

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 20 September 2016

Report of
Assistant Director, Planning,
Highways & Transportation

Contact Officer:
Andy Higham
Andy Bates
Ms Claire Williams

Ward:
Cockfosters

Ref: 16/02905/FUL

Category: Full Application

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

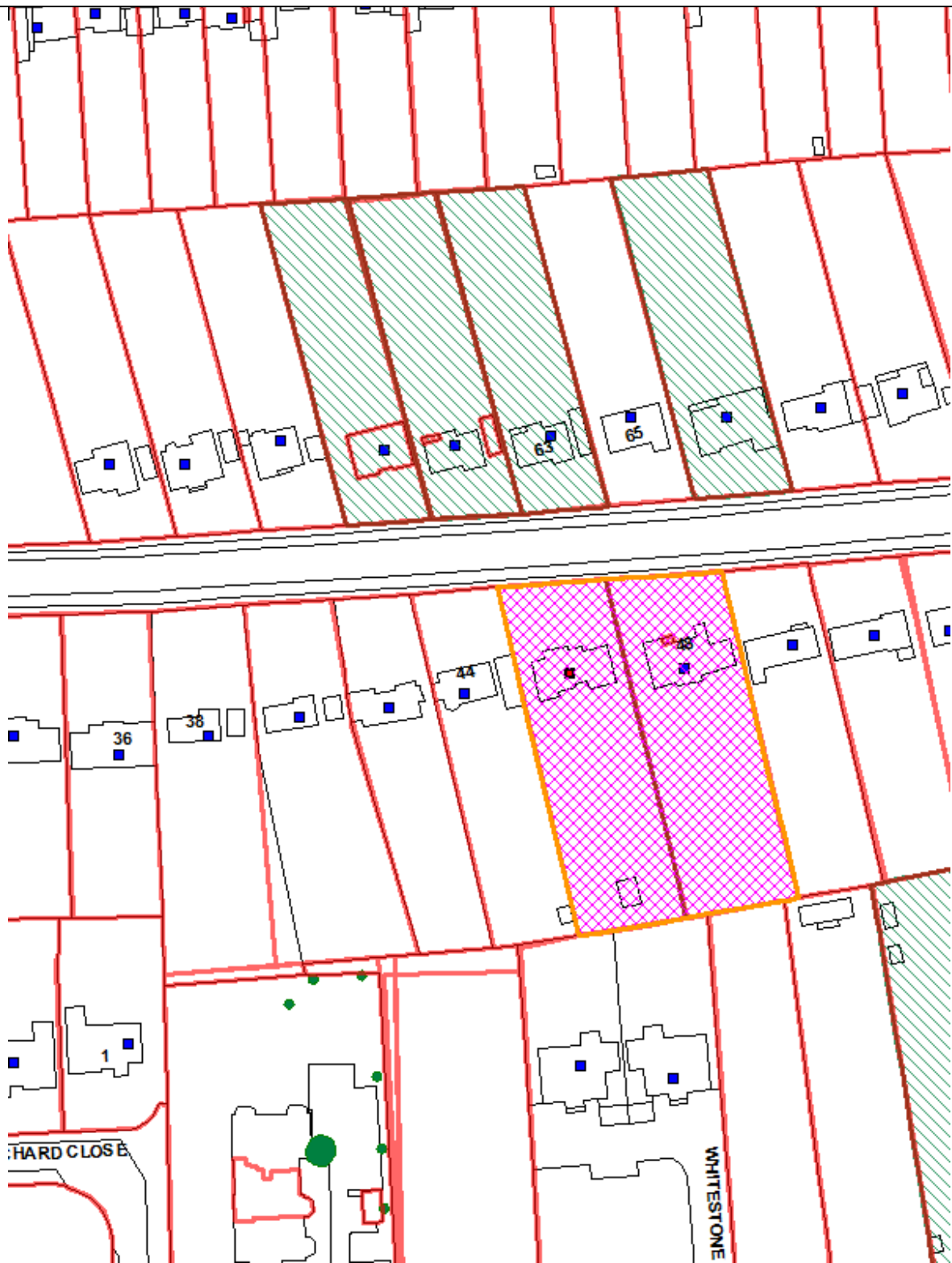
PROPOSAL: Redevelopment of site to provide 2 x 3 storey detached blocks accommodating 10 x 2 bedroom flats with basement parking.

Applicant Name & Address:
Insignia Homes

Agent Name & Address:
PPM Planning Limited
185 Casewick Road
London
SE270TA

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

Ref: 16/02905/FUL LOCATION: 46-48 Lancaster Avenue, Barnet, EN4 0ET,



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North



The application is brought to the Planning Committee for Members to consider because this is the third application which has been submitted that Officers have assessed and recommended refusal. In these circumstances it is considered useful to understand views of Members.

Drawing numbers: 5104 P 300 (Proposed Basement Plan), 5104 P 301 (Location Plan/ Proposed Ground Floor/ Site Plan), 5104 P 302 (Proposed First Floor/ Site Plan), 5104 P 303 (Proposed Second Floor/ Site Plan), 5104 P 304 (Proposed Roof/ Site Plan), 5104 P 310 (Block A Proposed Floor Plans), 5104 P 311 (Block B Proposed Floor Plans), 5104 P 320 (Street Elevations), 5104 P 321 (Block A Proposed Elevations), 5104 P 322 (Block B Proposed Elevations), 5104 P 323 (Rear Elevation Comparison), 5104 P 330 (Proposed Site Sections)

1.0 Site and Surroundings

- 1.1 The application site is located on the south 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.

2.0 Proposal

- 2.1 The application seeks planning permission for the redevelopment of the site to provide 2 x 3 storey detached blocks accommodating 10 x 2 bedroom flats with basement parking.
- 2.2 The buildings would be similar in terms of their scale, form, detailing and materials. The buildings would measure 9.5 metres in height and a maximum width of 17.3 metres. The buildings would measure a maximum depth of 22.3 metres at ground floor level and 19 metres at first floor level. There would be a distance of approximately 6.5 metres between the two buildings and the dwellings would be set in from the common boundaries with the neighbouring dwellings by approximately 3 metres.
- 2.3 The buildings would comprise a crown roof with a central front gable projection that would be set down from the main ridge by approximately 0.5 metres. Rooflights would be sited within the side roof slopes and front and rear dormer windows are proposed. Front bay windows are proposed at ground and first floor level.
- 2.4 A new vehicular access from Lancaster Avenue is proposed with an access ramp that would lead to the basement level which would comprise 20 parking spaces, 20 cycle spaces, 10 external storage units, a stair core and lift. Glass balustrading is proposed adjacent to the access ramp in front of Block B.

- 2.5 The buildings would have similar layouts and provide for 5 units each. Each flat would be provided with a private outdoor terrace or balcony excluding flat 3 sited on the first floor of Block B.
- 2.6 The main changes from the previously refused application (15/04935/FUL) include the removal of the terrace serving the first floor level flat in block B towards No.50 Lancaster Avenue, removal of the refuse store along the front boundary and relocation of the refuse stores to between the two buildings, introduction of front and rear dormers and a change in the housing mix from 4 x 2 bed and 1 x 3 bed flats in each building to solely 2 bed units.
- 2.7 The differences between the current and the first refused scheme (15/01513/FUL) are set out below.
- Reduction in depth, height, width (2m)
 - Concierge building removed and replaced with smaller refuse store
 - Balconies and terraces removed from front elevation
 - Front railings removed and replaced with a low level wall
 - Gymnasium removed from the basement level
 - Increase in cycle spaces from 10 to 20
 - Change in canopy design

3.0 Relevant Planning History

- 3.1 15/04935/FUL - Redevelopment of site to provide 2 x 3-storey detached blocks to provide 10 flats (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 involving access ramp, balconies to rear, rooms in roof, rear dormer window, vehicle access to Lancaster Road, boundary wall, detached refuse store at front and associated landscaping. Refused for the following reasons under delegated powers:
1. The proposed development by reason of its density, scale, bulk, mass and design (including a dominant and incongruous roof form) 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 refuse store and associated hard standing including access road 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 proposed development, by reason of the change in levels and the height and depth of the single-storey and first floor rear projection with 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.

4. The proposed development would result in a substandard form of accommodation prejudicial to the living conditions of the future occupants of the units by virtue of their excessive depth and lack of windows serving the top floor flat resulting in poor access to light and outlook for all future occupants of the development. This would fail to accord with the National Space Standards, Policy 3.5 of the London Plan, the London Housing Design Guide, Policies CP4 and CP30 of the Core Strategy, Policy DMD8, DMD9 and DMD37 of the DMD and the NPPF.
 5. The proposal fails to provide a sufficient level of affordable housing and associated monitoring fees and sufficient evidence has not been provided to justify this shortfall. The application also fails to provide evidence to demonstrate a sufficient level of contribution towards local education infrastructure. The proposal would fail to accord with Policies 3.10, 3.11, 3.12 and 3.13 of the London Plan, Policies CP3, CP8 and CP46 of the Core Strategy, Policy DMD2 of the Development Management Document, the S106 Supplementary Planning Document, the NPPF and the NPPG.
- 3.2 15/01513/FUL - 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 – Refused for the reasons below. The application was taken to the Planning Committee on 21 July 2015. Planning Committee members agreed with the Officers recommendation.
1. 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 1 of the Development Management Document, and the S106 Supplementary Planning Document.
 2. 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.
 3. 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.
 4. 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.
 5. 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.

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.

4.0 Consultations

4.1 Public response

- 4.1.1 Letters were sent to 15 adjoining and nearby residents, a site notice was posted and a press notice advertised in the local paper. 14 objections were received and can be summarised as follows:

- Affect local ecology
- Close to adjoining properties
- Conflict with local plan
- General dislike of proposal
- Inadequate access, parking provision and public transport provisions
- Increase in traffic, parking and air pollution
- Information missing from plans
- Loss of light, parking, privacy
- Noise nuisance
- Out of keeping with character of area
- Overdevelopment
- Overbearing
- Strain on existing community facilities
- The revised scheme does not address the previous reasons for refusal.
- The proposed development by reason of its density, excessive scale, bulk, mass, design and provision of flats within the roof space, would be inconsistent with the pattern of development and would dominate and detract from the character and appearance of Lancaster Avenue
- Independent flats in the roof would be out of keeping with the pattern of development in the area
- No affordable housing
- Lead to the number of family homes with gardens being diminished
- Impact on house prices
- Development would set a precedent for future development in Lancaster Avenue
- Building lines do not respect the building lines along the street
- Timber slatted privacy screens replaced with glass privacy screens
- The underground parking is too cramped and poorly designed
- The provision for dropping off is inadequate for the number of units
- Entrance road located close to the basement parking area would generate noise and activity on a 24 hour basis to the detriment of neighbouring amenity
- Bedrooms to be located to the front and living rooms to the rear which would result in increased opportunities for overlooking

4.2 Internal Consultees

4.2.1 Traffic and Transportation:

The level of parking provision is in excess of the London Plan Standards and no justification has been provided. The location and provision of cycle parking is unacceptable. There is no mechanism strategy in place to deal with the refuse collection – leaving bins on the public highway would be unacceptable.

4.2.2 Thames Water

No objection but informatives and a piling method statement condition suggested.

4.2.3 Housing Department

Policy requires new housing to be affordable and a mix of tenures and sizes. On this basis, 4 of the units should be affordable and split 70:30 between rent and shared ownership. This equates to 3 for rent and 1 for shared ownership.

The council's policy requires 10% of the units, in this case 1, to be built to Stephen Thorpe/Habinteg wheelchair design standard. Subject to confirmation of viability we are unwilling to support an application that omits wheelchair units.

4.2.4 Tree Officer

No objection – Tree protection and landscaping condition required.

4.2.5 SUDS Officer

Details of a sustainable urban drainage system (SUDS) should be secured by condition.

4.2.6 Environmental Health

No objection but a construction management plan condition has been suggested.

4.2.7 Business Development

No objection - As the development hits the threshold of ten units an employment and skills strategy as per the s106 SPD would be required.

4.2.8 Duchy of Lancaster

No comments to make.

4.2.9 Metropolitan Police

No objection but requested the application adopt the principles and practices of Secured by Design and complies with the requirements of the Secured by Design Homes 2016 guide.

5.0 Relevant Policy

5.1 London Plan (Further Alterations to the 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
- 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 5.14 Water quality and wastewater infrastructure
- Policy 6.3 Assessing the effects of development on transport capacity
- Policy 6.9 Cycling
- Policy 6.10 Walking
- Policy 6.12 Road network capacity
- 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

5.2 Core Strategy (adopted November 2010)

- CP2: Housing supply and locations for new homes
- CP3: Affordable housing
- CP4: Housing quality
- CP5: Housing Types
- CP20: Sustainable energy use and energy infrastructure
- CP21: Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22: Delivering sustainable waste management
- CP24: The road network
- CP25: Pedestrians and cyclists
- CP28: Managing flood risk through development
- CP30: Built Environment
- CP46: Infrastructure contributions

5.3 Development Management Document (adopted November 2014)

- DMD1: Affordable Housing on Sites Capable of Providing 10 or more units
- DMD3: Providing a mix of different size homes
- DMD4: Loss of Existing Residential Units
- DMD6: Residential Character
- DMD8: General standards for new residential development
- DMD9: Amenity space

DMD10: Distancing
 DMD37: Achieving high quality and design-led development
 DMD45: Parking standards and layout
 DMD46: Vehicle crossovers and dropped kerbs
 DMD47: Access and Servicing
 DMD49: Sustainable design and construction statements
 DMD51: Energy efficiency standards
 DMD48: Transport assessments
 DMD49: Sustainable design and construction statements
 DMD50: Environmental assessment methods
 DMD51: Energy efficiency standards
 DMD53: Low and zero carbon technology
 DMD54: Allowable solutions
 DMD55: Use of roof space / vertical surfaces
 DMD56: Heating and cooling
 DMD57: Responsible sourcing of materials, waste minimisation and green procurement
 DMD58: Water efficiency
 DMD61: Managing surface water
 DMD68: Noise
 DMD69: Light pollution
 DMD79: Ecological enhancements
 DMD80: Trees on development sites
 DMD81: Landscaping

5.4 Other Relevant Policy/ Guidance

National Planning Policy Framework (NPPF)
 National Planning Practice Guidance (NPPG)
 National Space Standards (March 2015)
 Mayor of London's Housing SPG (2016)
 Enfield Strategic Housing Market Assessment (2010)
 Section 106 Supplementary Planning Document (Nov 2011)
 Enfield Characterisation Study (2011)

6.0 Analysis

Principle of Development

- 6.1 Policy 3.4 of the London Plan promotes the optimisation of housing output within different types of location. Policy 3.8 of the London Plan also encourages the Council to provide a range of housing choices in order to take account of the various different groups who require different types of housing. The proposal would be compatible with these policies, in addition to Policy CP2 of the Core Strategy and Policy DMD3 of the DMD, insofar as it would add to the Borough's housing stock.
- 6.2 The existing dwellings are not listed nor are they located within a Conservation Area, and therefore no objection is raised in principle to the demolition of the dwellings. The area is entirely residential in character and therefore continued residential use is appropriate. Policy DMD4 sets out that proposals that result in the loss of existing residential units, particularly family homes, that can still be used, with or without adaptation, will only be permitted if there is no net loss of residential floor space as a result of the redevelopment. The proposal would

result in a net increase in residential units and is therefore considered to be consistent with this policy.

- 6.3 However, the proposed development must be assessed in terms of other material considerations including: achieving an appropriate residential mix in keeping with the character of the area; adequate internal floor space and layout; servicing; parking provision; residential amenity; as well as whether the proposal would be consistent with the objectives and targets for additional housing provision, including standards of accommodation and affordable housing, identified at the national, regional and local levels.

Density

- 6.4 For the purposes of the London Plan density matrix, it is considered the site lies within an area more akin to a suburban pattern of development. The site lies within an area with a PTAL of 1 indicating that it has poor access to public transport. If defined as suburban, the density matrix suggests a density of between 150 and 200 habitable rooms per hectare.
- 6.5 The site has an area of 0.342ha. The proposal involves the provision of 49 new habitable rooms. The proposal would give a density of 143 habitable rooms per hectare which would fall within the suggested density range.
- 6.6 Density however is not the sole issue for consideration as developments also need to have appropriate regard to their surroundings and the character of the area. It is acknowledged that the NPPF and the London Plan Housing SPG states that a numerical assessment of density must not be the sole test of acceptability in terms of the integration of a development into the surrounding area, and that weight must also be given to the attainment of appropriate scale and design relative to character and appearance of the surrounding area, balanced against wider considerations of the critical mass of units required to drive the deliverability of the scheme. The density range for the site must be appropriate in relation to the local context and in line with the design principles in Chapter 7 of the London Plan, Policy CP30 of the Core Strategy and Policies DMD7, DMD8 and DMD37 of the DMD and will be examined in the following section.

Impact on Character and Street Scene

- 6.7 Policy CP30 of the Core Strategy requires new development to be of a high quality design and in keeping with the character of the surrounding area. This is echoed in Policy DMD8 which seeks to ensure that development is high quality, sustainable, has regard for and enhances local character and can meet the existing and future needs of residents; and also Policy DMD37 which sets out criteria for achieving high quality and design led development.
- 6.8 Policy DMD8 of the DMD states that development must be appropriately located taking into account the nature of the surrounding area and land uses and be of an appropriate scale, bulk and massing.
- 6.9 It is considered that Lancaster Avenue is not a typical suburban setting. 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.

- 6.10 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 that 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).
- 6.11 The proposed development would maintain the appearance of the original plots and the rhythm of the street scene by providing two detached buildings. The buildings would provide an appropriate graduation in height between the adjoining houses following the natural slope of the land. The changes from the first scheme that was refused in terms of the reduction in width, depth and height of the buildings; the removal of the balconies and terraces from the front elevations; change in material of the privacy screens from timber to glass and simplified use of materials and fenestration are acknowledged and it is considered that the amendments do help to reduce the bulk and massing of the scheme.
- 6.12 However, the bulk and mass of the buildings would still be inconsistent with the scale of other buildings in the local area, and this is evidenced by the proposed building footprints, the floor areas at each level, the excessive depth of the buildings, and large crown roofs. No changes have been made to the scheme to overcome the reason for refusal that was attached to both of the former refusal schemes that related to the excessive scale, bulk, mass, incongruous and dominant crown roof and poor design of the scheme that would be out of keeping with the pattern of development along Lancaster Avenue. The design and access statement sets out that the applicant disagrees with the Council's views regarding scale, bulk and design and feels that the scale and design of the buildings sit comfortably within the street scene. However, having revisited the issue, Officers remain firmly of the view that the proposal continues to be unacceptable in design terms.
- 6.13 Policy DMD5 restricts the development of a road to 20% conversions and requires that only 1 out of 5 houses in a consecutive row may be converted. Whilst this policy is not directly applicable to new build schemes such as what is proposed, it nevertheless sets a benchmark against which the cumulative impact of flatted development on the character of a road can be assessed. Lancaster Avenue is characterised by primarily large family houses. In terms of the assessment of this policy, it must be established that, as a result of the development, the cumulative impact of the new flatted development would result in harm to the character of the area. It is also noted that Members at the Planning Committee for the first refused application raised concerns about the principle of this form of development along the road.

- 6.14 The buildings would still have an excessively large building footprint and in particular the buildings would be excessive in depth. Due to the proposed depth of the buildings and to ensure that the buildings do not appear excessive in height along the street, large crown roofs are proposed. It is acknowledged that some dwellings along Lancaster Avenue do comprise crown roofs including the adjacent dwelling no.50 but not to the extent that is proposed under this application.
- 6.15 The subject scheme features a significantly large crown roof with a steep pitch. The sheer scale of the development and the decision to accommodate a unit within the loft space is such that the addition will appear as a three storey development with exposed flank elevations that allow an appreciation to the actual scale of development that belies the design of the frontage. With a maximum depth of 19 metres at first floor level, a crown roof measuring 9.7 metres in depth and 11.8 metres in width and no relief along the side elevations, the proposed roof treatment would accentuate the incongruity of the built form. This type of roof treatment would create a significantly harmful form of development that would dominate rather than integrate with the street scene. Although they sit proportionately within the roof slope, the introduction of front and rear dormers would increase the bulk and massing of the building. It is considered that the proposed buildings would be excessive in their scale, bulk and massing and result in an overly dominant form of development that would result in demonstrable harm to the character, appearance and pattern of development of the area. The bulk and mass of the buildings would dominate the adjoining houses and have an overbearing impact on the street scene.
- 6.16 In terms of the basement, it is not considered unacceptable per se but due to the ground levels and the way in which the buildings have been designed, the basement level would be visible from the street. The proposed basement level would add to the incongruity and the perception of scale of the development resulting in a form of development that would be out of keeping with the street scene, given Lancaster Avenue does not include basement development that is visible to the street. This adds to the concern over impact on character.
- 6.17 Policy DMD8 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.
- 6.18 Lancaster Avenue is predominantly characterised by open forecourts some of which have low height retaining walls and boundary walls. 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.
- 6.19 The front boundary treatment would consist of a low level wall measuring a maximum height of 1 metre. The proposed low level brick wall is considered acceptable and in keeping with the character of the area.
- 6.20 The Enfield's 2011 Characterisation Study states the following in relation to the wider area around the application site known as Hadley Wood: *'The large suburb areas are characterized by large, detached properties with extensive, manicured front gardens comprising expanses of neatly mown grass, clumps of ornamental shrub planting and driveways. On-street parking is minimal. Often, gardens flow right to the edge of the pavement with no physical demarcation*

and providing an open, attractive setting to the front of properties. Low brick walls and clipped hedges are also common features’.

- 6.21 The bin store proposed under the previous application has been removed from the front garden. The bin stores (1.8 metres in height) are now proposed to be sited behind the main front building lines of the buildings by approximately 3.5 metres and set back from the front boundary of the site by a minimum distance of 14 metres. The location of the stores is considered acceptable in terms of appearance as it would not result in any demonstrable harm to the open suburban character of the site. However, the technical highway issues are considered further below.
- 6.22 As highlighted within the London Housing SPG (2016), whilst it is recognised that the best use should be made of development opportunities, regard must be had to optimising the housing potential of sites rather than simply maximising on sites. Optimisation is about developing land to the fullest amount consistent with all relevant planning objectives. It is not considered that the proposed development has been designed in line with this objective with the creation of buildings that fail to appropriately respond to the context of the site and its surroundings and relevant constraints particularly given the deliberations of the Local Planning Authority and Planning Committee are on public record.
- 6.23 In summary it is considered that the excessive scale, bulk and massing of the buildings 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 CP4 and CP30 of the Core Strategy, Policies DMD6, DMD8, DMD37 and DMD38 of the Development Management Document, and the Enfield Characterisation Study.

Impact on Residential Dwellings

- 6.24 Policies 7.6 of the London Plan and Policy CP30 of the Core Strategy seek to ensure that new developments have appropriate regard to their surroundings, and that they improve the environment in terms of residential amenity. Policy DMD8 states that new developments should preserve amenity in terms of daylight, sunlight, outlook, privacy, overlooking, noise and disturbance.
- 6.25 Whilst applicable to householder extensions, Policy DMD11 nevertheless establishes the basis for assessment of the impact of development on the light and outlook to neighbouring properties. Policy DMD11 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.
- 6.26 The proposal would comply with the 30 degree and 45 degree guidelines set out in Policy DMD11 and therefore there would be no significant loss of light to the neighbouring dwellings. Although the proposal would be in accordance with the technical 30/ 40 degree assessments the site context is that the proposed development would result in actual harm to residential amenity.
- 6.27 The depth of the buildings have been reduced and the buildings set away from the boundaries so that there would be a distance of approximately 6.5 metres between the two buildings and the dwellings would be set in from the common

boundaries with the neighbouring dwellings by approximately 3 metres. This change was implemented following the first refusal.

- 6.28 In terms of Block B and the impact on the neighbouring dwelling No.50. It is considered that the proposed development would not unreasonably reduce light to this neighbour because the windows on the flank elevation of this neighbour 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 i.e. wc and ensuite.
- 6.29 However the change in levels between Block B and No.50 is approximately 1.2m at the front building line and appears to increase towards the rear building line. Block B would project 3 metres beyond the rear building line of this neighbour and comprise a 2.5 metre ground floor rear projection. The terrace serving the first floor flat within block B towards 50 Lancaster Avenue has been removed and consequently the glass privacy screen. However it is considered that the proposed development would still adversely affect the amenity of No.50. This would be through visual bulk and a sense of enclosure as viewed from the adjoining terrace and family room windows, due to the change in levels and the increase in height and depth along the boundary and the excessively bulky roof form of the building which would appear as a three storey building.
- 6.30 In terms of Block A and the impact on the residential amenity of the occupants of the neighbouring dwelling No.44. As this neighbour has secondary windows at first floor level and is set at a higher ground level than the application site it is not considered that the proposed development would result in any undue harm to the amenity of this neighbour.
- 6.31 Policy DMD10 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.
- 6.32 In summary it is considered that the proposed development due to the change in levels, and the height, depth and roof form of Block B would result in significant harm to the residential amenity of No.50 Lancaster Avenue in terms of visual bulk and a sense of enclosure, this would be contrary to Policies DMD8, DMD10, DMD37 and CP30 of the Core Strategy.

Quality of Accommodation

Internal Layout

- 6.33 The provision of good quality housing is a key aspect of the Council's housing policy. One of the Council's strategic objectives set out in the adopted Core Strategy is to provide new homes that are of exemplary space and design standards to meet the aspirations of local people.
- 6.34 DMD8 of the Development Management Document, Policy 3.5 of the London Plan and the National Space Standards set minimum internal space standards for residential development.

- 6.35 Table 3.3 of The London Plan (2016) specifies minimum Gross Internal Areas (GIA) for residential units. Paragraph 3.36 of the London Plan specifies that these are minimum sizes and should be exceeded where possible. As the London Plan has been adopted, the GIA's have considerable weight. In addition, paragraph 59 of the National Planning Policy Framework (2012) (NPPF) states that local planning authorities should consider using design codes where they could help deliver high quality outcomes.
- 6.36 For a two bed four person flat the minimum GIA is 70sqm. The proposed flats would have a GIA of 113sqm – 164sqm and would significantly exceed policy requirements.
- 6.37 The previous application was refused due to the substandard form of accommodation that would be created for the second floor flat due to the excessive depth and the lack of windows serving the flat resulting in poor access to light and outlook for future occupants. With the introduction of front and rear dormers it is considered that sufficient changes have been made to ensure that a substandard quality of accommodation would not be created. However it is still considered that the excessively large crown roof to enable flats to be accommodated within the roof space, with dormers and predominately rooflights serving the flats; would maximise rather than optimise the site.

Amenity Space

- 6.38 Policy DMD9 (amenity space standards) requires new development to provide good quality private amenity space that is not significantly overlooked by surrounding development and meets or exceeds minimum standards.
- 6.39 Each flat would have their own terrace excluding the first floor level flat in block B towards No.50 Lancaster Avenue (flat 3). There would also be communal rear gardens measuring 1578sqm. The flats that would have their own private amenity space would accord with policy requirements in terms of their size.
- 6.40 Private amenity space is defined as open space which is accessible only to and screened for the purposes of the resident/residents of the unit. The standards for private amenity space set out in the policy includes a minimum requirement for individual unit types and an average which needs to be met across the development as a whole. An absolute minimum standard is applied to ensure that all units have usable amenity space. However the proposed development would not incorporate a private amenity space for each of the flats and would therefore fail to accord with Policy DMD9.
- 6.41 In summary it is considered that the proposed development would provide a substandard quality of accommodation for the future occupants of flat 3 within Block B. Notwithstanding the existence of communal amenity space on site, due to the lack of the provision of private amenity space. This would fail to accord with Policy 3.5 of the London Plan, the London Housing Design Guide, Policies CP4 and CP30 of the Core Strategy and Policies DMD8 and DMD9 of the Development Management Document.

Housing Mix

- 6.42 London Plan Policy 3.8 encourages a full range of housing choice. This is supported by the London Plan Housing SPG, which seeks to secure family accommodation within residential schemes, particularly within the social rented sector, and sets strategic guidance for councils in assessing their local needs.
- 6.43 Policy CP5 of the Core Strategy and Policy DMD3 seeks to ensure that new developments offer a range of housing sizes to meet housing need and includes borough-wide targets on housing mix. Development on sites capable of accommodating 10 or more dwellings, in particular, should meet the targets. The targets are based on the findings of Enfield's Strategic Housing Market Assessment and seek to identify areas of specific housing need within the borough. The targets are applicable to the subject scheme and are set out below:
- Market housing – 20% 1 and 2 bed flats (1-3 persons), 15% 2 bed houses (4 persons), 45% 3 bed houses , (5-6 persons), 20% 4+ bed houses (6+ persons).
 - Social rented housing - 20% 1 bed and 2 bed units (1-3 persons), 20% 2 bed units (4 persons) 30% 3 bed units (5-6 persons), 30% 4+ bed units (6+ persons).
- 6.44 While it is acknowledged that there is an established need for all types of housing, the study demonstrates an acute shortage of houses with three or more bedrooms across owner occupier, social and private rented sectors.
- 6.45 The Design and Access Statement sets out that factors that have generated the 2 bed units include the geometry of the site together with the positions of the adjacent properties, which dictates that while the proposed units generally have both front and rear aspects, the width of the available floor plans limits the number of potential habitable rooms with available outlook. The viability statement states the following:
- *No. 46 has been occupied by only 2 persons for the last 20 years & No. 48 will shortly only have 2 occupants as the rest of the family are moving away. A new development will allow for the site to be occupied by at least 20-25 persons whilst still not creating an overly dense development*
 - *In view of the Borough's requirement for more housing in Enfield, it is our belief and that of our agent that these apartments will appeal to both second time buyers moving up the ladder and empty nesters who are downsizing from bigger family homes. It is therefore our opinion that this in effect frees up larger family homes at one end of the market and smaller properties for first time buyers at the lower end.*
- 6.46 The housing mix proposed under this application is 100% 2 bed market housing units. The proposed development would fail to achieve the housing mix targets stipulated by Policy CP5 and Policy DMD3. The proposed housing mix is unacceptable for a site that currently comprises family houses and for a new build that would be located within a suburban family orientated area. The proposal has failed to maximise the provision of family units on the site and no

valid evidence has been submitted with the application to demonstrate why targets cannot be achieved.

- 6.47 Policy CP3 of the Core Strategy, Policy DMD2 of the Development Management Document and the S106 SPD (adopted November 2011) require contributions for affordable Housing from all schemes of one unit upwards. However following the High Court Judge ruling and amendments to the NPPG the Council are no longer seeking affordable housing contributions for schemes of less than 10 units or 1 - 10 units with a combined gross floor area of less than 1000sqm. As the gross floor area of the proposed development would exceed 1000sqm the affordable housing policies are applicable.
- 6.48 The S106 SPD also requires contributions towards education on all developments, including those for a single dwelling, which increase pressure on school places. However the threshold for seeking education contributions has risen from 1 unit to 11 units to reflect paragraph 31 of the NPPG
- 6.49 The viability reports that were submitted with the previously refused applications were reviewed by the independent viability consultant and it was concluded that the scheme could viably pay an affordable housing and education contribution. The viability report submitted with the current application concludes that an affordable housing cannot be provided. Consequently insufficient evidence has been provided to demonstrate an absence of affordable housing provision and therefore fails to provide a sufficient level of affordable housing.

Transportation, Access and Parking

- 6.50 The London Plan, Core Strategy and DMD encourage and advocate sustainable modes of travel and require that each development should be assessed on its respective merits and requirements, in terms of the level of parking spaces to be provided for example.
- 6.51 Policy DMD45 requires parking to be incorporated into schemes having regard to the parking standards of the London Plan; the scale and nature of the development; the public transport accessibility (PTAL) of the site; existing parking pressures in the locality; and accessibility to local amenities and the needs of the future occupants of the developments.
- 6.52 The Parking Addendum to Chapter 6 of The London Plan sets out maximum parking standards for new development dependent upon their use and level of public transport accessibility. The London Plan recommends a maximum residential car parking standard of less than 1 parking space for a 1 - 2 bed. The proposed development would exceed the maximum parking standards and provide 20 spaces within the basement. There were concerns that the previous application would result in an oversupply of parking however a variation was considered acceptable due to reasons such as the site's low PTAL, the off street parking provision in the area and the suburban character.
- 6.53 It is acknowledged that the London Plan states that in areas of outer London boroughs that have a PTAL of 0 – 1, boroughs should consider higher levels of provision, especially to address overspill parking pressures. According to the London Plan the maximum car parking ratio for the scheme would be 12 parking spaces (10 spaces + 2 visitor parking spaces). The proposed parking

provision is considered unacceptable given the number and mix of units proposed and no evidence has been submitted to justify the proposed number of parking spaces which would consequently fail to promote sustainable transport options on the site and impact on traffic flows.

- 6.54 The requirement to provide disabled, active and passive electric charging points could be dealt with by condition.
- 6.55 In terms of cycle provision the London Plan provides minimum parking standards - 2 spaces for 2 or more bed units. Based on the proposed housing mix, this would yield 20 resident spaces plus 2 visitor spaces. The number of cycle spaces is considered sufficient, however further details in terms of design are required which could be dealt with by condition.
- 6.56 In visual terms the ramp could alter the appearance of the area to the front. However on balance the principle of the ramped access leading to the basement is acceptable in highway terms. There is adequate circulation area to the rear of the parking spaces in the basement to allow easy manoeuvring of vehicles, and the access is wide enough to allow two-way traffic. However, details of the ramped access including gradients, drainage, levels, width of access and surfacing materials would be required and could be dealt with by condition.
- 6.57 Policy DMD47 specifies that new development will only be permitted where adequate, safe and functional provision is made for refuse collection.
- 6.58 The proposed development would provide a refuse store within 10m of the front boundary for easy collection. The Enfield Waste and Recycling Storage Guidance sets out that for 10 units, two 1100 litre refuse bins and two 360 litre recycling bins would be required.
- 6.59 Refuse collection would take place on-street from Lancaster Avenue. Ideally servicing would take place within the development site, however Traffic and Transportation have 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 would therefore be required to ensure that bins were brought forward to the highway for collection. As this information has not been submitted it is unclear as to whether there would be no adverse impact on highway safety and the free flow of traffic.

Trees

- 6.60 Policy DMD80 requires that residential development retains and protects trees of significant amenity and biodiversity value. There have been no fundamental changes to the design of the scheme and the content of the Tree Survey Report has not changed. The Council's Tree Officer was consulted on the previous application and raised no objection to the proposed development. The Tree Officer requested that the tree protection measures contained within the Tree Survey Report prepared by Green Link Ecology Ltd be secured by condition.

Biodiversity

- 6.61 The London Plan, adopted Core Strategy and DMD seeks to protect and enhance biodiversity. Policy DMD79 states that developments resulting in a net gain of one or more dwellings should provide on-site ecological enhancements and Policy DMD81 states that development must provide high quality landscaping that enhances the local environment. Several conditions would be attached to any grant of planning permission to ensure that the proposal is in accordance with these policies.

Pollution

- 6.62 Policy DMD 64 of the Proposed Submission DMD sets out that planning permission will only be permitted if pollution and the risk of pollution is prevented, or minimised and mitigated during all phases of development. The Environmental Health Officer has raised no objection to the proposal but has suggested a condition relating to a construction management plan.

Sustainability

- 6.63 Policy 5.3 of the London Plan relates to sustainable design and construction seeking to ensure that the design and construction of new developments have regard to environmental sustainability issues such as energy and water conservation, renewable energy generation, and efficient resource use. Policy CP4 of the adopted Core Strategy states that the Council would adopt a strategic objective to achieve the highest standard of sustainable design and construction throughout the Borough.
- 6.64 Policy DMD49 of the Development Management Document states that all new development must achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. An energy statement is required to be submitted to the LPA in accordance with Policies DMD49 and DMD51.
- 6.65 In the interests of addressing climate change and to secure sustainable development in accordance with the strategic objectives of the Council and Policy DMD50 several conditions would be attached to any grant of planning permission.

CIL

- 6.66 The proposed development would exceed 1000sqm and therefore would be liable to the Enfield and Mayor CIL.

7.0 Conclusion

- 7.1 The proposed development due to its design, excessive size, scale, bulk and massing would not respect the character and appearance of Lancaster Avenue, would provide a substandard quality of accommodation, fail to provide an appropriate provision for off street car parking spaces, would have an unacceptable impact on the amenities of the occupiers of No. 50 Lancaster Avenue, would fail to provide an appropriate housing mix and would fail to make appropriate contributions towards affordable housing.

8.0 Recommendation

That PLANNING PERMISSION BE REFUSED for the following reasons:

1. The proposed development by reason of its density, excessive scale, roof form, 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 CP4 and CP30 of the Core Strategy, Policies DMD6, DMD8, DMD37 and DMD38 of the Development Management Document, and the Enfield Characterisation Study.
2. The proposed development, by reason of the change in levels and the height and depth of the single-storey and first floor rear projection of Block B, would adversely affect the amenity of No. 50 Lancaster Avenue through visual bulk and a sense of enclosure contrary to Policies 3.5 and 7.4 of the London Plan, Policies CP4 and CP30 of the Core Strategy, and Policies DMD6, DMD8, DMD37 and DMD38 of the Development Management Document.
3. The proposed development would provide a substandard form of accommodation prejudicial to the living conditions of the future occupants of flat 3 within Block B due to the failure to provide a private amenity space. This would fail to accord with Policy CP4 and CP30 of the Core Strategy and Policies DMD8, DMD9 and DMD37 of the DMD.
4. The proposed development does not provide an appropriate housing mix and level of affordable housing to meet the housing need in the borough; and no evidence has been provided to demonstrate why targets for the required housing mix and affordable housing cannot be achieved. The proposal is therefore contrary to Policies CP3 and CP5 of the Core Strategy, Policies DMD1, DMD3 and DMD8 of the Development Management Document and Policies 3.9 and 3.11 of the London Plan.
5. The proposal fails to provide a sufficient level of affordable housing and sufficient evidence has not been provided to justify the shortfall. The proposal would fail to comply with Policies CP3 and CP5 of the Core Strategy, Policies DMD1 and DMD3 of the Development Management Document and Policies 3.9 and 3.11 of the London Plan.

6. The proposed development does not make appropriate provision for off street car parking spaces for the proposed number and mix of units. This would have an adverse effect on traffic flows and fail to promote sustainable transport options, contrary to Policy 6.13 of the London Plan and Policy DMD45 of the DMD.
7. The proposed development fails to provide a management arrangement to ensure that bins are brought forward to the highway for collection. This would not make an appropriate provision for servicing thus resulting in an adverse impact on highway safety and the free flow of traffic contrary to Policy CP25 of the Core Strategy and Policy DMD47 of the DMD.