LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 21st July 2015

Report of

Assistant Director, Planning, Highways & Transportation

Contact Officer:

Andy Higham 020 8379 3848 Sharon Davidson 020 8379 3841 Ms A Treloar 020 8379 1259 Ward:

Cockfosters

Ref: 15/01513/FUL

Category: Full Application

LOCATION: 46 And 48 Lancaster Avenue, Barnet, EN4 0ET,

PROPOSAL: Redevelopment of site to provide 2 x 2-storey detached blocks (Block A - 4 x 2-bed and 1 x 3-bed) and (Block B - 4 x 2-bed and 1 x 3-bed) with basement parking, gymnasium and storage involving access ramp, balconies to front and rear, rooms in roof with front and rear dormer windows, vehicle access to Lancaster Road, boundary wall with railings at front, detached refuse store and concierge building at front and associated landscaping.

Applicant Name & Address:

48 Lancaster Avenue Hadley wood Barnet

Hertfordshire EN4 0ET

United Kingdom

Agent Name & Address:

Mr Graham Randall Suite B4 Mindenhall Court

High Street
Stevenage
Hertfordshire
SG1 3UN
United Kingdom

RECOMMENDATION:

That planning permission be **REFUSED** for reasons.



1. Site and Surroundings

- 1.1 The site is located on the south side (high side) of Lancaster Avenue. It has a regular shape and is approximately 3,420m² in area comprising No. 46 (1,675m²) and No. 48 (1,745m²). It has a natural slope from east to west of approximately 3m and from north to south of approximately 5.5m. The site contains two large single family dwellings with carriage driveways.
- 1.2 The site is located within an established residential area. The pattern of development is extremely generous with large plots and substantial houses of different styles and eras.
- 1.3 The site is not located within a conservation area and does not contain a listed building.

2. Proposal

2.1 The application seeks planning permission for demolition of the existing single family dwellings and construction of 2x detached two-storey residential buildings with accommodation in the roofs to provide a total of 10 units (comprising 4x 2-bed and 2x 2-bed), basement car park and gymnasium, and associated concierge building / refuse store, access and enclosure.

Built form

- 2.2 The buildings would be similar in terms of their scale, form, detailing and materials.
- 2.3 The buildings would be approximately 19.2m (w) x 22.6m (d) x 6m (h) to eave and 9.6m (h) to ridge. They would be setback approximately 10-14m from the front boundary, 38-42m from the rear boundary and 2m from the side boundaries. A 4.4m distance would be maintained between the buildings.
- 2.4 The buildings would have pitched roofs with large crowns, roof terraces, front and rear box dormers, and gable features to the front façades.
- 2.5 The front elevations would be articulated by terraces, balconies, decorative balustrades, juliet balustrades, bay windows, entrance canopies with flat roofs and smooth columns, and stone cills and heads to the round and rectangular fenestration.
- 2.6 The rear elevations would be articulated by more uniform fenestration, terraces and balconies with glazed balustrades and timber privacy screens.
- 2.7 The concierge building / refuse store within the forecourt would be approximately 4.2m (w) x 3m (d) x 2.2-2.4m (h) to eave and 4.8m (h) to ridge. It would be sited on the west side of the vehicle entrance, approximately 0.6-1.2m behind the front wall.
- 2.8 The proposed development would have a new central access to the basement and a new boundary wall with railings 1.4m (h).
- 2.9 The schedule of materials would include:

| Pitched roofs | Natural slate |
|------------------------|-------------------------|
| Dormers | Lead |
| Walls | Red brickwork |
| Cills and heads | Reconstituted stone |
| Parapet copings | Reconstituted stone |
| Entrance canopies | Reconstituted stone |
| Decorative balustrades | Reconstituted stone |
| Juliet balustrades | Glass |
| Privacy screens | Timber |
| Fenestration | White UPVC double glaze |
| Rooflights | Timber double glaze |

Layout

- 2.10 The proposed development would have a total of 2,767m² gross internal floorspace and provide a total of 10 units comprising 8x 2-bed and 2x 3-bed.
- 2.11 The buildings would have similar layouts and provide for 5 units each; 4x 2-bed and 1x 3-bed. The 2-bed units would be located on the ground and first floors and the 3-bed units would be located within the roofs. The units would be accessed by central cores with stairwells and lifts. Private amenity space would be provided by way of terraces and balconies. Residents would have access to a 96m² gymnasium within the basement and more than 1,500m² communal garden at the rear.
- 2.12 The schedule of accommodation is as follows.

| | Beds | Persons | Habitable Rooms* | Floorspace (m ²) | Amenity Space (m ²) |
|---------|-------|----------|---------------------|------------------------------|------------------------------------|
| Block A | | | | | |
| Flat 1 | 2-bed | 4-person | 6 | 181.3 | 46.7 |
| Flat 2 | 2-bed | 4-person | 6 | 180.8 | 36.5 |
| Flat 3 | 2-bed | 4-person | 5 | 131.9 | 9.0 |
| Flat 4 | 2-bed | 4-person | 6 | 153.0 | 11.1 |
| Flat 5 | 3-bed | 6-person | 6 | 207.7 | 34.1 |
| Block B | | | | | |
| Flat 1 | 2-bed | 4-person | 6 | 181.3 | 31.9 |
| Flat 2 | 2-bed | 4-person | 6 | 180.8 | 31.3 |
| Flat 3 | 2-bed | 4-person | 5 | 136.0 | 11.7 |
| Flat 4 | 2-bed | 4-person | 6 | 153.0 | 11.1 |
| Flat 5 | 3-bed | 6-person | 6 | 217.4 | 34.1 |

^{*}Note that open plan kitchen/ dining areas and kitchen/ dining/ living areas are considered to be 2 habitable rooms.

2.13 The basement would provide for 20 car parking spaces, 10 cycle parking spaces, 10 external storage units and a gymnasium.

3. Relevant Planning History

3.1 The site and adjoining properties do not have any relevant planning history.

4. Consultations

4.1 Statutory and non-statutory consultees

4.1.1 Traffic and Transportation

Traffic and Transportation object to the proposed development on the following grounds:

- The proposed development would provide a car parking ratio of 2 spaces per unit which is considered to be an oversupply having regard to Policy 6.13 of the London Plan and DMD 45.
- The proposed development would provide 5 Sheffield stands; this equates to a cycle parking ratio of 1 space per unit which is below the minimum standard required by Policy 6.9 of the London Plan and DMD 45.

In addition, they advise that the requirement for temporary parking restrictions and heavy duty access should be checked in advance, prior to any demolition or construction works, by contacting the Highways Improvements Team.

4.1.2 Tree Officer

No objection. The tree protection measures contained within the Tree Survey Report prepared by Green Link Ecology Ltd should be secured by condition.

4.1.3 SUDS Officer

No objection but notwithstanding the details contained within the SUR1 and SUR2 report prepared by Crosby Energy & Sustainability, details of a sustainable urban drainage system (SUDS) should be secured by condition. The details should include:

- A site plan.
- A topographical plan of the surrounding area with contours.
- The footprint of the area being drained including all buildings and parking areas.
- Greenfield Runoff Rates for a 1 in 1yr event and a 1 in 100yr event
 + Climate Change.
- Storage volume.
- Controlled discharge rate.
- Details of the proposed SUDS design including types, levels, volumes etc.
- An explanation of why the proposed SUDS design has been selected with respect to the London Plan drainage hierarchy.
- Geological information including details of borehole logs, depth to the water table and/or infiltration test results.
- Overland flow routes and a plan for exceedance events.
- A management plan for future maintenance.

4.1.4 Environmental Health Officer

No objection. The Demolition Method Statement submitted with the application is acceptable. A Construction Management Plan should be secured by condition.

4.1.5 Metropolitan Police

No objection. The proposed development should adopt the principles and practices of 'Secure by Design' and comply with Section 1. Design & Layout, Section 2. Physical Security and Section 3. Ancillary Security Requirements of the current SBD New Homes 2014 Multi-Storey Dwellings and SBD Commercial 3D Interactive Guides.

4.1.6 Thames Water:

No objection.

- Informatives:
 - Provision for surface water drainage.
 - Affinity Water Company contact details.

4.1.7 <u>Duchy of Lancaster</u>

No objection.

4.2 Public response

- 4.2.1 Letters were sent to 37 adjoining and nearby properties.
- 4.2.2 52 objections were received which raised the following concerns:

4.2.3 Impact on the character of the surrounding area

- Overdevelopment of the site.
- Intensity of residential development.
- Excessive scale, height, bulk and mass.
- Overbearing and visually intrusive built form.
- Poor quality architecture that would introduce features alien to the local area.
- Demonstrable harm to the pattern of development and the character of the surrounding area.
- The concierge building / refuse store would be obtrusive and incongruous.
- Loss of the open front garden.
- The proposed development would set an undesirable precedent for future development in Lancaster Avenue.
- The proposed development would detract from the heritage significance and special interest of the Hadley Wood Conservation Area.
- Inadequate transport connectively, community facilities, goods and services etc. in the local area to sustain the intensity of residential development.

4.2.4 <u>Impact on the neighbours' am</u>enity

- Loss of light.
- Loss of outlook.

- Loss of privacy.
- The proposed development would give the impression of a four-storey building when viewed from No. 50.
- Noise and fumes from the basement ventilation.

4.2.5 <u>Highway considerations</u>

- Inadequate off-street car parking for residents and visitors.
- · Increased traffic movements and congestion.
- Noise, general disturbance and impact on local bus services from increased traffic movements and congestion.
- · Car park access and layout.
- · Highway safety.

4.2.6 Viability

- Affordable housing.
- Education.

4.2.7 Other

- Existing plans and elevations were not submitted with the application.
- The studies should be assessed as bedrooms.
- Loss of property values.
- Rising water table and increased water runoff from the basement.
- General disruption and disturbance during demolition and construction works.

4.3 **Petition**

4.3.1 A petition with 141 signatures was also received which raised many of the above mentioned concerns.

5. Relevant Policies

5.1 London Plan

| Policy 3.3 | Increasing housing supply |
|-------------|--|
| Policy 3.4 | Optimising housing potential |
| Policy 3.5 | Quality and design of housing developments |
| Policy 3.8 | Housing choice |
| Policy 3.9 | Mixed and balanced communities |
| Policy 3.10 | Definition of affordable housing |
| Policy 3.11 | Affordable housing targets |
| Policy 3.12 | Negotiating affordable housing on individual private |
| | residential and mixed use schemes |
| Policy 3.13 | Affordable housing thresholds |
| Policy 5.1 | Climate change mitigation |
| Policy 5.2 | Minimising carbon dioxide emissions |
| Policy 5.3 | Sustainable design and construction |
| Policy 5.7 | Renewable energy |
| Policy 5.9 | Overheating and cooling |
| Policy 5.10 | Urban greening |
| Policy 5.11 | Green roofs and development site environs |

| Policy 5.13 | Sustainable drainage |
|---------------|--|
| Policy 5.14 | Water quality and wastewater infrastructure |
| Policy 5.15 | Water use and supplies |
| Policy 5.16 | Waste self-sufficiency |
| Policy 5.18 | Construction, excavation and demolition waste |
| Policy 6.3 | Assessing effects of development on transport capacity |
| Policy 6.9 | Cycling |
| Policy 6.10 | Walking |
| Policy 6.11 | Smoothing traffic flow and tackling congestion |
| Policy 6.13 | Parking |
| Policy 7.1 | Building London's neighbourhoods and communities |
| Policy 7.2 | An inclusive environment |
| Policy 7.3 | Designing out crime |
| Policy 7.4 | Local character |
| Policy 7.6 | Architecture |
| Policy 8.2 | Planning obligations |
| Policy 8.3 | Community infrastructure levy |
| | |
| Core Strategy | |

5.2 <u>Core Strategy</u>

| Policy 2 | Housing supply and locations for new homes |
|-----------|---|
| Policy 3 | Affordable housing |
| Policy 4 | Housing quality |
| Policy 5 | Housing types |
| Policy 20 | Sustainable energy use and energy infrastructure |
| Policy 21 | Delivering sustainable water supply, drainage and |
| | sewerage infrastructure |
| Policy 22 | Delivering sustainable waste management |
| Policy 24 | The road network |
| Policy 25 | Pedestrians and cyclists |
| Policy 28 | Managing flood risk through development |
| Policy 30 | Maintaining and improving the quality of the built and open environment |
| Policy 46 | Infrastructure contributions |

5.3 <u>Development Management Document</u>

| Policy 2 Policy 3 Policy 6 Policy 8 Policy 9 Policy 10 Policy 37 Policy 38 Policy 45 Policy 46 Policy 47 Policy 48 Policy 49 Policy 50 Policy 51 Policy 53 | Affordable housing for developments of less than 10 units Providing a mix of different sized homes Residential character General standards for new residential development Amenity space Distancing Achieving high quality and design-led development Design process Parking standards and layout Vehicle crossovers and dropped kerbs New roads, access and servicing Transport assessments Sustainable design and construction statements Environmental assessment methods Energy efficiency standards Low and zero carbon technology |
|--|---|
| Policy 53 Policy 54 Policy 55 | Low and zero carbon technology Allowable solutions Use of roof space / vertical surfaces |
| , | 232 S. 103. Space / 13.1104. Salitaboo |

Policy 56 Heating and cooling

Policy 57 Responsible sourcing of materials, waste minimisation and

green procurement

Policy 58 Water efficiency

Policy 61 Managing surface water

Policy 68 Noise

Policy 69 Light pollution

Policy 79 Ecological enhancements
Policy 80 Trees on development sites

Policy 81 Landscaping

5.4 Other Relevant Policy Considerations

National Planning Policy Framework National Planning Policy Guidance

Mayor's Supplementary Housing Guidance

Section 106 Supplementary Planning Document (2011)

Enfield Characterisation Study (2011)

Enfield Housing Market Assessment (2010)

6. Analysis

6.1 Principle

6.1.1 The adopted policies encourage residential development that provides new housing to support the London-wide and Borough-specific housing targets. However, the proposed development must be assessed in the context of its impact on the character of the surrounding area, impact on the neighbours' amenity, housing mix, quality of accommodation and amenity space, highway considerations, sustainable design and construction, landscaping and biodiversity enhancements, and viability which together form the principle of residential development.

6.2 <u>Impact on the character of the surrounding area</u>

Density

- 6.2.1 DMD 6(a, d, e) and DMD 8(a) seek to ensure that the density of residential development is appropriate to the locality having regard to the character of the surrounding area, public transport accessibility and local infrastructure provision such as community facilities, goods and services etc. In this regard, it is considered that density is both a quantitative and a qualitative assessment.
- 6.2.2 Table 3.2 of the London Plan provides a numerical assessment of density which may be used as a guide for central, urban and suburban settings. Lancaster Avenue can only be most likened to a suburban setting which is defined as '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 storeys'. Under this numerical assessment, the proposed density would equate to 29 units and 169 habitable rooms per hectare which is within the suggested range for a site with a PTAL 1 score in a suburban setting.

- 6.2.3 However, Table 3.2 of the London Plan should not be applied mechanistically. Density should be appropriate to the local context and in this instance it is considered that Lancaster Avenue is not a typical suburban setting as defined above. The pattern of development is extremely generous with large plots and substantial houses; the density is approximately 6-10 units (dwellings) per hectare.
- 6.2.4 The Enfield Characterisation Study defines Lancaster Avenue and the local area as a 'large suburb' character typology to distinguish it from the smaller scale classic suburb. The large suburb character typology has low to extremely low density and requires and favours the car; the sparseness of the population is unable to sustain goods and services in walking distance, whilst the large plots easily accommodate car parking. The Study emphasises that this pattern of development presents a long term sustainability issue and acknowledges that the introduction of flatted development increases density. However, the Study recommends that flatted development be located in areas with good transport connectivity and infrastructure provision provided issues of urban form and architectural character can be addressed (page 94-97 of the Enfield Characterisation Study).
- 6.2.5 Further to this, it is considered that the proposed development does not address the issues of urban form and architectural character. The proposed development by reason of its scale, bulk, mass and design would be inconsistent with the pattern of development and would detract from the visual amenity of the street scene.
- 6.2.6 The objectors have raised concern regarding inadequate transport connectively, community facilities, and goods and services in the local area to sustain the proposed intensity of residential development. More specifically, they have raised concern regarding childcare and education places, access to healthcare providers and medical facilities, frequency of bus and train services etc. As previously discussed, flatted development can increase density and in turn provide the justification for infrastructure investment. However, in this instance, the proposed development does not address the issues of urban form and architectural character and is therefore considered unacceptable.
- 6.2.7 In summary, whilst it is acknowledged that the proposed density would fall within the suggested range for a site with a PTAL 1 score in a 'suburban setting' in accordance with Table 3.2 of the London Plan, it is considered that the proposed development by reason of its density and scale would result in an overdevelopment of the site and would detract from the character of Lancaster Avenue contrary to Policies 3.4 and 7.4 of the London Plan, Policies 2 and 30 of the Core Strategy, Policies 6, 8, 37 and 38 of the Development Management Document, and the Enfield Characterisation Study.
 - Scale, bulk, mass and architectural design
- 6.2.8 DMD 6(a, c), DMD 8(b), DMD 37 and DMD 38 seek to ensure that the scale, height, bulk, mass and architectural design of residential development is appropriate having regard to the pattern of development and the character of the surrounding area.

- 6.2.9 As previously discussed, the site is located in a 'large suburb' character typology. The pattern of development is extremely generous with large plots and substantial houses of different styles and eras. The buildings are typically one and two-storeys with some accommodation in the roofs, and open forecourts some with low height retaining walls or boundary walls and relatively simple landscape schemes and parking areas.
- 6.2.10 The Enfield Characterisation Appraisal identifies the following issues with flatted development in large suburbs:
 - Flatted developments are often inconsistent with the scale of other buildings in the local area. This is particularly noticeable where plots have been amalgamated and the developments have a horizontal character.
 - Flatted developments generate significant car parking requirements. This
 can result in large areas of surface parking which can impact the street
 scene or adjoining gardens. Whilst the number of driveways may
 decrease with flatted developments, particularly where plots have been
 amalgamated, car movements significantly increase.
 - Many examples of flatted developments to date have shown little response to the local context – this is an issue that needs significant improvement if this form of development is not to continue to have a detrimental effect (page 94-97 of the Enfield Characterisation Study).
- 6.2.11 The proposed development would maintain the appearance of two plots and the rhythm of the street scene by providing 2x detached buildings. The buildings would provide an appropriate graduation in height between the adjoining houses following the natural slope of the land. However, the bulk and mass of the buildings would be inconsistent with the scale of other buildings in the local area. This is evidenced by a relative comparison of the building footprints, the floor areas at each level, the horizontal character, and the pitched roofs with large crowns. The bulk and mass of the buildings would dominate the adjoining houses and have an overbearing impact on the street scene. The visual impact would be emphasised by their position on the high side of the street.
- 6.2.12 It is noted that the architectural design of the proposed development takes some cues from the adjoining houses, and the Design and Access Statement cites 'georgian influences'. However on balance, it is considered that the design is unacceptable and would introduce a number of features alien to the street scene. For example:
 - The pitched roofs with large crowns which would provide for the 3-bed units. The amount of accommodation within the roofs would be inconsistent with other buildings in the local area and would result in complicated and unbalanced pitched roofs with large crowns that would add to the overall bulk and mass of the buildings.
 - The roof terraces to the 3-bed units which would be visible between the buildings.
 - The terraces and balconies on the front facades, by reason of their number, position, size and design, would be incongruous features that would detract from the character and appearance of the buildings.
 - The irregular fenestration on the front facades with different shapes, sizes, decorative balustrades and juliet balustrades.
 - The 5m and 4.4m (d) x 1.8m (h) timber slatted privacy screens to the first floor rear terraces that would increase the overall bulk and mass of the buildings as viewed from the adjoining properties.

- The entrance canopies with flat roofs and smooth columns which appear
 to be an afterthought and do not sit comfortably within the architectural
 design of the buildings unlike other entrance canopies within the local
 area.
- The number of different materials ie. red brickwork, slate roofs, lead dormers, metal railings, glass balustrades, stone balustrades, timber privacy screens, upvc framed fenestration, timber framed rooflights, stone cills and heads.
- The basement car park, which whilst not unacceptable, would be relatively new to the street scene.
- The concierge building / refuse store which in itself would be alien to the street scene and would reduce the openness of the forecourt.
- 6.2.13 In summary, it is considered that the proposed development by virtue of its design, external appearance, scale, bulk and mass would be inappropriate to its context and fails to have appropriate regard to its surroundings.
- 6.2.14 DMD 8(h, i, j) seeks to ensure that front boundary treatments, access and hardstanding, car parking and refuse storage do not by reason of their design or form detract from the character and appearance of the property and the street scene.
- 6.2.15 Lancaster Avenue is predominantly characterised by open forecourts some of which have low height retaining walls and boundary walls. The proposed development would provide a new boundary wall with railings 1.4m (h). The front boundary treatment by reason of its height and design would be inconsistent with the street scene and detract from the open, leafy character.
- 6.2.16 The existing single family dwellings have carriage driveways. The proposed development would reduce the amount of hardstanding and increase the amount of landscaping within the forecourt. It would also reduce the number of crossovers from 4 to 1. However, the proposed development raises concern regarding:
 - Insufficient information to assess the changes in levels and the design of the forecourt. For example, the site plan suggests that pedestrian access to the front entrances would be ramped ie. no steps are shown on the plan. However, this does not appear to be possible having regard to natural ground level and the sections (dwg no. 5104_P_101 and 5104_P_130).
 - Lancaster Avenue is characterised by relatively simple landscape schemes and parking areas. By comparison, the forecourt would be fragmented by the changes in levels, vehicle access with railings, terraces with balustrades, pedestrian access, delivery area, and concierge building / refuse store. It is considered that the forecourt would detract from the character and appearance of the buildings and have a negative impact on the visual amenity of the street scene.
 - The terraces directly opposite the vehicle access to the basement raise concern regarding outlook, noise, fumes, light spill and general disturbance from vehicle movements.
- 6.2.17 As previously discussed, the concierge building / refuse store within the forecourt would be alien to the street scene and would reduce the openness of the forecourt. This type of development is considered inappropriate and unsympathetic to the character and appearance of Lancaster Avenue.

6.2.18 For these reasons, it is considered that the scale, bulk, mass and architectural design of the buildings, and the front boundary wall and forecourt would be inappropriate to the pattern of development and the character of the surrounding area contrary to Policies 3.5, 7.4 and 7.6 of the London Plan, Policies 4 and 30 of the Core Strategy, Policies 6, 8, 37 and 38 of the Development Management Document, and the Enfield Characterisation Study.

6.3 <u>Impact to the neighbours' amenity</u>

Light

- 6.3.1 The proposed development would not overshadow the adjoining south-facing gardens, and would not unreasonably reduce light to the adjoining houses for the following reasons.
- 6.3.2 The proposed development would maintain a 3.8m distance to the first floor windows on the flank elevation of No. 44 comprising 2m on the development site and 1.8m on the adjoining property. There would be a change in levels of approximately 1.8m between the plots at the front building line. The first floor windows on the flank elevation of No. 44 would overlook the pitched roof of Block A.
- 6.3.3 The proposed development would maintain a 3m distance to the flank wall of No. 50 comprising 2m on the development site and 1m on the adjoining property. There would be a change in levels of approximately 1.2m between the plots at the front building line. On balance, it is considered that the proposed development would not unreasonably reduce light to the adjoining house because the windows on the flank elevation of No. 50 are secondary sources of light to the north-facing reception room and the south-facing family room. The remaining windows on the flank elevation of No. 50 serve non-habitable rooms; we and ensuite (P12-01681PLA dwg no. 1365.P.04.SK2).

Outlook

- 6.3.4 Whilst applicable to householder extensions, DMD 11 nevertheless establishes the basis for assessment of the impact of development on the light and outlook to neighbouring properties. DMD 11 requires that ground floor rear extensions do not exceed a 45 degree line as taken from the centre of the adjoining ground floor windows and that first floor rear extensions do not exceed a 30 degree line as taken from the centre of the adjoining first floor windows.
- 6.3.5 The proposed development would comply with these parameters. However, it is considered that the proposed development would adversely affect the amenity of No. 50 through visual bulk and a sense of enclosure as viewed from the adjoining terrace and family room windows having regard to the change in levels and the height and depth of Block B, namely the 6m deep single-storey projection and the 5m deep privacy screens above. The change in levels between the plots is approximately 1.2m at the front building line and appears to increase towards the rear building line. Block B would present a two and a half to three-storey building with pitched roof as viewed from the adjoining terrace at No. 50. The relationship with No. 44 is considered

acceptable having regard to the change in levels and the height and depth of Block A.

Privacy

- 6.3.6 The proposed development would include windows on the flank elevations opposite No. 44 and No. 50. These windows would serve lounge rooms, studies and ensuites. The ground and first floor windows on the flank elevation of Block A would not have any impact on the privacy of No. 44 having regard to the change in levels and the boundary wall at No. 44. The ground and first floor windows on the flank elevation of Block B would adversely affect the privacy of No. 55 and overlook the adjoining reception room and family room windows and terrace having regard to the change in levels between the plots. It is considered that the secondary windows to the lounge rooms of Units 1 and 3 should be deleted and the remaining windows to the studies and ensuites of Units 1 and 3 should be screened with raised cills or obscure glazing. This could be secured by condition.
- 6.3.7 The proposed development would include first floor terraces on the rear elevations. The terrace adjoining No. 44 would be 2m deep and would have a 1.8m (h) x 4.4m (d) timber slatted privacy screen inset 2.4m from the side boundary. The terrace adjoining No. 50 would be 2m deep and would have a 1.8m (h) x 5m (d) timber slatted privacy screen inset 2.4m from the side boundary. It is considered that details of the timber slattered privacy screens could be required by condition to ensure that they limited direct views into the adjoining properties. However, it is considered that the depth of the privacy screens would increase the overall bulk and mass of the buildings as viewed from the adjoining properties. It is recommended that the privacy screens provide a return and enclose part of the rear elevations of the terraces. In addition, it is considered that timber slats would be inconsistent with the other materials used in the exterior of the building; it is recommended that obscure glazing would be more appropriate and would allow light penetration.
- 6.3.8 The objectors have raised concern regarding the impact to the properties to the rear of the site. DMD 10 requires a 30m distance between the rear facing windows of three-storey buildings. The distance between the rear elevation of the proposed development and the rear elevation of the properties to the rear of the site would be in excess of 30m. In addition, it is noted the vegetation at the rear of the site would limit views between the buildings.
- 6.3.9 The objectors have also raised concern regarding the impact to the properties to the front of the site. However, the front gardens and front windows to the houses on the opposite side of Lancaster Avenue are not private and can be viewed from the street.

Traffic congestion and general disturbance from traffic movements

- 6.3.10 It is considered that the increase in traffic movements generated by 20 vehicles entering and exiting the basement would result in an intensity of use that would be greater than many residents might reasonably expect in Lancaster Avenue having regard to its existing character.
- 6.3.11 Having regard to the above assessment, it is considered that the proposed development would adversely affect the neighbours' amenity by way of visual bulk and a sense of enclosure to No. 50 contrary to Policies 3.4, 3.5 and 7.4

of the London Plan, Policies 2 and 30 of the Core Strategy, Policies 6, 8, 37, 38, 68 and 69 of the Development Management Document, and the Enfield Characterisation Study.

6.4 Housing mix, quality of accommodation and amenity space

Housing mix

6.4.1 DMD 3 and DMD 6(b) require residential developments of 10 or more units to provide a housing mix in accordance with Policy 5 of the Core Strategy; 35% 1 and 2-bed units, 45% 3-bed units, and 20% 4 or more bed units. The proposed development would provide a housing mix of 80% 2-bed units and 20% 3-bed units. A variation of the adopted policies is considered acceptable in this instance having regard to the high proportion of family sized accommodation in the local area and that the proposed development would increase the overall housing mix.

Quality of accommodation and amenity space

- 6.4.2 DMD 6(c) and DMD 8(d, e) require residential development to meet or exceed the minimum space standards in the London Plan and provide well-designed, flexible and functional layouts in accordance with the Mayor's Supplementary Housing Guidance. DMD 8(g) and DMD 9(1) require residential development to provide high quality amenity spaces that meet or exceed the minimum private amenity space standards in Table 2.1.
- 6.4.3 The following table provides a summary of the relevant minimum standards:

| Dwelling Type | Minimum Space (m ²) | Minimum Private Amenity Space (m ²) |
|----------------|------------------------------------|--|
| 2-bed 4-person | 70 | 7 |
| 3-bed 5-person | 86 | 8 |

- 6.4.4 The proposed development would exceed the minimum standards as detailed in the schedule of accommodation at paragraph 2.12 of this report. The units would have flexible and functional layouts with regular shaped rooms, except for Block A, Unit 5, Bedroom 3 which would be 5.5m (w) x 2.4m (d) with a hip roof. The private amenity spaces provided by way of terraces and balconies would be acceptable.
- 6.4.5 DMD 9(2) requires residential development to provide communal amenity space, in addition to private amenity space, that is functional, accessible, overlooked, and has a suitable management arrangement in place. The proposed development would provide more than 1,500m² communal garden at the rear with pedestrian access between the buildings. Details of the landscape scheme and management arrangement could be secured by condition.

6.5 Highway considerations

Pedestrian access

6.5.1 The proposed development would provide separate pedestrian access to the front entrances. However as previously discussed in paragraph 6.2.17 of this report, there is insufficient information to assess the changes in levels and the

design of the forecourt. For example, the site plan suggests that pedestrian access to the front entrances would be ramped ie. no steps. However, this does not appear to be possible having regard to natural ground level and the sections (dwg no. 5104_P_101 and 5104_P_130).

Vehicle access

6.5.2 Traffic and Transportation have advised that the access ramp would allow two-way traffic. The car park would provide adequate circulation for vehicles to manoeuvre. Details of levels, hardstanding, drainage and the access ramp could be secured by condition.

Car parking provision

- 6.5.3 The London Plan provides the following maximum parking standards; less than 1 space for 1 and 2-bed units, up to 1.5 spaces for 3-bed units and up to 2 spaces for 4 or more bed units. Based on the proposed housing mix, this would yield 11 spaces.
- 6.5.4 The proposed development would exceed the maximum parking standards and provide 20 spaces within the basement with a ratio of 2 spaces per 2 and 3-bed unit. The Traffic Officer has raised concern regarding an oversupply of parking, however a variation is considered acceptable in this instance having regard to:
 - The site's PTAL 1a score;
 - The large suburb character typology;
 - Off-street parking provision in the local area;
 - Transport capacity and social infrastructure in the surrounding area; and
 - The flexibility afforded in the relevant planning policies.
- 6.5.5 20% of all spaces must be for electric vehicles with an additional 20% passive provision for electric vehicles in the future. This could be secured by condition.

Cycle parking provision

- 6.5.6 The London Plan provides minimum parking standards; 1 space for studios and 1-bed units and 2 spaces for 2 or more bed units. Based on the proposed housing mix, this would yield 20 resident spaces plus 2 visitor spaces.
- 6.5.7 The proposed development would provide 5 Sheffield stands within the basement; this equates to a cycle parking ratio of 1 space per 2 and 3-bed unit which is below the minimum standard. The proposed development should meet or exceed the minimum standard for cycle parking in a secure area that allows both the frame and at least 1 wheel to be locked. This could be secured by condition.

Refuse storage

6.5.8 The proposed development would provide a refuse store within 10m of the front boundary for easy collection. However as previously discussed, the concierge building / refuse store within the forecourt would be alien to the street scene and would reduce the openness of the forecourt. This type of development is considered inappropriate and unsympathetic to the visual

- amenity of Lancaster Avenue. DMD 8(h) requires that refuse stores, by reason of their form or design, do not adversely affect the quality of the street scene.
- 6.5.9 Refuse collection would take place on-street from Lancaster Avenue. Ideally servicing would take place within the development site, however Council's Traffic Officer has advised that there is insufficient space to enable larger vehicles to enter and exit the site in forward gear without adversely affecting highway safety. A management arrangement may be required to ensure that bins were bought forward to the highway for collection.
- 6.5.10 The proposed development would provide a delivery area behind the concierge building / refuse store. The area would enable smaller vehicles to enter and exit the site in forward gear. However as previously discussed elsewhere in this report, there is insufficient information to assess the changes in levels and the design of the forecourt. It is considered that the forecourt would be fragmented by the changes in levels, vehicle access with railings, terraces with balustrades, pedestrian access, delivery area, and concierge building / refuse store. It is considered that the forecourt would detract from the character and appearance of the buildings and have a negative impact on the visual amenity of the street scene.

6.6 <u>Landscaping and Biodiversity</u>

Trees

6.6.1 DMD 80 requires that residential development retains and protects trees of significant amenity and biodiversity value. Council's Tree Officer has not raised any objection to the proposed development and has requested that the tree protection measures contained within the Tree Survey Report prepared by Green Link Ecology Ltd be secured by condition.

Biodiversity

- 6.6.2 The Ecological Scoping Survey prepared by Green Link Ecology Ltd concludes that both dwellings have potential for roosting bats. For example, the hanging tiles, warped weatherboards, dormer windows, damaged/missing roof tiles, and small gaps/ holes. The weeping willow between No. 46 and No. 48 (tree no. 17 on dwg no. 14_1094_TPP_NT_IR_Rev_A) has multiple features suitable for supporting roosting bats. The rear gardens, scattered trees and larger shrubs provide suitable habitats for birds to use during breeding season.
- 6.6.3 The report recommends a dusk emergence/ pre-dawn re-entry survey of the dwellings and the weeping willow to establish the presence/ absence of roosting bats. This information is required to inform the need for mitigation measures and a European Protected Species Mitigation (EPSM) licence application, if bats are present.
- 6.6.4 The removal of scattered trees and larger shrubs should be undertaken outside of bird breeding season (March July/ August). If this time cannot be reasonably avoided, the works should be carried out under the supervision of an experienced ecologist who will check the habitats for the presence/ absence of birds' nests. If any active birds' nests are found, works with the potential to impact the nest must temporarily cease and an appropriate buffer

- zone be provided until the young have fledged and the nest is no longer in use.
- 6.6.5 The report makes a number of recommendations for on-site ecological enhancements including details of 16 bird and bat boxes, and plant species with a known attraction or benefit to local wildlife.
- 6.6.6 The further study, mitigation measures and ecological enhancements contained within the Ecological Scoping Survey prepared by Green Link Ecology Ltd could be required by condition.

Landscaping

6.6.7 DMD 81 requires that residential developments provide high quality landscape schemes that enhance the local character, benefit biodiversity and help reduce water runoff. Details of the landscape scheme including tree protection measures and onsite ecological enhancements recommended by Green Link Ecology Ltd could be secured by condition.

6.7 <u>Sustainable Design and Construction</u>

- 6.7.1 The adopted policies require that residential development achieves the highest sustainable design and construction standards having regard to technical feasibility and economic vitality.
- 6.7.2 The Energy Statement and the Code for Sustainable Homes Pre-Assessment prepared by Crosby Energy & Sustainability demonstrate that the proposed development would achieve a 35% reduction in CO2 emissions over the current Building Regulations and a Code Level 4 under the Code for Sustainable Homes in accordance with DMD 50 and DMD 51. The details of which could be secured by condition.
- 6.7.3 DMD 55 encourages the installation of low zero carbon technologies and green roofs. A feasibility assessment for the installation of such technologies could be required by condition.
- 6.7.4 DMD 61 requires that new development maximises the use of sustainable urban drainage systems to manage surface water as close to its source as possible in accordance with the London Plan drainage hierarchy. The SUDS Officer has advised that this could be secured by condition, notwithstanding the details submitted.

6.8 Affordable housing

- 6.8.1 DMD 2 requires a financial contribution to deliver off-site affordable housing for all development of less than 10 units involving a net gain in units based on a 20% target set out in Core Policy 3.
- 6.8.2 On 28th November 2014 the Government introduced immediate changes to the National Planning Practice Guidance through a Written Ministerial Statement to state that contributions for affordable housing and tariff style planning obligations should not be sought for small scale and self-build developments containing 10 units or less with a gross area of no more than 1000sg.m.

- 6.8.3 The proposed development would provide a net gain of 8 units but with 2,084m² net additional gross floorspace and would therefore exceed the threshold for small scale development exemptions.
- 6.8.3 The Viability Assessment prepared by Insignia Homes concludes that the scheme would be able to provide a £100,000.00 affordable housing contribution.
- 6.8.4 The Council's independent review of the viability assessment concludes that the scheme would be able to provide:

Mayoral CIL £46,539.55
 Affordable housing £672,819.48
 Monitoring fee £33,640.97
 Total contributions £753,000.00

6.8.5 It is therefore considered that the proposal fails to provide a sufficient affordable housing contribution contrary to Policies 3.10, 3.11, 3.12, 3.13 and 8.2 of the London Plan, Policies 2 and 46 of the Core Strategy, Policy 2 of the Development Management Document, and the S106 Supplementary Planning Document.

6.9 Education

6.9.1 In the light of the Ministerial Statement referred to above and following the Council's Local Plan Cabinet Sub Committee decision of 15th January 2015, the development would not be required to make an education contribution.

6.10 Community Infrastructure Levy

- 6.10.1 As of April 2010, legislation in the form of Community Infrastructure Levy (CIL) Regulations 2010 (as amended) came into force which allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace 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 has not yet been adopted.
- 6.10.2 The proposed development is CIL liable. The CIL calculation based on the current index figure is as follows. Note that the index figure has risen since the independent review of the viability assessment was completed.

$$(£20 \times 2,084\text{m}^2 \times 254)/223 = £47,474.08$$

6.10.3 Existing floor area 683m²; proposed floor area 2,767m².

6.11 Other

6.11.1 The objectors have raised concern regarding the impact on the Hadley Wood Conservation Area which comprises Crescent East and Crescent West which together form a horseshoe off Camlet Way. It is noted that the Conservation Area also includes No. 1 to No. 33 Lancaster Avenue. It is considered that the

- proposed development would not have any impact on the setting of the Conservation Area having regard to the 300m distance between.
- 6.11.2 The objectors have raised concern that existing plans and elevations were not submitted with the application. The absence of plans detailing the existing properties against which to make a comparison is not essential to make a full and accurate assessment of the proposed development. The test is not whether there is any difference between the existing and proposed, but whether the proposed development is acceptable in terms of the material considerations detailed at paragraph 6.1.1 of this report.
- 6.11.3 The objectors have raised concern regarding loss of property values; this is not a material planning consideration.
- 6.11.4 The objectors have also raised concern regarding noise and fumes from the basement ventilation. This is a matter addressed through the Building Regulations.

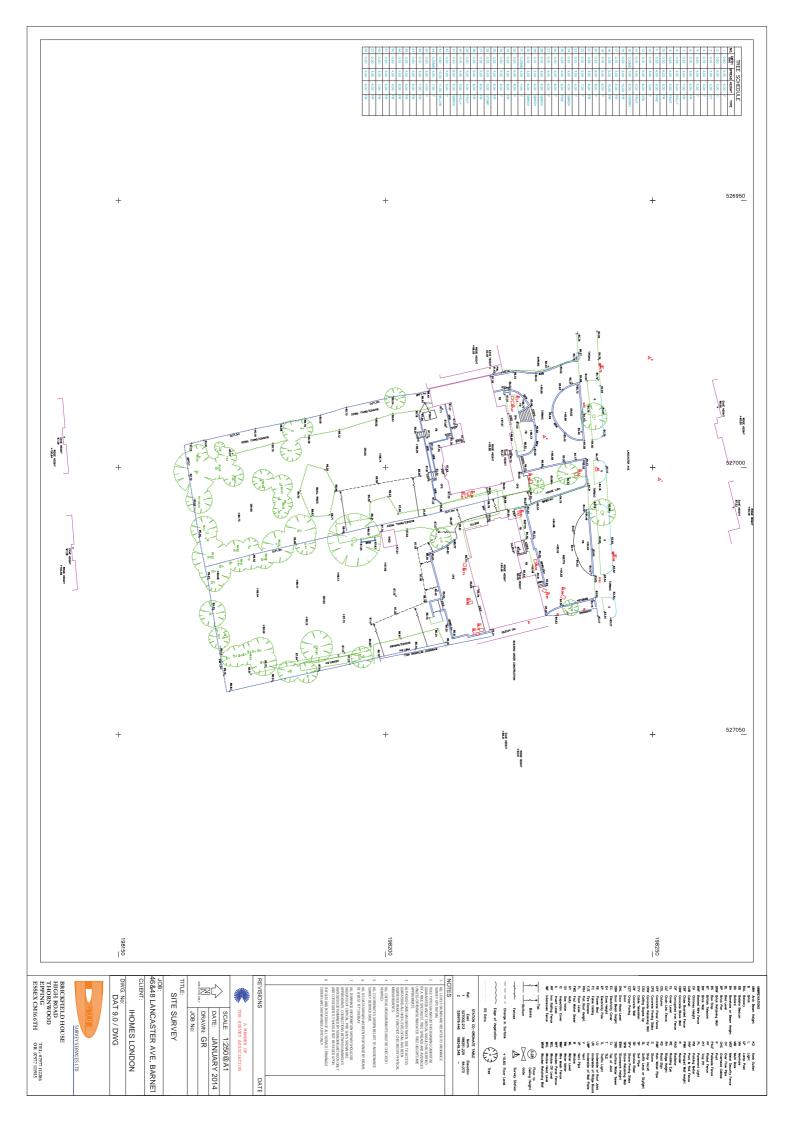
7. Conclusion

7.1 Having regard to the above assessment, it is considered that the proposed development by virtue of its design, size, scale, bulk and mass would be inconsistent with and detract from the character and appearance of Lancaster Avenue, it would have an unacceptable impact on the amenities of the occupiers of No. 50 Lancaster Avenue and would fail to make appropriate contributions towards affordable housing.

8 Recommendation.

- 8.1 That planning permission be REFUSED for the following reasons:
 - The proposed development by reason of its density, scale, bulk, mass and design would be inconsistent with the pattern of development and would dominate and detract from the character and appearance of Lancaster Avenue contrary to Policies 3.5, 7.4 and 7.6 of the London Plan, Policies 4 and 30 of the Core Strategy, Policies 6, 8, 37 and 38 of the Development Management Document, and the Enfield Characterisation Study.
 - 2. The concierge building / refuse store would reduce the openness of the forecourt and detract from the visual amenity of the street scene contrary to Policies 3.5, 7.4 and 7.6 of the London Plan, Policies 4 and 30 of the Core Strategy, Policies 6, 8, 37 and 38 of the Development Management Document, and the Enfield Characterisation Study.
 - 3. The height of the boundary wall and the fragmented design of the forecourt would cause harm to the character and appearance of the property and the street scene contrary to Policies 3.5, 7.4 and 7.6 of the London Plan, Policies 4 and 30 of the Core Strategy, Policies 6, 8, 37 and 38 of the Development Management Document, and the Enfield Characterisation Study.
 - 4. The proposed development, by reason of the change in levels and the height and depth of the single-storey projection and the privacy screens of Block B, would adversely affect the amenity of No. 50 through visual bulk and a sense of enclosure contrary to Policies 3.5 and 7.4 of the London

- Plan, Policies 4 and 30 of the Core Strategy, and Policies 6, 8, 37 and 38 of the Development Management Document.
- 5. The proposal fails to provide a sufficient affordable housing contribution contrary to Policies 3.10, 3.11, 3.12, 3.13 and 8.2 of the London Plan, Policies 2 and 46 of the Core Strategy, Policy 2 of the Development Management Document, and the S106 Supplementary Planning Document.
- 6. The proposed development would fail to provide cycle parking facilities in accordance with the minimum standards set out in Table 6.3 of the London Plan contrary to Policy 6.9 of the London Plan, Policy 25 of the Core Strategy, and Policy 45 of the Development Management Document.



proposed basement plan



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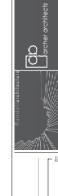
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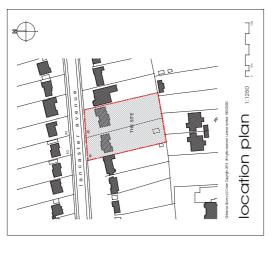
PROPOSED BASEMENT PLAN

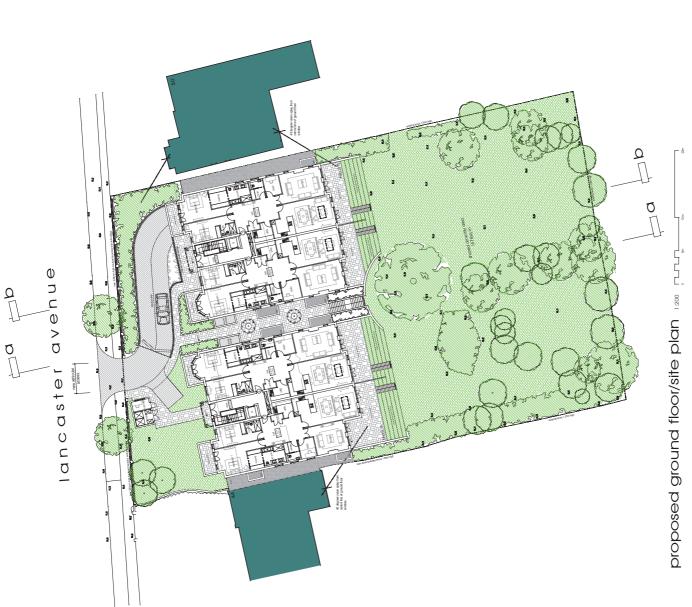














REDEVELOPMENT OF 46 & 48 LANCASTER AVENUE HADLEY WOOD LONDON EN# 0ET BLOCK A PROPOSED FLOOR PLANS

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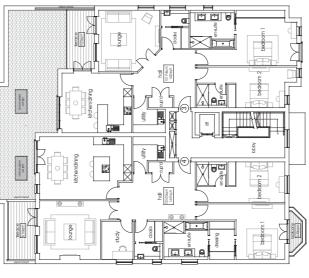
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proposed ground floor plan

proposed first floor plan

proposed second floor plan

BLOCK A

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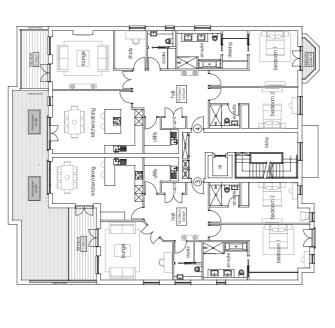


REDEVELOPMENT OF 46 & 48 LANCASTER AVENUE HADLEY WOOD LONDON EN4 OFT BLOCK B PROPOSED FLOOR PLANS

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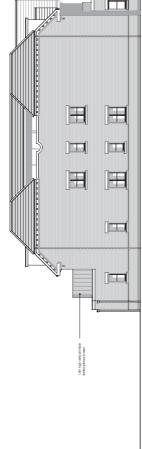
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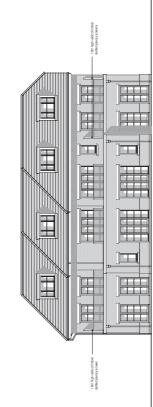


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proposed side elevation

proposed front elevation





proposed rear elevation

proposed side elevation

BLOCK A









BLOCK B PROPOSED ELEVATIONS PLANNING

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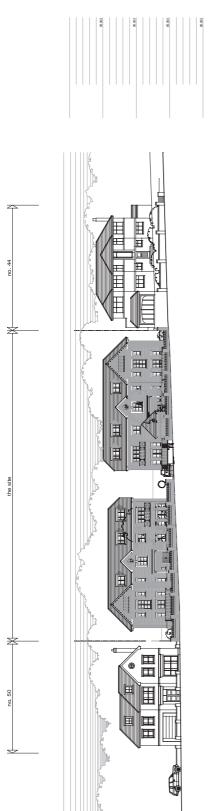
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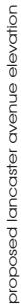


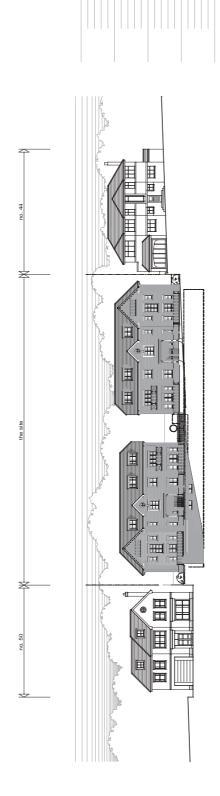
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proposed lfront elevation (through vehicle ramp)

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46 & 48 Lancaster Road - Proposed Redevelopment - External Photomontage CGI - With Tree Half Opacity