

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 18/10/2016

Report of
Assistant Director, Planning,
Highways & Transportation

Contact Officer:
Andy Higham
Sharon Davidson
Ms M Demetri

Ward:
Bush Hill Park

Ref: 16/03061/HOU

Category: Householder

LOCATION: 21 Abbey Road, Enfield, EN1 2QP,

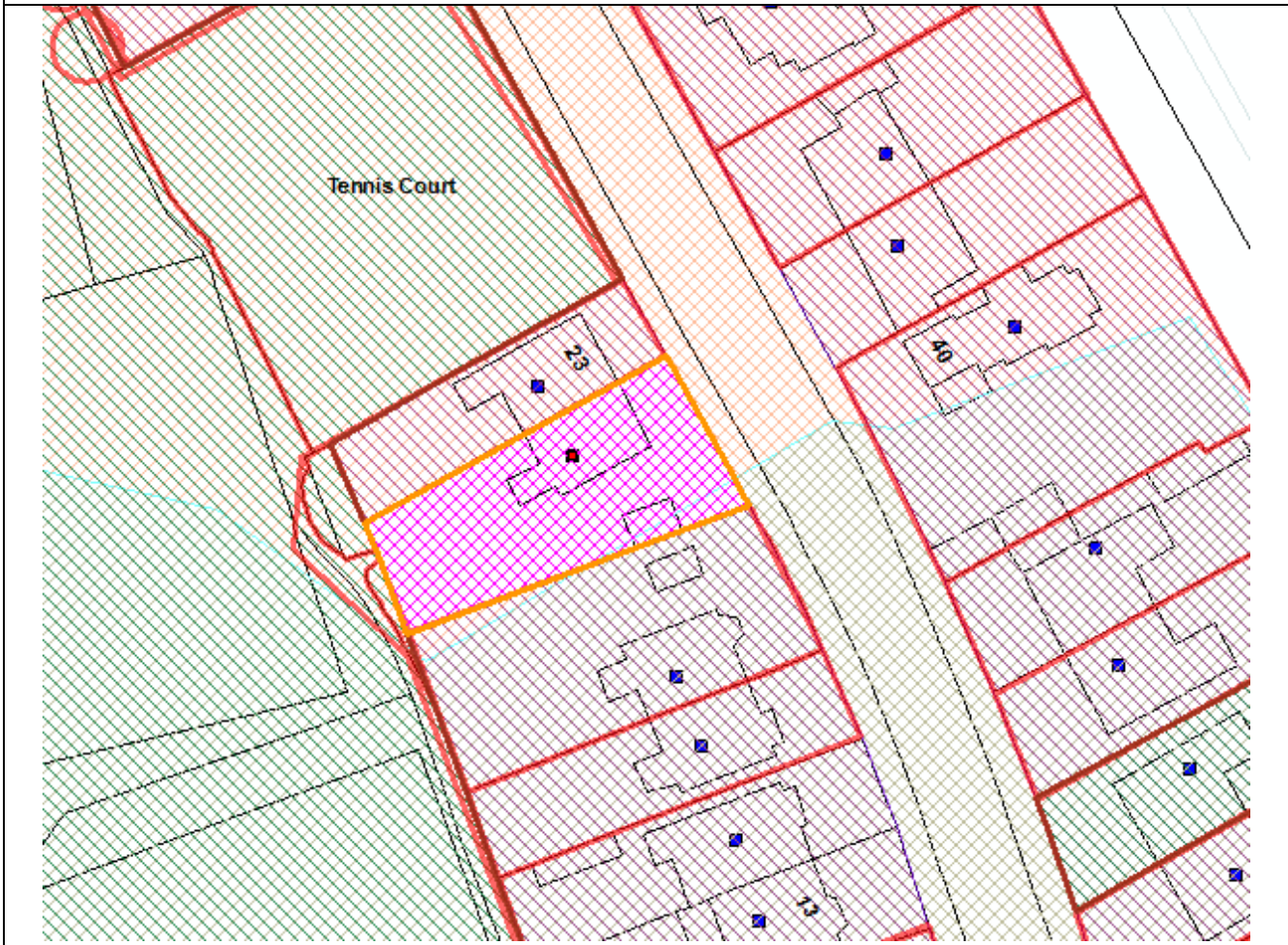
PROPOSAL: Part single, part first floor side and rear extension and rear dormers.

Applicant Name & Address:
Mr ANDY CHRISTODOULIDES
21, Abbey Road
ENFIELD
EN1 2QP

Agent Name & Address:
Mr NICK GEORGIU
20 PARK DRIVE
GRANGE PARK
LONDON
N21 2LR

RECOMMENDATION: That planning permission be GRANTED subject to conditions

Note for Members:



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Scale 1:1250

North



1.0 Site and Surroundings

- 1.1 Number 21 Abbey Road comprises an interwar semi-detached dwelling circa 1914-1935. It is situated in the Bush Hill Conservation Area. It is built of red brick with clay tiled hipped roof/ central stack over. The dwelling features a characteristic deeply recessed entrance and canted bay window to the front elevation. The building is cited in the Bush Hill Park Conservation Area Character Appraisal as making a positive contribution to the area. The Bush Hill Park Bowl and Tennis Club is sited immediately to the rear of the dwelling.
- 1.2 Views from The Bush Hill Park Bowl and Tennis Club to the property are not from the public realm and are almost completely obscure given the siting of number 19 Abbey Road and the existing landscaping around the site.
- 1.3 The property already benefits from a tall single storey rear extension (rendered in white that is not an original feature) and a single storey side extension (glazed light weight structure with an additional clear corrugated roof). These are demonstrated below (photographic evidence). Number 23 Abbey Road benefits from a two storey rear extension with a hipped roof and rear roof light. Number 19 Abbey Road benefits from a box dormer and substantial extensions on the ground floor.



2.0 Proposal

2.2 This proposal seeks planning permission for the following works:

- Part single, part first floor side and rear extension and rear dormers.

2.3 The reason that this application is being heard by the Planning Committee is because the Conservation Advisory Group (CAG) objected to the scheme. However, Officers considered that this application should be recommended for approval. Consequently, under the scheme of delegated authority, this application is required to be heard by the Planning Committee.

3. Relevant Planning Decisions

3.1 16/03439/HOU

Single storey front, side and rear extension including integral garage.

A report appears elsewhere on this Agenda and is recommended for approval subject to conditions.

3.2 TP/06/0705

Replacement guttering to the front, side and rear elevations together with the painting of the gutter board.

Granted permission subject to conditions on the 17th May 2006.

4. Consultations

4.1 Statutory and non-statutory consultees

4.1.1 Conservation Advisory Group (CAG)

The CAG meeting was held on the 6th September 2016 and an objection was raised. The minutes of the meeting are still in draft form and will not be formally approved until the next CAG meeting. The objection regarding this application is as follows:

“The CAG noted the explosive growth of the property evidenced by the proposal. Whilst the front elevation (public vista) is acceptable the wrap around, rear ground floor fenestration is excessive and out of keeping with the co-joined property and the neighbourhood.

The CAG were presented with drawings of two gable fronted, hip roofed, dormers as the amended proposal. CAG noted the clean and uncluttered roofscapes, of the rear of Wellington Road and Abbey Road, where these roads border the boundary of BHP Bowls etc Club. Photographs were shown to emphasise this aspect.

Back in the 1990’s Enfield (“unwisely”) approved the installation of a rear box dormer in the general area of this application. To this day the dormer remains an eyesore and a break in the original and unbroken line of the roofscape of Abbey Road.

Given that each application is judged on its merits CAG urge that this proposal is rejected”.

For clarification purposes, the CAG have objected to the amount of glazing serving the part single storey ground floor rear extension and the two rear hipped roof dormers.

4.1.2 Bush Hill Conservation Area Study Group (BHCASG)

The BHCASG have stated the following with regards to the application:

“The property is described in the Character Appraisal for BHP as “making a positive contribution to the area” and with “some of the original features intact”. This proposal will change that assessment.

The property is a matched semi-detached. The scale of the proposed side extension will take it out of that matching relationship with its immediate neighbour.

The group’s other concerns are;

- 1. The entire rear elevation is completely out of keeping with the adjoining properties. It is worth emphasising that the rear of the upper storey and roofs of all the properties, on the odd side of Abbey Road, can be seen from (a) the rear of Wellington Road and (b) BHP Bowls Tennis and Social Club.*
- 2. The proposed fenestration to the ground floor of the rear elevation is simply gross and totally out of character with the neighbourhood. There are 16 bi-folding doors which, in a semi-detached property, is completely out of keeping with the original design.*
- 3. The roof dormer is devoid of design merit. It is simply a bog standard dormer. It will dominate the existing roof running as it does for the full length of the existing ridge line. It will be a discordant feature and will be highly visible (see point 1 above).*
- 4. Enfield Council’s policy has been to resist front facing roof lights in conservation areas. This proposal contains such a roof light”.*

4.1.2 The Greater London Archaeology Advisory Service (GLAAS)

No objection has been raised. The site is situated in an archaeological priority area, however, the small scale of the development proposes a limited archaeological risk. Further, no conditions are required to be imposed.

4.1.3 The Environment Agency (EA)

No objection raised. The site falls within Flood Zone 2 and thus standing advise applies. This means that the plans are required to ensure that the floor levels are either no lower than existing floor levels or 300 millimetres (mm) above the estimated flood level.

The Planning Officer can confirm that if the application is approved by members then an informative will be added to the decision notice ensuring

that the Agent and Applicant are aware of the Environment Agency's comments.

4.1.4 Traffic and Transport

Traffic and Transport originally objected to the scheme as there would appear to be an alteration to the existing access into the site. An alteration to the access into the site would not be acceptable within the designated Bush Hill Conservation Area.

Officers have reviewed the plans and can confirm there would be no alteration to the access into the site. Further, the Agent has confirmed in writing that there is to be no alteration to the access into the site. For clarification purposes, the access is to remain as is.

4.2 **Public response**

4.2.1 Letters were sent to 5 adjoining and nearby residents. In addition, a notice has been displayed adjacent to the site and in the local press. As a result, 2 responses have been received and are as follows

4.2.2 Number 19 Abbey Road has raised an objection to the scheme. They consider that the height of the proposed extension and proximity of the ground floor extension to their property would be overbearing. In addition, they consider that the full height side glass bi-fold doors will look straight into their garden.

4.2.3 Number 23 Abbey Road confirmed that they have no objection to the single storey extension. However, an objection is raised to this planning application with regards to the following matters:

- Impact to light.
- Impact to the Conservation Area.
- Impact to trees.
- The rear dormers will impact privacy.

5.0 **Relevant Policy**

5.1 The policies listed below are considered to be consistent with the NPPF and therefore it is considered that due weight should be given to them in assessing the development the subject of this application.

5.2 London Plan

Policy 7.1	Building London's Neighbourhoods and communities
Policy 7.4	Local character
Policy 7.6	Architecture
Policy 7.8	Heritage

5.3 Core Strategy

CP30	Maintaining and improving the quality of the built and open environment
CP31	Heritage

5.4 Development Management Document

DMD 11	Rear Extensions
DMD 13	Roof Extensions
DMD 14	Side Extensions
DMD 37	Achieving High Quality and Design-Led Development
DMD 44	Preserving and Enhancing Heritage Assets

5.5 Other Policy

National Planning Policy Framework
Planning Practice Guidance
Bush Hill Park Conservation Area Character Appraisal

6.0 Analysis

6.1 Impact on Character of Surrounding Area

Policy

6.1.1 Policy CP31 and Policy DMD44 states that when considering development proposals affecting heritage assets, regard will be given to the special character and those applications for development which fail to conserve or enhance the special interest, significance or setting of a heritage asset will normally be refused. This approach is consistent with that set out in the NPPF. Policy DMD14 seeks to ensure that extensions to the side of existing residential properties do not assist in creating a continuous façade of properties or a terracing effect out of character with the street scene. Policy DMD 11 requires that single storey rear extensions do not cause an adverse visual impact and do not impact on the amenities of the original building. DMD 13 provides specific measurements with regards to rear dormers and provides general advice regarding design.

Harm

6.1.2 Any development proposal has some form of impact. An “impact” is not necessarily harmful. Paragraph 132 of the NPPF confirms that it is the significance of the heritage asset upon which a development proposal is considered and that “great weight should be given to the asset’s conservation”. Where a development will lead to less than substantial harm, the harm is to be weighed against the public benefits of the proposal, including securing its optimum viable use.

6.1.3 Case law has established (Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council [2014] EWCA Civ 137) that where an authority finds that a development proposal would harm the setting ... or the character and appearance of a conservation area, it must give that harm “considerable importance and weight”. Moreover (Forge Field Society & Ors, R v Sevenoaks District Council [2014] EWHC 1895 (Admin)) where there is a finding of harm there is a strong presumption against planning permission being granted.

Assessment

- 6.1.4 The single storey rear element of the part single, part two storey rear extension has been designed to be modern in appearance due to its glazing, its rendered eaves, rendered elevations and flat roof. The modern addition on the ground floor would provide a juxtaposed relationship with the upper floor which is designed to respect the parent dwelling house. This is a welcomed relationship as it allows the original fabric of the building to be retained whilst allowing a well-lit ground floor area which would be useable for the occupiers of 21 Abbey Road. This element of the scheme cannot be seen from the public realm or easily from the neighbouring properties due to its single storey nature, its height at 2.9m and being set off the shared boundary by some 0.2m.
- 6.1.5 The glazed doors have been designed to be 0.9m in width across the rear and side elevation and almost the full height of the extension. The narrowness of these doors would complement the windows at the property in terms of embracing the vertical emphasis. In this regard, due thought has been given to this element of the scheme in complementing the original dwelling house and its parent features. In this regard, no objection is raised subject to a condition requiring information about these windows to an appropriate scale.
- 6.1.6 Rather than using a modern material, such as cladding or timber, to encase the rear extension on the ground floor to fully embrace the modern approach, the extension is to be smooth rendered. This is taken from the existing rear extension which is rendered to provide a smoother transition between the original dwelling house and the proposal. In this regard no objection is raised.
- 6.1.7 With regards to the part single, part two storey side element of the scheme, this has been designed to be traditional in appearance to preserve the original dwelling house. It is to have tiled roof, be brick built and have a port hole on the ground floor to the side taking cue from the dwelling house opposite. The extension would accommodate the garage as well as a bay window to match the bay window at the existing property. Whilst the extension is built at an angle with the shared boundary on the ground floor only, the proposal would still have a 1m separation gap with the shared boundary and this angle would not be overtly apparent given the siting of the extension on the plot. It is noted that the garage door will be modern in appearance. It is considered that given this elevation is exposed, a more traditional garage door would be required. Such details can be secured by way of a condition and can be discussed with the Conservation Officer. In this regard, no objection is raised to this element of the scheme.
- 6.1.8 The first floor side element of the scheme has been set off the shared boundary by some 2.5m to 3.8m, set down from the main ridge and set back from the principle elevation. The proportions of the extension would still remain ancillary to the main dwelling house. This is because the design of the extension is such that it would appear subordinate but also allows a view through the side of the site. The proportions of the first floor extension are consistent with the parent dwelling house. It should also be noted that there are other such examples of two storey side extensions in the Abbey Road street scene (photographic evidence below). The first floor rear element of the scheme has been designed with a hipped roof and is narrow respecting the proportions of the similar extension at number 23 Abbey Road but also ensuring that the original rear elevation retains its key features such as the window with the characteristic detailing below it.



6.1.11 Number 19 benefits from a box dormer (photographic evidence contained within the Committee Report). Number 23 benefits from a two storey rear extension with a hipped roof. The proposal is for two separate small dormers with a pitched roof. The rear dormers are small in size and appropriately situated in the rear roof slope set down from the ridge, set up from the eaves and set in from the flank elevation. The rear dormer incorporates cues from the hipped roof serving number 23 but without the bluntness of the design of a box dormer. Whilst the CAGs objections are noted it is considered that it would be unreasonable to resist the principle of rear dormers with a pitched roof given the design of the dormers and because the design of the dormers have amalgamated the roof alterations at number 19 and 23 Abbey Road. There is no objection to this element of the scheme due to the sensitive design of the dormers.

6.1.12 It is considered that overall the proposed scheme would not harm the Conservation Area but would have a neutral impact, which would be localised given the siting of 19 Abbey Road. Thus the character and appearance of the Conservation Area would be preserved.

Overall

6.1.13 The proposal would preserve the character and appearance of the Bush Hill Conservation Area. The proposal would comply with Policies 7.4 and 7.8 of the London Plan, Policies CP30 and CP31 of the Core Strategy, Policies DMD11, DMD14, DMD37 and DMD44 of the Development Management Document and the Bush Hill Conservation Area Character Appraisal.

6.2 Impact on Neighbouring Properties

Part single, part two storey rear element of the scheme

6.2.1 DMD 11 (2 a) states a first floor extension must a. not exceed a line taken at 30 degrees from the mid point of the nearest original first floor window to any of the adjacent properties; and where appropriate secure a common alignment of rear extensions.

- 6.2.2 The proposed ground floor element of the extension is no more than 3m in depth from the original rear elevation. In this regard, its depth would be policy compliant. The overall height of the extension is 2.9m. In this regard, it would also be policy compliant. In this regard, there would be no undue harm to residential amenity. It is noted that there is to be a large glazed area serving the extension, however, this glazed area would not be situated facing number 23, rather views would only be to the rear garden of the subject site. The proposal would from flat roof areas. To ensure that the flat roof areas of the extension are not used as an amenity area, a condition is suggested to be imposed to safeguard residential amenity.
- 6.2.3 There is to be glazing to the side of the single storey rear extension. The glazing on the single storey side elevation would face on to the shared boundary with number 19 Abbey Road, which benefits from a large single storey side extension (photographic evidence is below). The glazing would be situated off of the shared boundary by 2m at the minimum and 3.8m at the maximum. It is considered that given that the glazing is single storey in nature, there is a separation distance between the boundaries and because of the existence of the large single storey side extension at number 19, there would be no undue harm caused by the proposed glazed element.



- 6.2.4 The first floor element of the scheme would not breach a 30 degree line when drawn from the mid point of the original rear elevation of number 19 or 23 Abbey Road. It should also be noted that number 23 Abbey Road benefits from a two storey rear extension and the proposed first floor rear extension would secure a common alignment with the existing extension. This is demonstrated by the photographic evidence below. The first floor rear extension would benefit from French doors opening into the site with a Juliet balcony made out of a glazed structure. The balcony area cannot be used as an amenity area and thus, residential amenity is not unduly harmed.



Part single, part two storey side element of the scheme

6.2.5 Given the siting of the proposed works, there would be no undue harm caused to residential amenity in terms of outlook, sunlight and daylight (photographic evidence below). The brick element of the single storey side extension serving the non-habitable garage would benefit from a window. This window has been annotated on the plans to be obscure glazed and thus would not cause harm to residential amenity in terms of perceived privacy. The first floor side window would be a secondary window to the bedroom. This window would need to be obscure glazed to safeguard residential amenity.



Rear dormers

- 6.2.6 There are to be two rear dormers. These rear dormers would have views out of them but only over the rear garden of the subject property and it is considered that a refusal on grounds of loss of privacy from dormers would be very difficult to substantiate.

Overall

- 6.2.7 No objection is raised to the impact to residential amenity in terms of outlook, sunlight, daylight and privacy. This is subject to conditions to safeguard residential amenity.

6.3 Other

- 6.3.1 It is noted that the rear garden is to be landscaped and incorporate a hardstanding area. As the hardstanding area is to be below 0.3m this would fall within the remit of permitted development as it would not be defined as a platform and the hardstanding is to the rear of the property. The Article 4 Direction, which covers the Bush Hill Conservation Area, does not restrict the erection of hard standing to the rear of properties and thus would be deemed as permitted. If any trees are to be removed from the site to accommodate the landscaped area this would require consent from the Tree Department, which would fall outside of the remit of the planning regulations. No objection is therefore raised to this element of the scheme.

- 6.3.2 It is acknowledged that the plans have been annotated to demonstrate a hardstanding area to the front of the site. This has been subject to discussions between the Officer and the Agent. The hardstanding area is directly to the front of the garage and to the front door. The proposal is to provide landscaped area to the front of the site. There is no unnecessary hard landscaping to the front of the site as it is all useable and functional. In this regard, no objection is raised subject to a condition requiring the hard landscaping material to be submitted to ensure it is of a high quality and that all surface water is drained on the site. In addition, a landscaping scheme to the front of the site would need to be secured by way of a condition. No objection is therefore raised to this element of the scheme.

- 6.3.3 No new means of enclosure are to be erected and the existing is to be retained. If the means of enclosure to the front of the site is to be altered, then planning permission would be required. The Agent has been made aware of this fact.

- 6.3.4 It is also acknowledged on the plans that the existing UPVC windows are to be replaced with wooden windows. This is a welcomed addition as it would enhance the Conservation Area. A condition has been imposed requesting the details of these windows to ensure that they are appropriate to the original fabric of the building and the Conservation Area. No objection is raised to this welcomed addition subject to conditions.

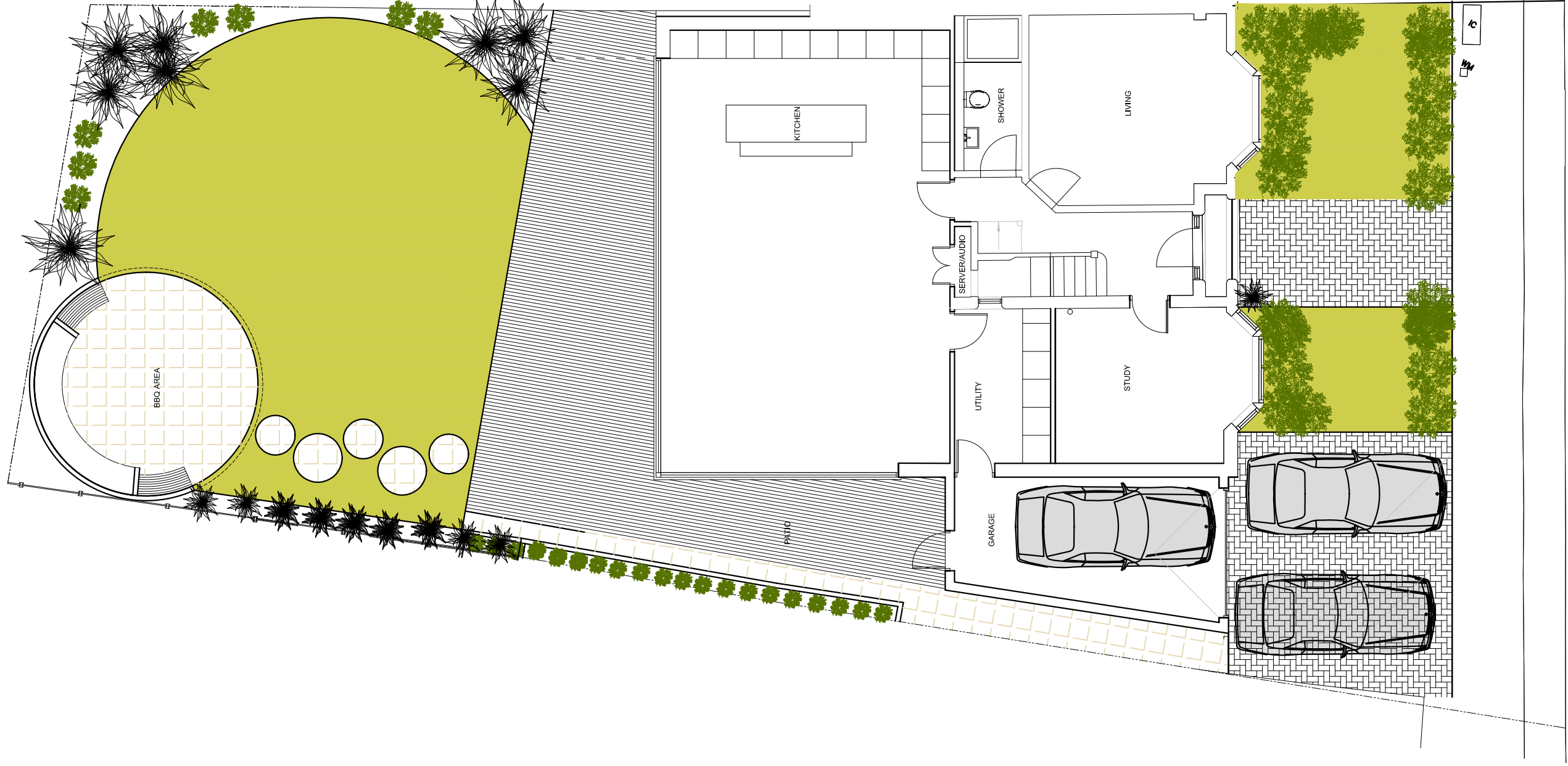
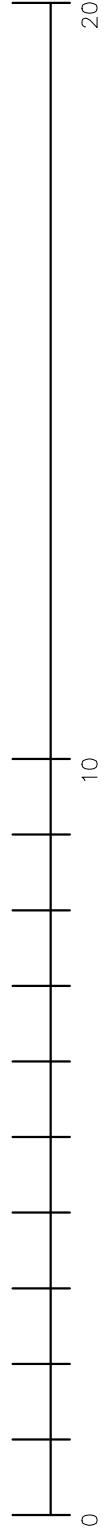
6.4 CIL

- 6.4.1 The development is not CIL liable due to the size of the development.

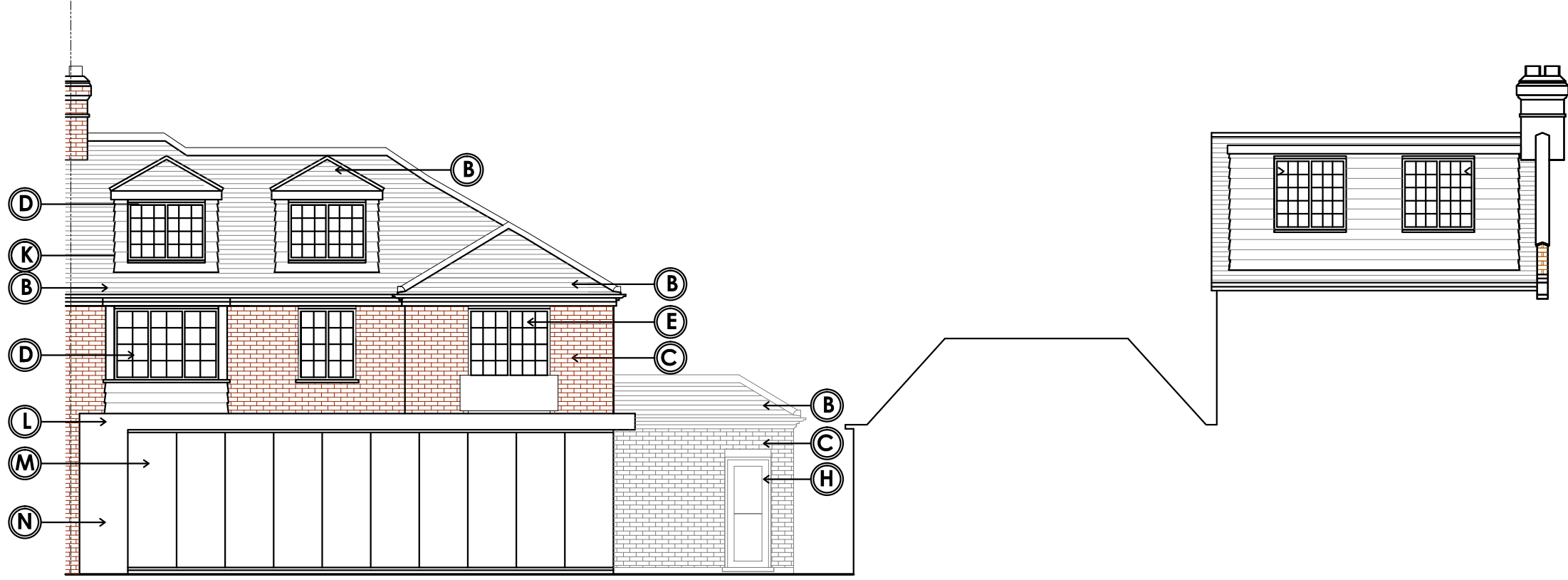
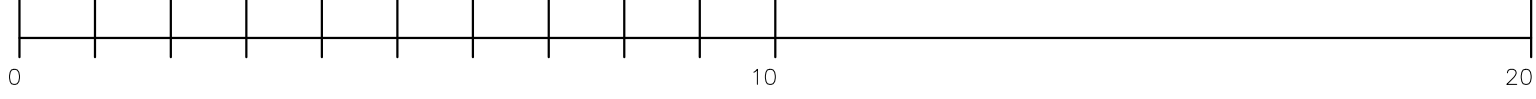
7.0 Recommendation

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

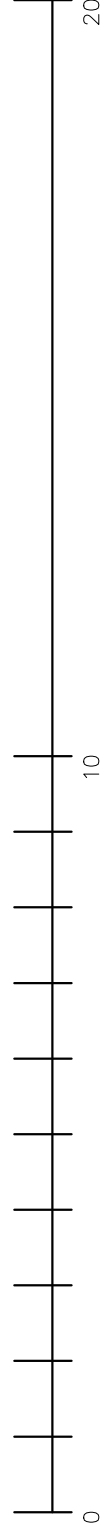
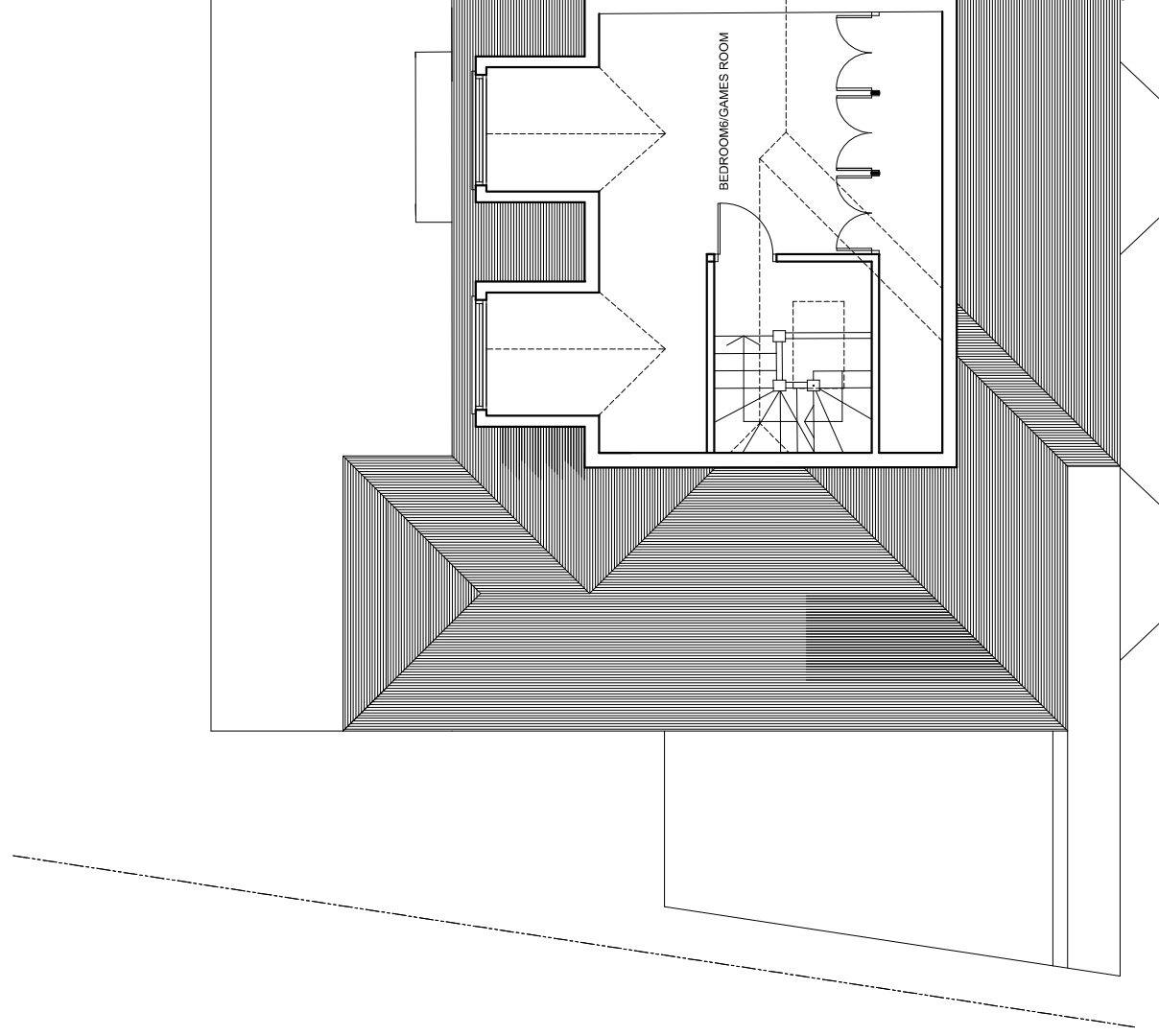
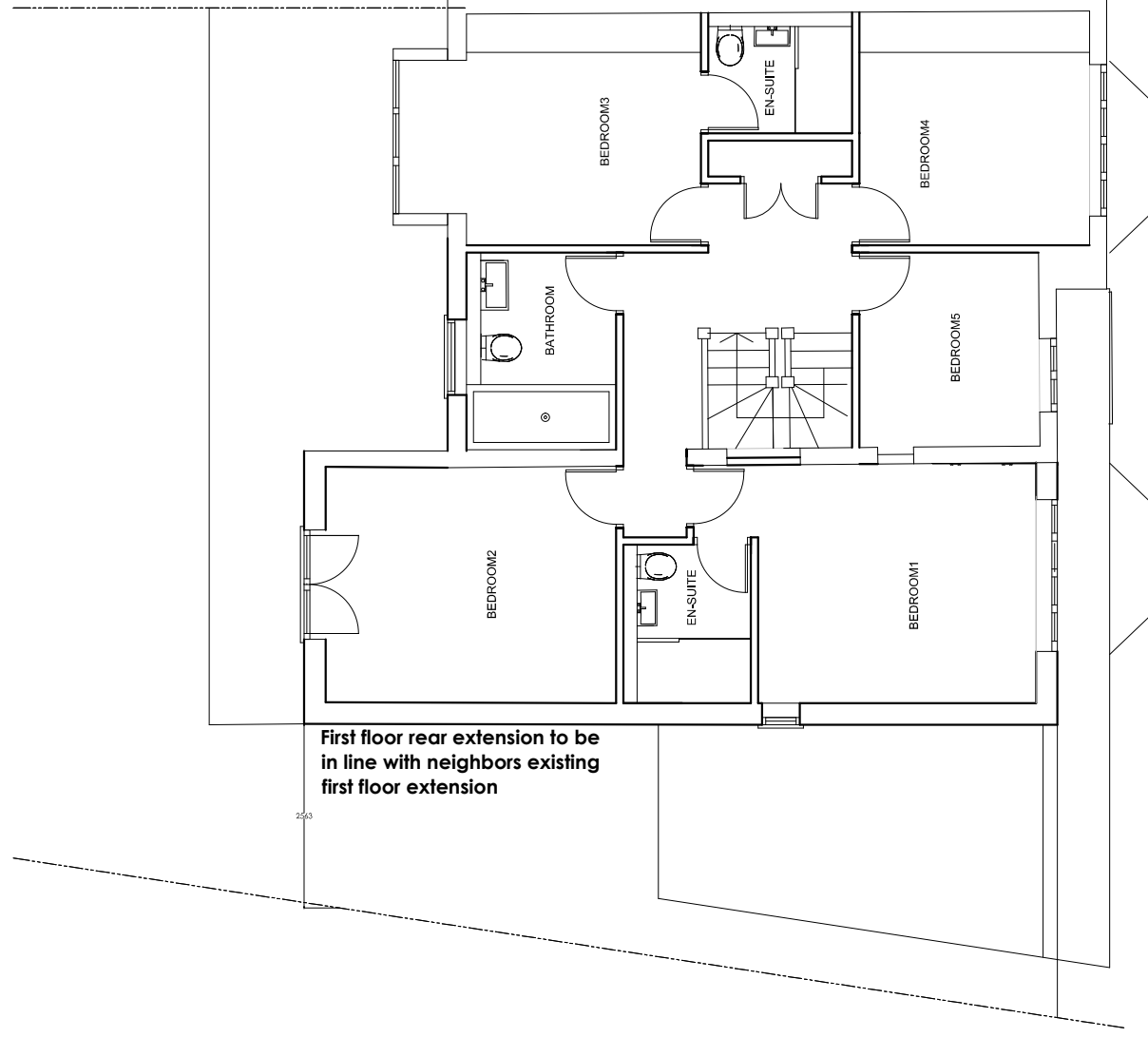
1. Time Limit (three years)
2. Plans (to be built in accordance with the approved plans)
3. Material, which also includes the brick type, bond and mortar to the dwelling house shall match the existing dwelling
4. Details of the proposed windows, doors and garage door to a scale of 1:20 with 1:5 sections showing cills and heads to be submitted.
5. Flat roof of the extension not to be used as amenity
6. Details of the hardstanding material to the front which has to be porous
7. Landscaping scheme to the front of the site
8. All flank elevation windows to be obscure glazed
9. No new fenestration

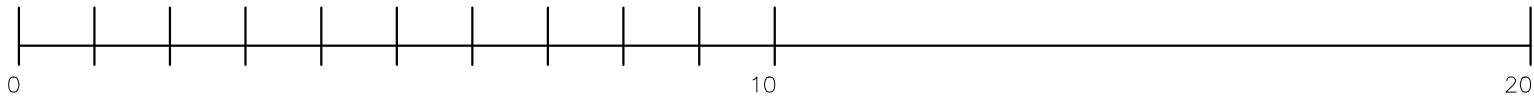


PROPOSED GROUND FLOOR PLAN

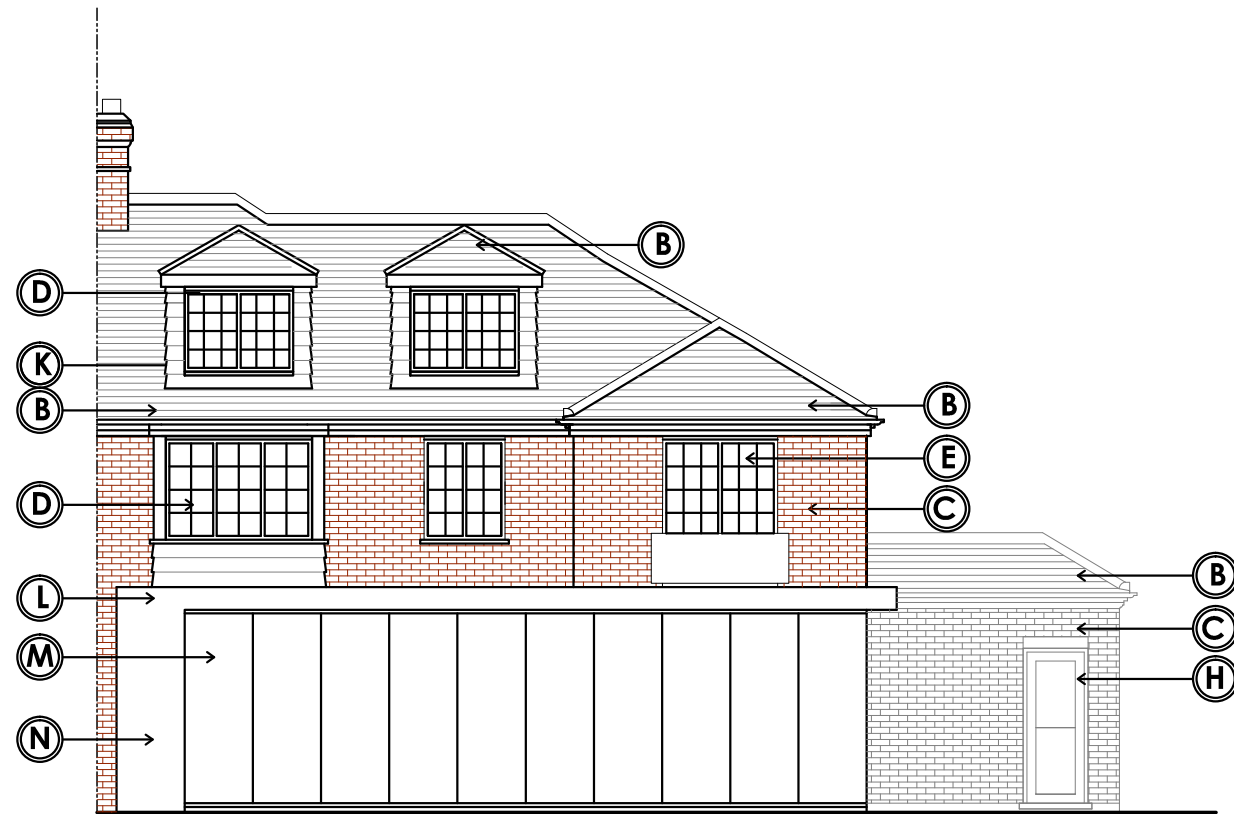


PROPOSED REAR ELEVATION





PROPOSED FRONT ELEVATION



PROPOSED REAR ELEVATION

LEGEND

- A - NEW VELUX WINDOWS
- B - NEW ROOF TILES TO MATCH EXISTING
- C - NEW BRICKWORK TO MATCH EXISTING
- D - NEW TIMBER FRAME D/GLAZED BLACK FRAMED WINDOWS
- E - NEW D/GLAZED DOORS
- F - NEW ROOF LIGHT
- G - NEW REAR D/GLAZED BAY WINDOW
- H - NEW GARGE DOOR
- I - NEW D/GLAZED OBSCURE GLAZING
- J - NEW D/GLAZED BAY WINDOW TO MATCH EXISTING
- K - NEW DORMER WINDOW WITH VERTICAL TILES
- L - NEW SMOOTH PAINTED RENDERED FLAT ROOF
- M - NEW BI-FOLD DOORS
- N - NEW SMOOTH PAINTED RENDER WALL
- O - NEW GARAGE DOOR



PROPOSED SIDE ELEVATION