

# LONDON BOROUGH OF ENFIELD

## PLANNING COMMITTEE

**Date :** 7<sup>th</sup> November 2017

**Report of**  
Assistant Director,  
Regeneration & Planning

**Contact Officer:**  
Kate Perry 0208 379 3853

**Ward:** Cockfosters

**Ref:** 16/04135/FUL

**Category:** Full Application

**LOCATION:** Oakwood Methodist Church, Westpole Avenue, Barnet, EN4 0BD

**PROPOSAL:** Redevelopment of the site by the demolition of existing buildings and erection of a part 2-storey, part 3-storey building to provide 28 x self-contained residential retirement units with Juliette balconies, plus one guest room, including construction of 1 x vehicular access from Westpole Avenue with automated gates to serve basement level car parking, communal facilities and landscaping (Revised Drawings).

**Applicant Name & Address:**

McCarthy & Stone  
McCarthy & Stone Retirement Lifestyle Ltd  
Prospect Place  
85 Great North Road

**Agent Name & Address:**

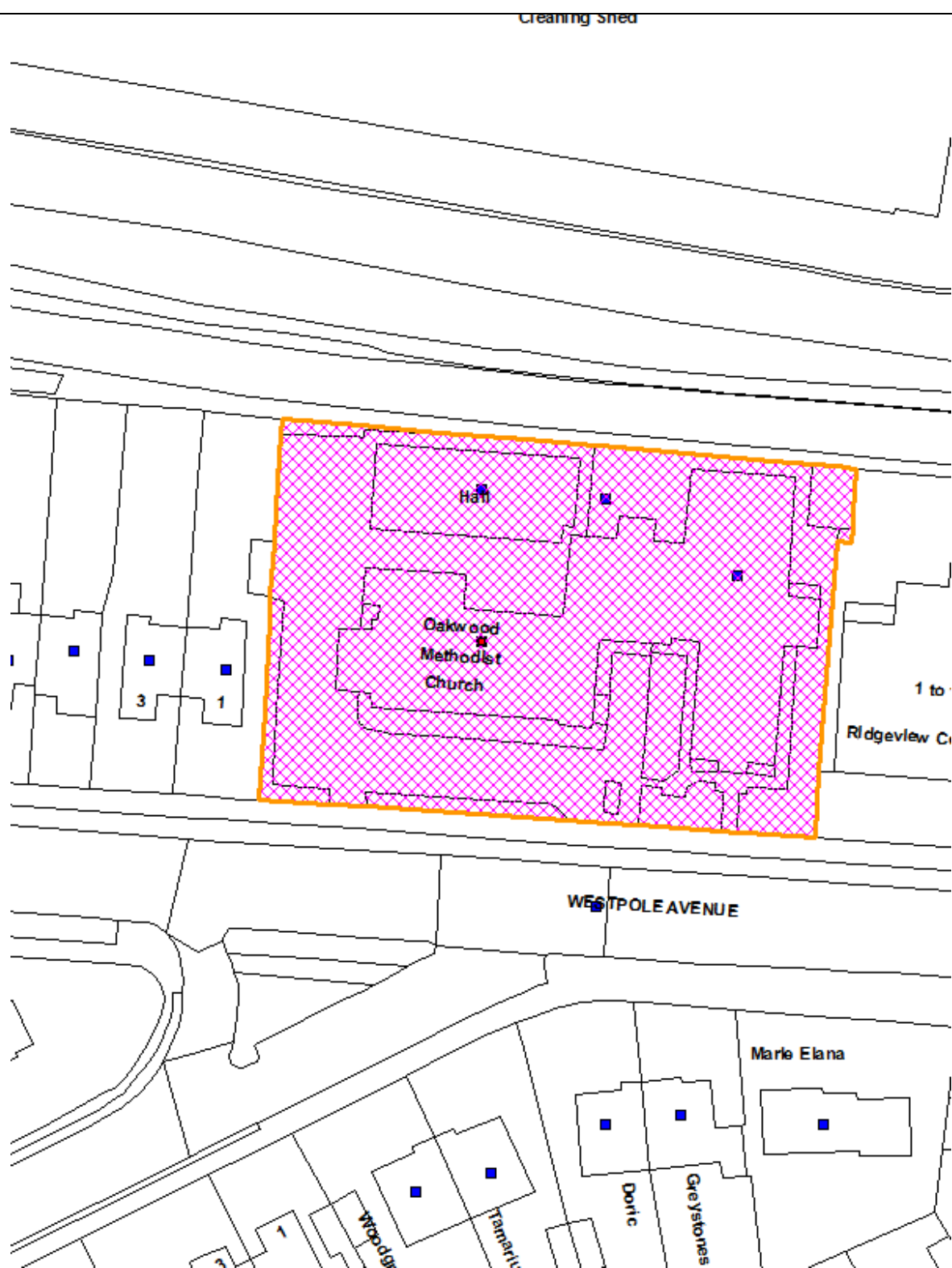
Kim Rickards  
The Planning Bureau  
Prospect Place  
85 Great North Road

**RECOMMENDATION:**

It is recommended that planning permission be **GRANTED** subject to conditions and S106.

**Note for Members:** Applications' of this nature can be determined under delegated authority. However, this application is being reported to Planning Committee at the request of the Applicant and due to interest in the proposal by Members.

Ref: 16/04135/FUL LOCATION: Oakwood Method Church, Westpole Avenue, Bar, EN4 0BD



## **1. Site and Surroundings**

- 1.1 The site is located on the northern side of Westpole Avenue, at the junction with Sussex Way. The rear of the site adjoins Cockfosters Underground Depot. The site has a regular shape and is approximately 2,410m<sup>2</sup> in area (61m wide x 39m deep) and contains Oakwood Methodist Church which closed in September 2014. There are a number of other ancillary buildings on site. The site has two vehicular crossovers on to Westpole Avenue.
- 1.2 The site is located within an established residential area near to Oakwood Underground Station. The surrounding area is predominantly characterised by pairs of semi-detached, two-storey, single family dwellings. The adjoining property to the east contains a three- storey residential building with under croft car parking known as 'Ridge View Court'.
- 1.3 The site is not located within a Conversation Area and does not contain a Listed Building.

## **2.0 Proposal**

- 2.1 The current application proposes the redevelopment of the site including the demolition of the existing buildings and the erection of a part 2-storey, part 3-storey building to provide 28 self-contained residential retirement units (17 x 2-bed and 11 x 1-bed). The provision of 1 guest suite is also proposed.
- 2.2 The proposed building would have maximum dimensions of 51.5m in width, 31.5m in depth and a maximum height of 11.15m. It would have a hipped roof with forward facing gables and crown roof elements.
- 2.3 28 basement car parking spaces are proposed including 4 disabled spaces. Vehicular access would be via a new vehicular access to the western side of the building and adjacent to number 1 Westpole Avenue.
- 2.4 The main external amenity space would be provided by way of a communal garden in the north eastern corner of the site. This would measure approximately 170 sqm. There are also green areas to the front of the site which provide a setting for the building.
- 2.5 In terms of staffing, there would be one full time house manager.

## **3.0 Relevant Planning Decisions**

- 3.1 17/01052/FUL Re-development of the site by the demolition of existing buildings and erection of a 3 storey building to provide 28 x self-contained residential retirement units with balconies, plus one guest room, including construction of 2 x vehicular access from Westpole Avenue with automated gates to serve basement level car parking, communal facilities, and landscaping.  
This application is under consideration
- 3.2 16/00676/PREAPP  
Proposed redevelopment of the site by the demolition of existing buildings and construction of 25 self-contained residential units with basement level car parking.

- 3.3 15/04462/PREAPP  
Proposed redevelopment of the site by the demolition of existing buildings and construction of 21 self-contained residential units (1 x 1-bed, 11 x 2-bed, 7 x 3-bed, 2 x 4-bed)
- 3.4 15/02351/PREAPP  
Proposed redevelopment of the site by the demolition of existing buildings and construction of 25 self-contained residential units within four 2-storey blocks with accommodation at roof level and basement car parking. (Follow up to ref: 14/04834/PREAPP)
- 3.5 14/04834/PREAPP  
Proposed redevelopment of the site by the demolition of existing buildings and construction of 32 self-contained residential units within two 2/3 -storey blocks and one 2-storey block and basement car parking.
- 3.6 14/03841/PREAPP  
Proposed redevelopment by the erection of a 3-storey building to provide a 65-bed residential care home.

#### **4.0 Consultations**

##### **4.1 Statutory and non-statutory consultees**

- 4.1.1 Traffic and Transportation – No objections subject to width of the one-way access road being increased to 3.65m not including the pedestrian pathway. The passing place next to the road needs to be a minimum of 4.8m x 6m to allow space for a car to wait off the road. Also, there would need to be a mechanism at the entrance and exit to the access (e.g. traffic light control) to prevent cars meeting along the access. Revised plans are expected and their receipt/ acceptability will be confirmed at committee.
- 4.1.2 Tree Officer – No objection
- 4.1.3 SUDs Officer – No objections subject to conditions
- 4.1.4 Secure by Design Officer – No objections subject to condition
- 4.1.5 Urban Design Officer – Objects to the proposed development due to (in summary) its overall scale and massing, the layout and the amount and quality of the amenity space provided and lack of dual aspect units which undermines the quality of accommodation on offer.
- 4.1.6 London Underground – No objection subject to conditions
- 4.1.7 Thames Water – No objections
- 4.1.8 Adult Social Services – No objections. It has been confirmed that there is a need for good quality retirement living across tenure types.
- 4.1.9 Environmental Health – No objections

## **4.2 Public**

4.2.1 252 neighbouring occupiers were notified in respect of the proposal. There have been 2 rounds of consultation: the first between 19.9.2016 and 10.10.2016 and the second between 7.3.2017 and 21.3.2017 which occurred due to the submission of revised plans including the reduction in the number of proposed units from 30 to 28, revised design and increase in car parking. Two objections and one letter of support have been received. The following objections were made (in summary):

- Close to adjoining properties
- Development too high
- General dislike of proposal
- Inadequate access
- Inadequate parking provision
- Inadequate public transport provisions
- Increase in traffic
- Increase of pollution
- Information missing from plans
- Loss of light
- Loss of parking
- Loss of privacy
- Noise nuisance
- Not enough info given on application
- Out of keeping with character of area
- Over development
- Height and bulk will result in a loss of daylight and sunlight to number 1 Westpole Avenue.
- Overshadowing to rear garden of number 1 Westpole Avenue.
- Loss of privacy to the front and rear garden of number 1 Westpole Avenue due to a reduction in height of the existing boundary.
- Concern about foundation damage due to the excavation of a basement.
- High level of traffic to the side of number 1 Westpole Avenue.
- Light pollution and from the underground car park entrance.
- Loss of community building.
- No need for the development – other similar developments already exist.
- Strain on local community facilities.
- Will have an impact on education facilities as family sized homes would be released.
- Won't benefit people on the Local Authority waiting list.

## **5.0 Relevant Policy**

### **5.1 The London Plan**

- 3.1 Ensuring Life Chances for All
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.16 Protection and Enhancement of Social Infrastructure
- 3.17 Health and Social Care Facilities
- 5.1 Climate change mitigation

- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.8 Innovative energy technologies
- 5.9 Overheating and cooling
- 5.10 Urban greening
- 5.11 Green roofs
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 6.3 Assessing the effects of development on transport capacity
- 6.9 Cycling
- 6.12 Road network capacity
- 6.13 Parking
- 7.1 Lifetime Neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture

## 5.2 Core Strategy

- CP2 Housing supply and locations for new homes
- CP4 Housing quality
- CP5 Housing types
- CP6 Meeting Particular Housing Needs
- CP7 Health and Social Care Facilities and the Wider Determinants of Health
- CP9 Supporting Community Cohesion
- CP20 Sustainable energy use and energy infrastructure
- CP21 Delivering sustainable water supply, drainage and sewerage infrastructure
- CP22 Delivering sustainable waste management
- CP25 Pedestrians and cyclists
- CP30 Maintaining and improving the quality of the built and open environment
- CP32 Pollution

## 5.3 Development Management Document

- DMD3 Providing a mix of different size homes
- DMD6 Residential character
- DMD8 General standards for new residential development
- DMD9 Amenity space
- DMD10 Distancing
- DMD15 Specialist Housing Needs
- DMD37 High quality and design led development
- DMD45 Parking standards and layout
- DMD46 Vehicle crossover and dropped kerbs
- DMD49 Sustainable design and construction statements
- DMD51 Energy efficiency standards DMD53 Low and Zero Carbon Technology
- DMD58 Water Efficiency
- DMD68 Noise

## 5.4 Other Relevant Policy Considerations

## 6.0 Analysis

### 6.1 Principle of Development

- 6.1.1 In broad terms, the proposal is consistent with the aims of the London Plan and policies within the Core Strategy which seek to support development which contributes to the strategic housing needs of Greater London and the Borough.
- 6.1.2 The National Planning Policy Framework and the London Plan seek to ensure that new development offers a range of housing choice, in terms of the mix of the housing sizes and types, taking account of the housing requirements of different groups and the changing roles of different sectors.
- 6.1.3 Policy 6 of the Council's Core Strategy sets out the Council's guiding principles for meeting particular housing needs, and states "*The Council, with its partners, will develop flexible and accessible accommodation services that meet the local housing needs... The Council will work to ensure that there is appropriate provision of specialist accommodation across all tenures*".
- 6.1.4 The Council's Adult Social Services Department has confirmed that there is a need for good quality retirement living across tenures types. Development in this area is included within their Market Position Statement document.
- 6.1.5 However, whilst the proposed development is acceptable in principle and will contribute to supporting the requirements of a growing older population, Council policies also recognise that it is equally important that all other relevant planning considerations are addressed. Policy DMD 15 states that development proposals for specialist forms of housing will only be permitted if all of the following criteria are met:
- a. The development would meet an identified borough need for that form of specialist housing having regard to evidence of need in the Council's Market Statement, Health and Adult Social Care Commissioning Strategies, or the needs assessment of a recognised public health care body;
  - b. The property is suitable for such a use and would not result in an over intensive use of the site
  - c. That residential amenity is preserved in accordance with the relevant criteria in policy DMD 8 'General Standards for New Residential Development';
  - d. It would not result in an excessive number or concentration of similar uses in a locality which would be detrimental to residential character or amenity;
  - e. The development is adaptable, well designed, of a high quality, accessible (internally and externally), meets the needs of the specific client groups it serves and their carers but is flexible in case these changes. Developments must have regard 'General Standards for new development', other design considerations and local guidance. The Council will work with partners to ensure the facilities provide an adequate form of accommodation; and
  - f. The development is well located so that it is easily accessible to existing local community facilities, infrastructure, and services, such as public transport, health services, retail centres, and recreation and leisure opportunities.
- 6.1.6 These issues are considered in detail below.

## 6.2 Loss of Community Facility

6.2.1 DMD 17 seeks to protect existing community facilities. The loss of an existing community facility will only be permitted if:

- A suitable replacement community facility is provided to cater for the local community and maintain the same level of provision and accessibility; or
- Evidence is submitted to demonstrate that there is no demand for the existing use or any alternative community use.

6.2.2 A 'Statement of Reasons for Sale' prepared by Enfield Methodist Church Council has been submitted as well as justification provided in the submitted planning statement. From these documents, it is understood that:

- Oakwood Methodist Church closed September 2014 after 75 years of local service.
- It was 1 of 11 congregations within the Enfield Circuit which more or less follows the boundaries of the London Borough of Enfield and includes a small area north of the M25 where the Goffs Oak Methodists Church is located.
- The congregation has been noting the changes in its community; the aging of its core membership and the difficulty attracting new people.
- In December 2013, the Church Council decided to close Oakwood Methodist Church and dispose of the property.
- The Leadership Team identified a need to invest the sale proceeds in existing facilities east of the A10, particularly those located at Ordnance Road, Ponders End and Edmonton. In contrast to the churches in the western part of the Borough, the churches in the eastern part of the Borough have experienced sustained growth and the Leadership Team would like to modernise and extend these facilities.
- Following the decision to close the church, the premises were placed on the open market. The property was advertised on the basis it could be suitable for a number of alternative D1 (non-residential intuitions) and D2 (assembly and leisure) uses of the use class order, as well as having development potential, subject to the necessary planning consent.
- The site was first marketed in 2014. A sale was agreed in November 2014 however this later fell through. The property returned to the market in December 2015, where McCarthy & Stone Retirement Lifestyles Ltd were the successful bidders.
- As a charity Methodist Church premises must be sold for best price achievable in the current market conditions. There was no interest from other community uses and no substantive bids for the property were received from other community organisations and therefore the Church Council had no alternative but to sell the property to McCarthy & Stone.

6.2.3 In relation to DMD 17, it is accepted that in 2014 the church was no longer in viable use due to a declining congregation and the remaining congregation re-located to other churches in the area. The site was then marketed for sale on the basis it could be suitable for a number of alternative D1 (non-residential intuitions) and D2 (assembly and leisure) uses. However, after over a year on the open market without any community use coming forward, the site was sold to McCarthy and Stone. This sale has also led to the improvement of facilities at Methodist churches in the East of the borough which continue to prosper.

- 6.2.4 Given the length of time the site was on the market prior to sale to McCarthy and Stone, it is considered that this demonstrates that there was not sufficient demand from alternative community uses. Furthermore, the sale has led to improvement in facilities elsewhere while it is considered their other community facilities in the locality which accommodated the former uses. The proposal is therefore considered acceptable in relation to DMD 17.

### 6.3 Housing Mix

- 6.3.1 DMD 3 requires that residential developments of 10 or more units provide a housing mix in accordance with Core Policy 5; 35% 1 and 2-bedroom units, 45% 3-bedroom units, and 20% four or more bedroom units.
- 6.3.2 The current application proposes 17 2-bed units and 11 1-bed units. No 3 or 4-bedroom units are proposed. However, given that the proposed development would provide specialist accommodation for older residents, for which there is an established need, the development is considered acceptable in this instance. In addition, the consequence of older people downsizing from larger 3 and 4-bedroom family homes is that existing properties, which would not have otherwise become available, being released on the open market improving the supply of larger family sized accommodation.

### 6.4 Density

- 6.4.1 DMD 6 and DMD 8 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. Table 3.2 of the London Plan provides a residential density matrix that should be used as a guide to realise optimum housing potential.
- 6.4.2 The site is approximately 0.241 hectares and has a PTAL of 3 (1 being the least accessible to public transport and 6 being the most accessible). 28 units and 102 habitable rooms are proposed. This equates to a density level of 423 habitable rooms per hectare which is more than the range considered acceptable for a site with a PTAL 3 score in a suburban setting (150-250hr/ha) and can indicate an overdevelopment of the site. However, the DMD recognises that higher densities may be appropriate particularly for some types of specialist housing where demands for amenity space, for example, may be less. Further consideration is given to this later in this report. In addition, it is also important to consider how well the proposed development integrates into the surrounding area.

### 6.5 Impact on the Street Scene and the Character of the Area

- 6.5.1 London Plan policies 7.1 and 7.4 set out the design principles that all boroughs should seek to ensure for all development proposals. The policies state that all development proposals should have regard to the local context, be of the highest architectural quality, which complement the local architectural character and be of an appropriate proportion, composition, scale and orientation.
- 6.5.2 Policy DMD8 sets out the 'General Standards for 'New Residential Development' and Policy DMD37 sets out criteria for 'Achieving High Quality and Design-Led Development. Both aim to ensure that high standards of design are taken into consideration, with reference to the boundary treatment of the property, the use of materials and the proposals siting, layout, alignment, spacing, height, bulk and massing.

- 6.5.3 The surrounding area is characterised by pairs of semi-detached two-storey single family dwellings. The adjoining property to the east contains a three-storey apartment building with undercroft car parking that presents as a two-storey residential building with accommodation in the roof.
- 6.5.4 The current application proposes a building of some 51.5m in width and 31.5m in depth. The development has been amended during the application process to reduce the height of the building, particularly at each end, to ensure that the building will relate more sympathetically to the immediately neighbouring properties in terms of its height. Efforts have also been made to articulate the building with recesses in the front elevation so that despite its overall width, the individual building sections will relate to the proportions of the neighbouring residential properties. The varied roof form and the articulation of the front elevation, as well as the varied materials, adds visual interest to the building which reduces the impact of its overall width and mass.
- 6.5.5 The Council's Urban Design Officer has raised concern about the proposal in relation to the overall scale and massing, the layout and the amount and quality of the amenity space provided and lack of dual aspect units which he suggests undermines the quality of accommodation on offer. With regard to the scale and massing, it is acknowledged that this is greater than may normally be expected on a site of this size and this is also highlighted through the assessment of density at section 6.4 of this report. However, the Development Management Document also recognises that higher densities and a greater scale of development may be appropriate in some cases, especially where specialist forms of housing are proposed. It acknowledges that, in the case of bespoke housing for older people, higher densities may be appropriate and flexibility should be applied to standards depending on the specific group (DMD 15). In light of this the proposed scale and massing is considered acceptable in this instance. A further assessment on amenity space is made at paragraph 6.6.11 of this report.

## 6.6 Impact on Residential Amenity

### *Daylight and Outlook*

- 6.6.1 DMD 11 applies to rear extensions to residential properties, but the principles behind the policy are also relevant to the proposed development. It seeks to protect neighbours' light and outlook, and 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.
- 6.6.2 The dwelling most affected by the current proposal would be No. 1 Westpole Avenue to the west of the application site. The building would extend to the rear of the neighbouring building by a maximum of 18m but at its closest to the boundary, would extend 8m to the rear. The development would therefore breach the 45 and 30-degree angles from this property. However, given the presence and extent of the existing buildings on the site and the separation between the proposed new building and the existing dwelling (minimum 9m to the rear of the existing building), it is considered that the development would not result in a worsening of the relationship and an unacceptable loss of light or outlook nor would it be overly dominant.
- 6.6.3 In relation to the existing properties in Ridge View Court, the development would not breach a 45 or 30 degree from the rear of this property and would not have an unacceptable impact.

### *Sunlight*

- 6.6.4 In relation to sunlight, No 1 Westpole Avenue is located to the west of the site. The neighbouring occupiers have raised concern about loss of sunlight and overshadowing. However, whilst the proposal may have some impact in terms of loss of early morning sunlight, the development would not have a significant impact in terms of loss of afternoon or evening sun. The existing garden at No. 1 Westpole Avenue is north facing and it is considered that the development would not unacceptably impact the properties existing access to sunlight.
- 6.6.5 Ridge View Court is located to the east of the site. The existing buildings on the site will already cause some overshadowing of the existing amenity space at the rear of the property and this will also be impacted by the design and layout of Ridge View Court itself. The current development will result in the removal of buildings in the north-eastern corner of the site and therefore, despite extending to a greater height, overall it is considered that the development will not result in an unacceptable loss of sunlight.

### *Privacy*

- 6.6.6 In relation to privacy, it is proposed that all first floor side facing windows in the main block be obscure glazed. First floor windows/Juliette balconies in the rear projecting element would not be. However, given these are separated from the common side boundaries by a minimum of 25m to No 1 Westpole Avenue and 15m to Ridge View Court this is considered acceptable as it complies with the Council's distancing standards. No side facing windows are proposed at second storey level. Windows in the ground floor flank elevations will face towards the common boundary fences and will not overlook the neighbouring sites.

### *Intensity of use*

- 6.6.7 The current proposal would provide 28 residential units, mainly occupied by single older residents. The previous use of the site was as a church. Whilst the pattern of activity would be different, it is considered that the proposed use would not significantly increase the overall intensity of the use of the site. It is considered activity is more likely to be a more constant lower level of activity rather than the concentrated numbers of visitors generated by a church and associated clubs and activities at particular times. The intensity of the use is considered acceptable.

### *6.6.8 Access Road*

The proposed access road to the basement car parking (28 spaces) would run along the common boundary with No 1 Westpole Avenue. Given the relatively low level of expected vehicle movements it is considered that this will not have an unacceptable impact on the nearest residential occupiers. However, a condition is recommended to limit any impact and to provide measures in the form of boundary screening and/or acoustic fencing which will minimise any potential impacts.

### Quality of Accommodation

### *Unit Size and Layout*

- 6.6.9 In terms of unit sizes, the London Plan and Nationally Described Space Standards specify minimum Gross Internal Areas (GIA) for new residential units. Although

this development is not for a conventional residential use and areas of communal living will also be provided, the Standards provide a guide as to the acceptable size and standard of accommodation to be provided. It is noted that the majority of the units will provide for individual occupiers (McCarthy and Stone have indicated that 85-90% of their residents are single or widowed with 75% of apartments comprising single female households (Planning Statement Para. 1.6)) and this will be taken in to consideration, if necessary, when making an assessment in relation to the spaces proposed. In this case, 17 x 2-bed and 11 x 1-bed units are proposed. Each of the 2-bed units has an equivalent 4 bed spaces and the 1-bed units have an equivalent 2 bed spaces. The minimum floor areas for these sized units is 50 sqm for the 1-beds and 70 sqm for the 2-beds and all the apartments would meet these minimum standards, with some significantly exceeding the requirements.

- 6.6.10 With regard to the layout of the units, concern has been raised in relation to the fact that the majority of the flats will be single aspect and therefore will have limited access to natural daylight and sunlight. This could potentially result in a poor quality living environment for future occupiers. In response to this concern, a sunlight and daylight report has been submitted. The report demonstrates that 82% of the habitable rooms will achieve their recommended Average Daylight Factor (ADF) and where rooms do not meet the required standard the shortfall is minimal. In addition, the majority of rooms which have less access to natural light are bedrooms rather than the primary living spaces and therefore any adverse impact would be minimised. Whilst, ideally the apartments would all be dual aspect, this could not be achieved for the density of development proposed on this site. The development is addressing an acknowledged demand for this type of housing and it is important to optimise development whilst maintain reasonable standards of residential accommodation. Due to the daylight analysis undertaken, it is considered that this, on balance, outweighs the identified concern.

#### *Amenity Space*

- 6.6.11 There are no standards as to the required level of amenity space for specialist housing for older people. However, minimum standards for self-contained flats are set out in DMD 9 of the Development Management Document (DMD). This policy requires that each 1-bed 2 person flat should have 5 sq.m of private amenity space and each 2-bed 4 person flat should have 7 sqm private amenity space. However, it is also recognised that there may be instances where it is not feasible or desirable to achieve the targets. Housing for older people is given as a case in point in the DMD.
- 6.6.12 In this case, no private amenity space is proposed. The ground floor flats at the rear of the site have access to small shared gardens/ terraces and there is a larger communal amenity area in the north-eastern corner of the site which would measure 170 sq.m. Flats at first floor level would have Juliette balconies but no actual balconies are proposed. Forward facing flats would look out on to areas of green but no direct access is proposed. This provides a setting for the building but does not contribute to quality amenity space provision.
- 6.6.13 Concern has been raised in relation to the amount as well as the quality of the amenity space proposed, particularly the larger area in the north-eastern corner which will be over shadowed by the proposed building. However, the applicant has argued that it is comparable to that allowed at the immediately adjoining flats at Ridge View Court. They also advise that due to the nature of their residents a reduced provision should be accepted as they do not require the same amenity provision as conventional flats. The DMD advises that reduced standards may be appropriate for specialist housing and on balance, this is considered appropriate in

this instance.

#### Highway Considerations

- 6.6.14 Policy 6.3 of the London Plan is relevant in “assessing the effects of development on transport capacity”. This policy seeks to ensure that impacts of transport capacity and the transport network are fully assessed and that the development proposal should not adversely affect safety on the transport network. In addition, Core Policies 24 and 25 and DMD policies 45, 46 and 47 are also relevant. Paragraph 32 of the National Planning Policy Framework is also applicable and advises that all developments that generate significant amounts of movement should be supported by a Transport Statement/ Assessment. The proposal falls outside the Travel Plan Statement requirement criteria as it is fewer than 50 units.

#### *Access*

- 6.6.15 The proposal includes a separate pedestrian and vehicular access arrangement which is appropriate. The Council's Traffic and Transportation Department have commented on the proposed vehicular access and have advised that the minimum width of a one way access should be 3.65m. The passing/ waiting place should be a minimum of 4.8m x 6m. A method of controlling vehicle movements such as traffic lights will also be required at the top and bottom of the ramp to ensure there is no conflict between vehicles. The applicant has provided revised drawings in accordance with the above. These are currently being reviewed by the Council's Traffic and Transportation Department and confirmation as to the acceptability will be reported at Committee.

#### *Car Parking Provision*

- 6.6.16 Twenty-eight car parking spaces are proposed including 4 spaces suitable for people with disabilities and 2 visitor car parking spaces. Six Electric Vehicle charging points have also been included. Traffic and Transportation have confirmed that this is acceptable and will provide sufficient car parking for future residents' and visitors.

#### *Cycle Parking Provision*

- 6.6.17 A revised plan has been submitted showing the proposed location of 4 long stay and 4 short stay cycle spaces. This is below the standard usually applied to housing but it is considered appropriate given the nature of the specialist housing proposed.

#### *Servicing*

- 6.6.18 On-street servicing is proposed and is considered to be acceptable by the Council's Traffic and Transportation Department. The number of bins proposed is in line with the Refuse and Recycle Storage Guidance (ENV/08/162). The refuse and recycling storage area is located adjacent to the waiting area/passing place for vehicles using the basement car park. The applicant must ensure the waiting space is kept clear at all times and does not become occupied by bins on collection day. Subject to this the proposed servicing arrangement is considered acceptable. This can be addressed by condition.

#### Sustainable Design and Construction

#### *Energy*

- 6.6.19 The adopted policies require that new developments achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. A 35% CO2 reduction is required for new residential units. An energy statement has been submitted with this application which demonstrates that a 35.05% reduction will be achieved. This meets the required standard.
- 6.6.20 In addition, water efficiency measures will need to be provided. Submitted details will need to demonstrate reduced water consumption using water efficient fittings, appliances, and recycling systems to show consumption equal to or less than 105 litres per person per day. This will be required by condition.

#### *Biodiversity*

- 6.6.21 Core Policy 36 of the Core Strategy seeks to protect, enhance, restore or add to biodiversity interests within the Borough, including parks, playing fields and other sports spaces, green corridors, waterways, sites, habitats, and species identified at a European, national, London or local level as being of importance for nature conservation.
- 6.6.22 The current application has been accompanied by an Ecology Report dated February 2016. This concludes that it is unlikely, at the time of the survey, that there were any bats roosting on site. It did however identify that it was likely that bats were roosting nearby as they were seen flying close to the site. In light of this and as the survey is over a year old, the report recommends that an updated survey is carried out. This can be secured by condition. Details of proposed ecological enhancements will also be required.

#### *Trees*

- 6.6.23 DMD 80 requires consideration to be given to the impact of a proposed development on existing trees on development and neighbouring sites. It also requires additional landscaping to be provided where necessary. A tree survey has been submitted with this application and inspected by the Council's Tree Officer who raises no objections to the proposal.

#### *Sustainable Urban Drainage (SUDs)*

- 6.6.24 According to DMD 61, all developments must maximise the use of, and where possible retrofit, sustainable urban drainage systems (SUDS).
- 6.6.25 The proposed development must incorporate SUDs in accordance with the quality and quantity requirements set out in the London Plan Drainage Hierarchy and the Development Management Document. The post-development runoff rate must be lower than the pre-development runoff rate and achieve greenfield runoff rates if possible.
- 6.6.26 A SUDs strategy has been submitted with this application. The SUDs officer has confirmed it is acceptable in principle. However, additional information in relation to green roof specification, invert levels, management plan and overland flow routes is required and these details can be required by condition.

6.6.27 Core Policy 3 of the Core Strategy states that “The Council will seek to achieve a Borough-wide target of 40% affordable housing units in new developments, applicable on sites capable of accommodating 10 or more dwellings. Affordable housing should be delivered on-site unless in exceptional circumstances, for example where on-site affordable housing would not support the aims of creating sustainable communities...The Council will aim for a borough-wide affordable housing tenure mix ratio of 70% social/affordable rented and 30% intermediate provision.”

6.6.28 In this case the applicants’ have argued that providing on-site affordable units would not be appropriate and have advanced a case of exceptional circumstances as to why off-site provision should be accepted. In summary, it has been argued that:

- It is not practical to mix “affordable retirement housing” with “open market retirement housing” within one building because of the communal facilities within retirement housing and the on-going service and maintenance arrangements which results in a weekly service charge. Housing associations are unable or unwilling to meet these charges and thus it is not practical to have mixed tenure affordable housing within an open market retirement housing development.
- Mixed tenure developments cannot sustain, either economically or physically, independent facilities such as separate entrances, two wardens/staff etc, unless the site is large enough and of suitable configuration to accommodate two separate developments each of substantial size. This particular site is certainly not “substantial” and it is not possible to accommodate two blocks with the requisite facilities on site.
- If there is shared/dual management there will undoubtedly be conflict between the requirements of the Housing Association and those of the private management company. For example, would the communal facilities be shared and, if so, who manages, maintains, replaces, and pays for what? There can only be one management regime.
- The different attitudes, expectations and requirements of those private owner-occupiers who are paying the management/service charge direct and those tenants who pay their rent to their landlord who in turn has to pay the management/service charge.
- The managerial problems of mixed tenure are well recognised. There have been a substantial number of planning appeals which deal with managerial issues of sheltered housing which have concluded that on site mixed tenure schemes were not possible.
- The following is a selection of appeals over the years (there are others which have also reached the same conclusions) dealing with the issue of attempting to provide affordable housing as part of sheltered/retirement developments:
  - Fordingbridge August 2000 at paragraph 24
  - Newbury May 2006 at paragraphs 24/25
  - Launceston June 2006 at paragraphs 27/28
  - Wigginton June 2006 at paragraphs 17/19
  - Warminster October 2006 at paragraph 10
  - Guisley November 2006 at paragraphs 45/50
  - Greenford April 2007 at paragraphs 18/19
  - Edenbridge August 2007 at paragraph 23
- Since 2007, and in consideration of the Appeals above, amongst others, it has been widely accepted that an off-site affordable housing contribution will be accepted for this type of development.

6.6.29 Considering the above, it is accepted that on-site provision of affordable housing would not be appropriate in this instance. However, an off-site contribution will be

expected. The Council's Independent Viability Assessor is currently reviewing the submitted viability appraisal with a view to agreeing an appropriate level of off-site contribution to ensure this is maximised. Details of this will be reported to Members at the Meeting

#### Community Infrastructure Levy

6.6.30 The Mayoral CIL is collected by the Council on behalf of the Mayor of London. The amount that is sought for the scheme is calculated on the net increase of gross internal floor area multiplied by the Outer London weight of £20 together with a monthly indexation figure

6.6.31 The current proposal has a net gain in additional floorspace of 2805.6sq.m (the existing building has been vacant 3 years and therefore the floor space is not deducted for the purposes of CIL). The contribution required is therefore:

$$2805.6\text{sqm} \times £20 \times 282 / 223 = £70,957.78$$

#### *Enfield CIL*

6.6.32 On 1 April 2016, the Council introduced its own CIL. The money collected from the levy (Regulation 123 Infrastructure List) will fund rail and causeway infrastructure for Meridian Water. The applicable CIL rate is be £120 per square metre together with a monthly indexation figure.

$$\text{Enfield CIL is } 120/\text{m}^2 \times 2805.6\text{m}^2 \times 282/274 = £346,501.84$$

6.6.33 CIL is based on the monthly indexation figure at the time of the decision and therefore is liable to change when the CIL Liability Notice is issued.

### **7.0 Conclusion**

7.1 The proposed development would result in the creation of well-designed, purpose-built specialist housing for older people, the principle of which is consistent with the Council's Development Plan policies and supported by the Council's Adult and Social Care department. Whilst it is acknowledged that there are some concerns about the development in relation to the quantum of development proposed and the resultant number of single aspect units and the amount and quality of amenity space, these are relatively minor considerations and although could be used to refuse planning permission, it is considered that the benefits of the proposal outweigh these concerns and the development will provide much needed housing for older people and will satisfactorily meet the needs of this particular client group.

### **8.0 Recommendation**

That planning permission be granted subject to the following conditions:

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the decision notice.

Reason: To comply with the provisions of S.51 of the Planning & Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the approved plans, as set out in the attached schedule which forms part of this notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

3. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (As Amended) the development shall only be used as specialist housing for older people (aged 55+) within Use Class C3 and for no other purpose whatsoever without express planning permission first being obtained.

Reason: The development is only acceptable as a specialist form of accommodation and would meet the general housing standards set out in Council policy.

4. No above ground works shall commence until details of the external finishing materials to be used have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: To ensure a satisfactory external appearance.

5. No above ground works shall commence until details of the surfacing materials to be used within the development including footpaths, access roads and parking areas and road markings have been submitted to and approved in writing by the Local Planning Authority. The surfacing shall be carried out in accordance with the approved detail before the development is occupied or use commences.

Reason: To ensure that the development does not prejudice highway safety and to ensure a satisfactory external appearance.

6. The development shall not be occupied until all redundant points of access to the site have been closed and the footway reinstated, and the new vehicular access has been constructed.

Reason: To confine vehicle movements to the permitted points of access, to enable additional kerb-side parking to the roadway and to improve the condition of the adjacent footway.

7. The development shall not commence until details of existing planting to be retained and trees, shrubs and grass to be planted and the treatment of any hard-surfaced amenity areas have been submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped in accordance with the approved details in the first planting season after completion or occupation of the development whichever is the sooner. Any trees or shrubs which die, becomes severely damaged or diseased within five years of planting shall be replaced with new planting in accordance with the approved details.

Reason: To provide a satisfactory appearance and ensure that the development does not prejudice highway safety.

8. The site shall be enclosed in accordance with details to be submitted to and approved in writing by the Local Planning Authority. The means of enclosure shall be erected in accordance with the approved details before the development is occupied.

Reason: To ensure satisfactory appearance and safeguard the privacy, amenity and safety of adjoining occupiers and the public and in the interests of highway safety.

9. The development shall not commence until plans detailing the existing and proposed ground levels including the levels of any proposed buildings, roads and/or hard surfaced areas have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

Reason: To ensure that levels have regard to the level of surrounding development, gradients and surface water drainage.

10. The glazing to be installed in the first floor flank elevations of the development shall be in obscured glass and fixed shut to a height of 1.7m above the floor level of the room to which they relate. The glazing shall not be altered without the approval in writing of the Local Planning Authority.

Reason: To safeguard the privacy of the occupiers of adjoining properties.

11. The development shall not be occupied until a scheme to deal with the contamination of the site including an investigation and assessment of the extent of contamination and the measure to be taken to avoid risk to health and the environment has been submitted to and approved in writing by the Local Planning Authority. Remediation shall be carried out in accordance with the approved scheme and the Local Planning Authority provided with a written warranty by the appointed specialist to confirm implementation prior to the commencement of development.

Reason: To avoid risk to public health and the environment.

12. The development hereby permitted shall not commence until detailed design and method statements (in consultation with London Underground) for all of the foundations, basement and ground floor structures, or for any other structures below ground level, including piling (temporary and permanent), have been submitted to and approved in writing by the local planning authority which:

- provide details on all structures
- accommodate the location of the existing London Underground structures
- demonstrate access to elevations of the building adjacent to the property boundary with London Underground can be undertaken without recourse to entering our land
- demonstrate that there will at no time be any potential security risk to our railway, property or structures
- accommodate ground movement arising from the construction thereof
- mitigate the effects of noise and vibration arising from the adjoining operations within the structures

The development shall thereafter be carried out in all respects in accordance with the approved design and method statements, and all structures and works comprised within the development hereby permitted which are required by the approved design statements in order to procure the matters mentioned in paragraphs of this condition shall be completed, in their entirety, before any part of the building hereby permitted is occupied.

Reason: To ensure that the development does not impact on existing London Underground transport infrastructure, in accordance with London Plan 2011 Table 6.1 and 'Land for Industry and Transport' Supplementary Planning Guidance 2012

13. Prior to first occupation details of proposed boundary screening/ acoustic fencing

along the boundary with number 1 Westpole Avenue shall be submitted to and approved in writing by the Local Planning Authority. The screening/acoustic fencing shall be installed as agreed and permanently retained.

Reason: In the interests of residential amenity.

14. The proposed vehicle passing place indicated on drawing NL-2740-03-AC-004 Rev B shall be clearly labelled as such and shall be kept clear (other than for the intended purpose) at all times.

Reason: To maintain the function of the vehicular access and in the interest of highway safety

15. Prior to development commencing, including demolition, an updated ecological survey shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development does not harm protected species in line with policy DMD 36.

16. Prior to development commencing, details of proposed biodiversity enhancements shall be submitted to and approved in writing by the Local Planning Authority. A plan shall be provided to show the locations of the proposed biodiversity enhancements and the development shall be carried out strictly in accordance with the approved plan.

Reason: To ensure that the ecological value of the site is enhanced post development in line with the Biodiversity Action Plan, CP36 of the Core Strategy and the London Plan.

17. Prior to the commencement of the development hereby permitted, details of the measures to be incorporated into all the development demonstrating how the principles and practices of the 'Secured by Design' scheme have been included shall be submitted to and approved in writing by the Local Planning Authority. Once approved in writing by the Local Planning Authority in consultation with the Metropolitan Police Designing Out Crime Officers, the development shall be carried out in accordance with the agreed details.

Reason: In the interest of creating safer, sustainable communities and to reflect guidance in the NPPF and Policy CP17 of the Core Strategy.

18. The development hereby permitted shall be carried out strictly in accordance with the energy saving measures identified in the submitted Energy Strategy produced by 'Energist London' dated 8<sup>th</sup> September 2016 and maintained as such thereafter.

Reason: In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that CO2 emission reduction targets are met.

19. Prior to first occupation details of the internal consumption of potable water shall be submitted to and approved in writing by the Local Planning Authority. Submitted details will demonstrate reduced water consumption using water efficient fittings, appliances, and recycling systems to show consumption equal to or less than 105 litres per person per day. The development shall be carried out strictly in accordance with the details so approved and maintained as such thereafter.

Reason: To promote water conservation and efficiency measures in all new developments and where possible in the retrofitting of existing stock in accordance with Policy CP21 of the Core Strategy, Policy 5.15 of the London Plan.

20. Notwithstanding the details set out in the submitted Preliminary Drainage Strategy (Drawings 1611/09/05 Rev A roof, ground and basement strategies) – October 2017, prior to the commencement of any construction work, details of the Sustainable Drainage Strategy shall be submitted to and approved in writing by the Local Planning Authority and must conform with the Landscaping Strategy. The details shall include:

- Sizes, storage volumes, cross-sections, long-sections (where appropriate) and specifications of all the source control SuDs measures including rain gardens, raised planters, green roofs, swale and permeable paving
- Final sizes, storage volumes, invert levels, cross-sections and specifications of all site control SuDs measures including ponds, soakaways and underground tanks. Include calculations demonstrating functionality where relevant
- A management plan for future maintenance
- Overland flow routes for exceedance events

Reason: To ensure the sustainable management of water, minimise flood risk, minimise discharge of surface water outside of the curtilage of the property and ensure that the drainage system will remain functional throughout the lifetime of the development in accordance with Policy CP28 of the Core Strategy, DMD 61, and Policies 5.12 & 5.13 of the London Plan and the NPPF

21. Prior to occupation of the development, a Verification Report demonstrating that the approved drainage / SuDs measures have been fully implemented shall be submitted to the Local Planning Authority for approval in writing. This report must include:

- As built drawings of the sustainable drainage systems including level information (if appropriate)
- Photographs of the completed sustainable drainage systems
- Any relevant certificates from manufacturers/ suppliers of any drainage features
- A confirmation statement of the above signed by a chartered engineer

Reason: To ensure the sustainable management of water, minimise flood risk, minimise discharge of surface water outside of the curtilage of the property and ensure that the drainage system will remain functional throughout the lifetime of the development in accordance with Policy CP28 of the Core Strategy, DMD 61, and Policies 5.12 & 5.13 of the London Plan and the NPPF

22. The development shall not commence until an undertaking to meet with best practice under the Considerate Constructors Scheme and achieve formal certification has been submitted to and approved in writing by the Local Planning Authority.

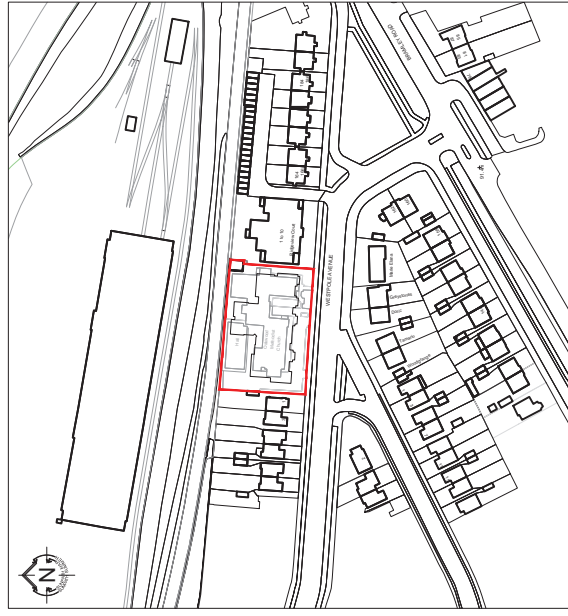
Reason: To ensure the implementation of the development does not adversely impact on the surrounding area and to minimise disruption to neighbouring properties.

23. No development shall commence until a Construction Logistics Plan prepared in accordance with the Transport for London “Construction Logistics Plan Guidance” published in June 2017 has been submitted to and approved in writing by the local planning authority.

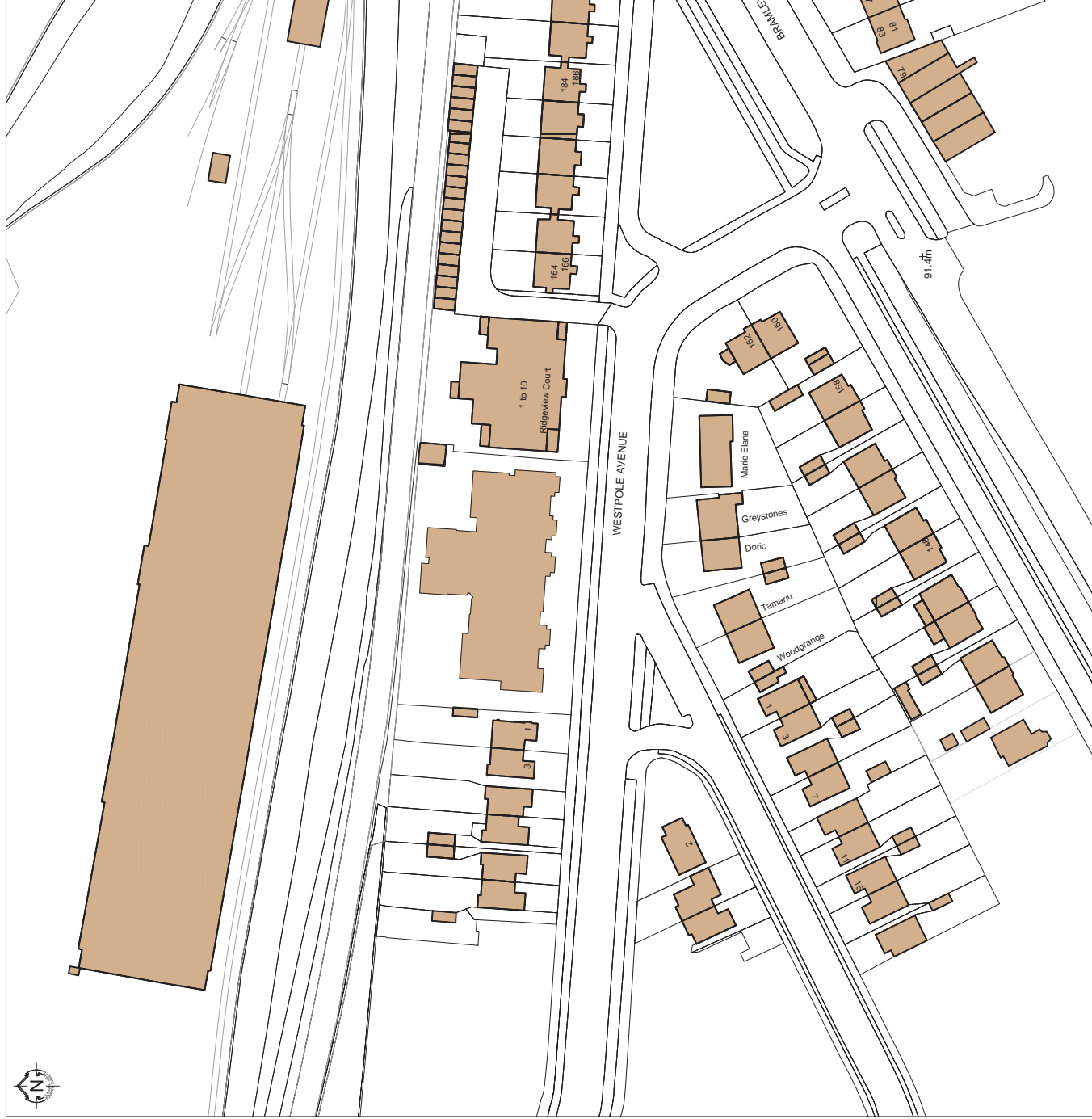
Reason: To minimise the impact of construction works upon highway safety, congestion, and parking availability

**Directives**

1. The applicant is advised to contact London Underground Infrastructure Protection in advance of preparation of final design and associated method statements, in particular with regard to: demolition; drainage; excavation; construction methods; security; boundary treatment; safety barriers; landscaping and lighting
2. All redundant crossovers should be reinstated as public highway. All works to the highway (the footway reinstatement and the extension of the existing vehicular access) will need to be undertaken by the Council's Highway Services team, and the applicant should contact the footway crossing helpdesk (020 8379 2211) as soon as possible so the required works can be programmed.



Location Plan - Scale 1:1250



Context Plan - Scale 1:500

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Project Title  
 Proposed Retirement Living Development  
 Westpole Avenue,  
 Oakwood

Drawing Title  
 Location & Context Plan

Date: 24.02.2017  
 Drawn: CP  
 Checked: A  
 Drawing No: NL-2740-03-AC-001  
 Rev: A

# REVISIONS

Rev.	Date	By
A	Feb 2017	IDP
Scheme revised following comments from Planning Officers.		
B	Feb 2017	IDP
Updated perspective supplied.		



Streetscene



Perspective

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WHERE THE FOLLOWING DIMENSIONS ONLY  
REPORT FOR GUIDANCE TO THE  
ARCHITECT AT ONCE BEFORE PROCEEDING

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Client  
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Project Title  
Proposed Retirement Living Development  
Westpole Avenue,  
OAKWOOD

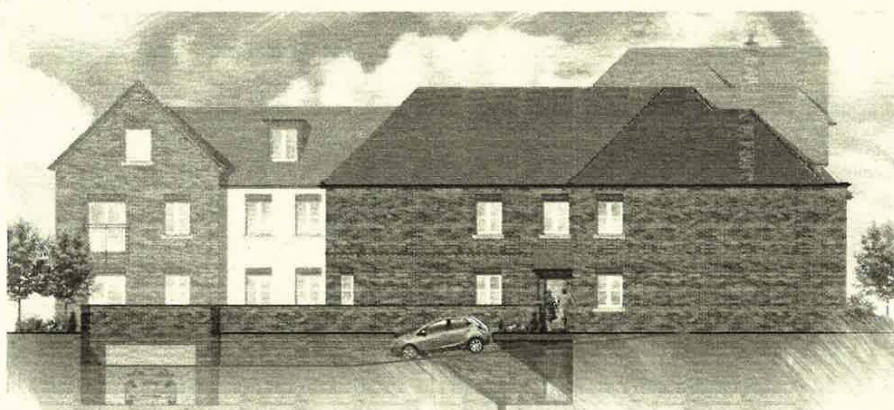
Drawing Title  
Planning  
Streetscene & Perspective

Scale: NTS	Date: Feb 2017
Drawn: IDP	Checked: IDP
Drawing No: NL-2740-03-AC-002	Rev.: B

CAD plot date:



South Elevation



West Elevation



East Elevation



North Elevation

Scale 1:100 @ A1



#### REVISIONS

Rev.	Date	By
B	15/03/2017	IDP

#### Material Specification

- K-Rend Through coloured render - 'velvet' or similar
- Wienberger New Red facing brick or similar
- Recon Bath M Stone or similar
- White UPVC frames with glazing bars within
- Powder coated aluminium traditional julefs, black finish
- GRP chimneys with brick slips to match facing brickwork
- Black UPVC rainwater goods
- Marley Elernit Rivendale fibre cement tile or similar
- Feature Timber Boarding Detail

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Project Title  
Proposed Retirement Living Development  
Westpole Avenue,  
OAKWOOD

Drawing Title  
Planning  
Building Elevations

Scale 1:100 @ A1 Date Feb 2017  
Drawn IDP Checked IDP  
Drawing No. NL-2740-03-AC-003 Rev. B

CAD plot date:

Rev.	Date	By
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	Feb 2017	Oct 2017
<b>A</b>	Scheme revised following comments from Planning Officers.	IDP
<b>B</b>	Amendments to access ramp and cycle spaces added.	IDP



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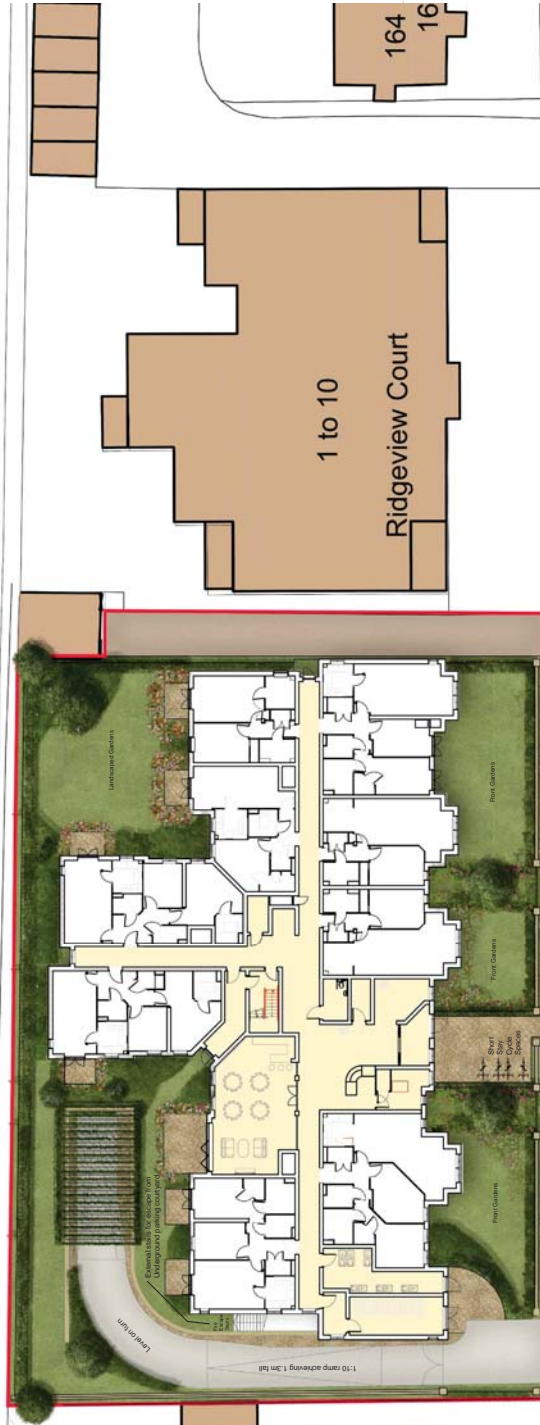
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Project Title
Proposed Retirement Living Development Westpole Avenue, OAKWOOD

Drawing Title  
Planning  
Site Plan

Scale 1:200 @ A1	Date Feb 2017
Drawn IOP	Checked IOP
Drawing No.	Rev.
NL-2740-03-AC-004	B

AD plot date:



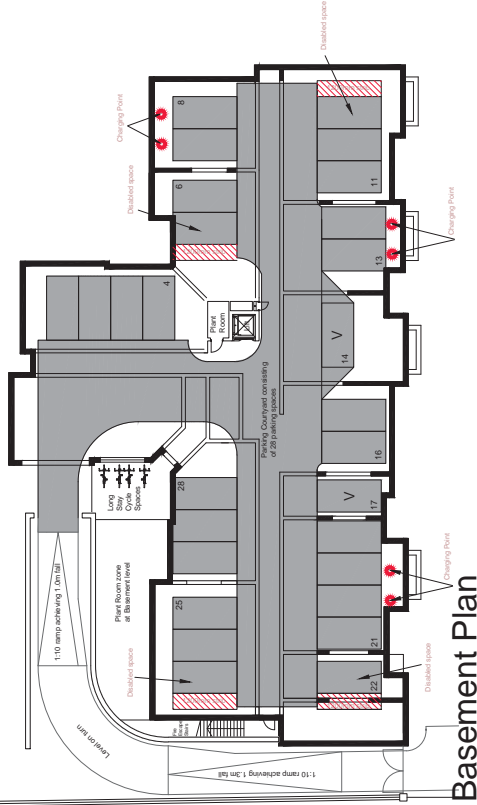
WESTPOLE AVENUE



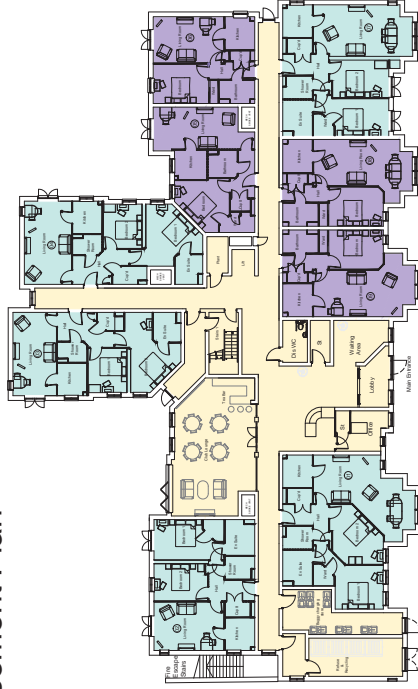
Scale 1:200 @ A1

# Site Plan

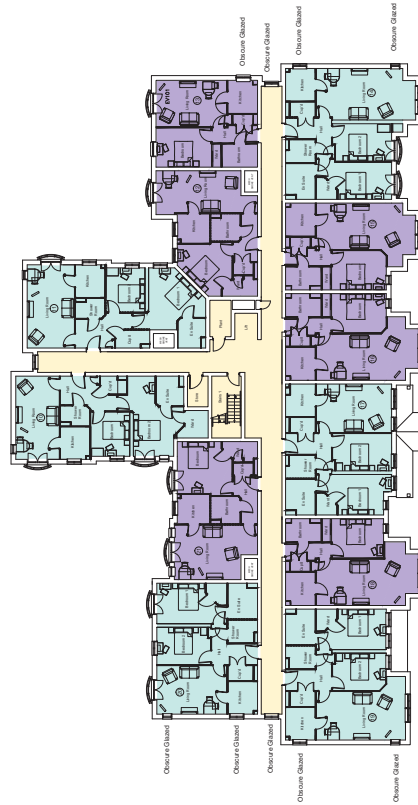
REVISIONS		
No.	Date	By
C	Schemes included following comments from Planning Officers	Aug 2017 CP
D	Schemes revised following Drafting Report	Aug 2017 CP
E	Disabled spaces, visitor spaces and charging points added	Sep 2017 CP
F	Final scheme approved	03/2017 CP



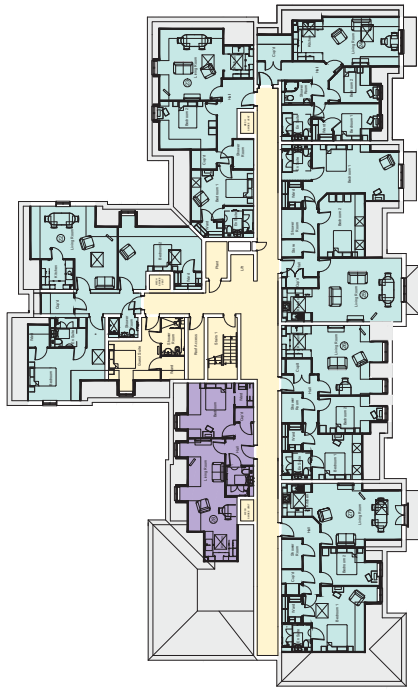
Basement Plan



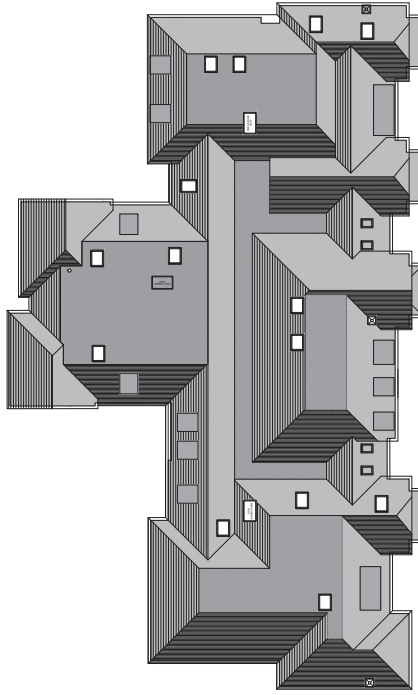
Ground Floor Plan



First Floor Plan



Second Floor Plan



Roof Plan



Scale 1:200 @ A1



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AND TO BE ADJUSTED TO THE  
ACTUAL CONDITIONS ON THE  
GROUND.

**I-P**  
ARCHITECTS  
PROJECT MANAGERS  
10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 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