by the Local Planning Authority and the Travel Plan shall be in place for the duration of the permitted use. The details shall include the following:
 - a) Details of measures to encourage more sustainable travel by staff;
 - b) Details of measures to encourage staff to park in alternative car parks on Fridays.
 - c) Details of signs to be placed in the Raynham Road car park advising visitors to the car park of locations of alternative car parks: and
 - d) Details of ongoing monthly meetings with the local community to identify and resolve travel related issues resulting from the temporary use of the car park.

The Travel Plan shall be in place prior to the first use of the car park hereby approved and retained for the duration of the use.

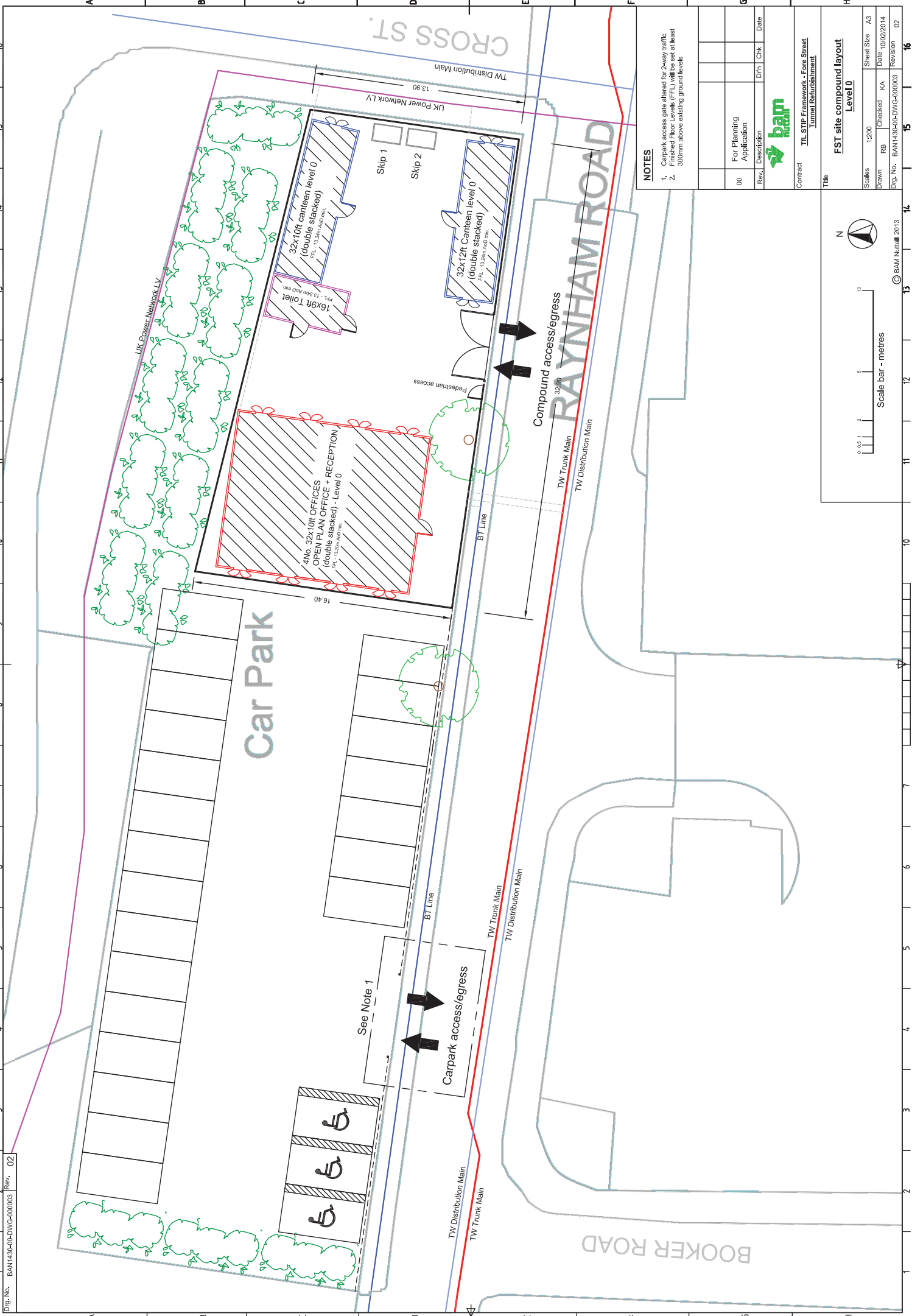
Reason: In the interests of sustainable transport and to ensure the development does not adversely affect highway safety and the free flow of traffic on the public highway.

4. The proposed use of the car park as an office compound shall be for a temporary period expiring on 20th September 2015 after which the office compound shall be removed and the car park fully reinstated.

Reason: To ensure that the car park is satisfactorily reinstated after this temporary period.


DO NOT SCALE THIS DRAWING.

Fig. No. BAN1430-00-DWG-000003 Rev. 02



NOTES

- Carpark access gate altered for 2-way traffic.
- Finished Floor Levels (FFL) will be set at least 300mm above existing ground levels.

00	For Planning Application	Dr'n	Chk	Date
				
Contract: T11 SITE Framework - Four Street Tunnel Reurbalishment				

Title: FST site compound layout Level 0				
Scales	1:200	Checked	KA	Sheet Size A3
Drawn	RB	Date	01/02/2014	Revision 02
Fig. No. BAN1430-00-DWG-000003				



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Dwg. No. BAN1430-00-DWG-000004 Rev. 01



00	For Planning Application				
Rev.	Description	Dr'n	Chk	Date	
Contract: 111.8712 Framingham, Foss Street, Framingham, Massachusetts					
Title: FST site compound layout Aerial View					
Scales	NTS	Sheet Size	A3		
Drawn	RB	Checked	KA	Date	30/01/2014
Dwg. No.	BAN1430-00-DWG-000004		Revision	01	

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Key



Site compound boundaries

Dwg. No. BAN1430-00-DWG-000002 Rev. 00

For planning application

Rev. Description Dwn. Chk. Date

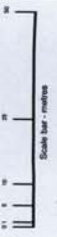


Contract TIL STP Framework - Fox Street
Lurnal Rehabilitation

Title

FST site compound location plan

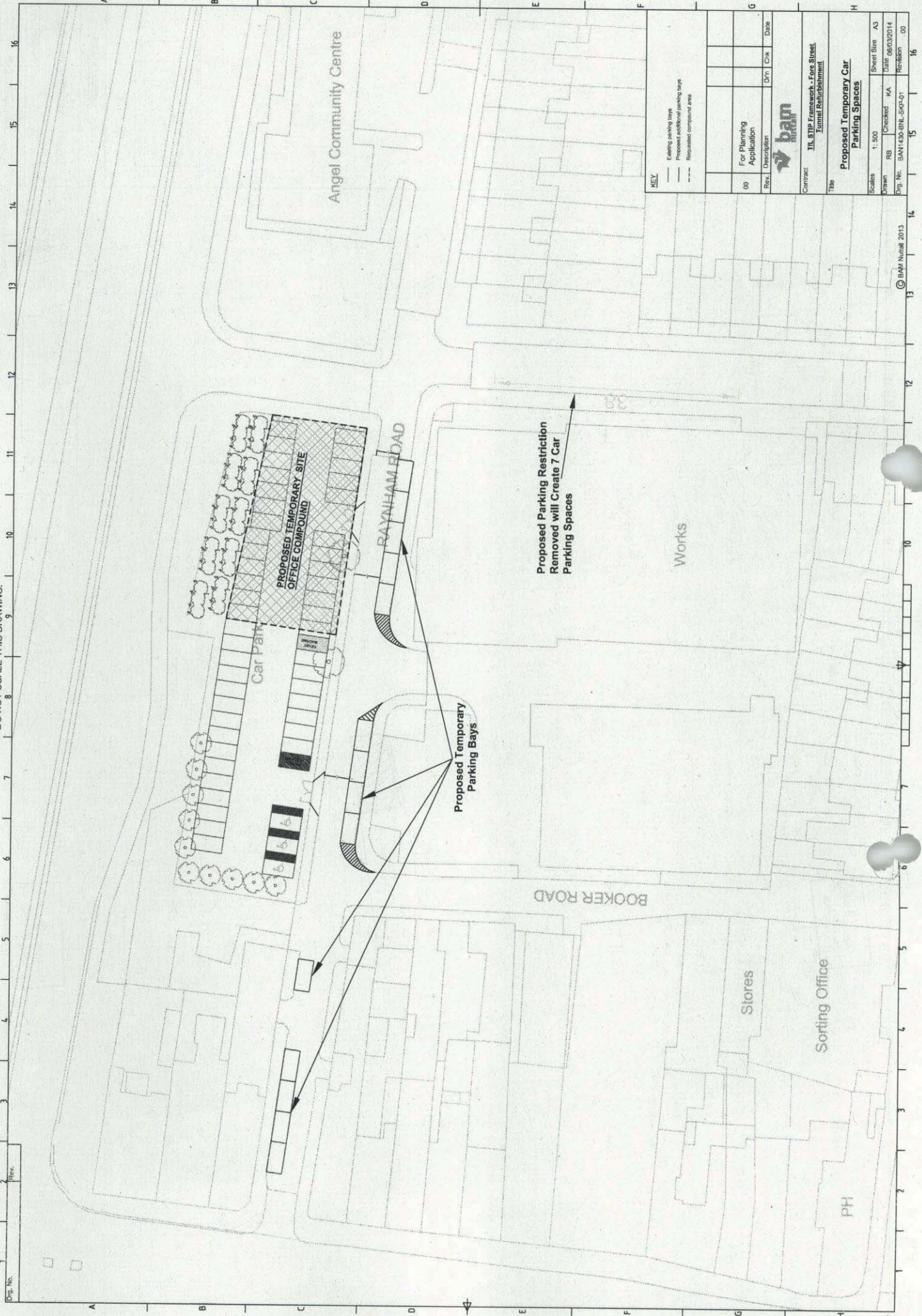
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Dwg. No.	BAN1430-00-DWG-000002	Date	16/12/2013
		Revision	00



Scale bar - metres

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KEY

- Existing parking bays
- Proposed additional parking bays
- Proposed compound area

00 For Planning Application

Rev.	Description	D'n	Ck	Date



Contract TIL SITE Framework - Fox Street Tunnel Reinforcement

Title Proposed Temporary Car Parking Spaces

Scale	1:500	Sheet Size	A3
Drawn	RB	Checked	KA
Drawn	06/03/2014	Checked	06/03/2014
Proj. No.	BAN1400-BN-SQP-01	Revision	00