

**LONDON BOROUGH OF ENFIELD**

**PLANNING COMMITTEE**

**Date:** 22 June 2021

**Report of:**  
Head of Planning

**Contact Officer:**  
Andy Higham  
David Gittens  
Gideon Whittingham  
Tel No: 020 8132 1623

**Ward:**  
Grange

**Application Number:** 21/00754/RE4

**Category:** Major

**LOCATION:** Thomas Hardy House 39 London Road Enfield EN2 6DS

**PROPOSAL:** Change of use of part ground and first floor from community (Class F1) to office (Class E) use with associated external alterations, replacement plant and cycle parking.

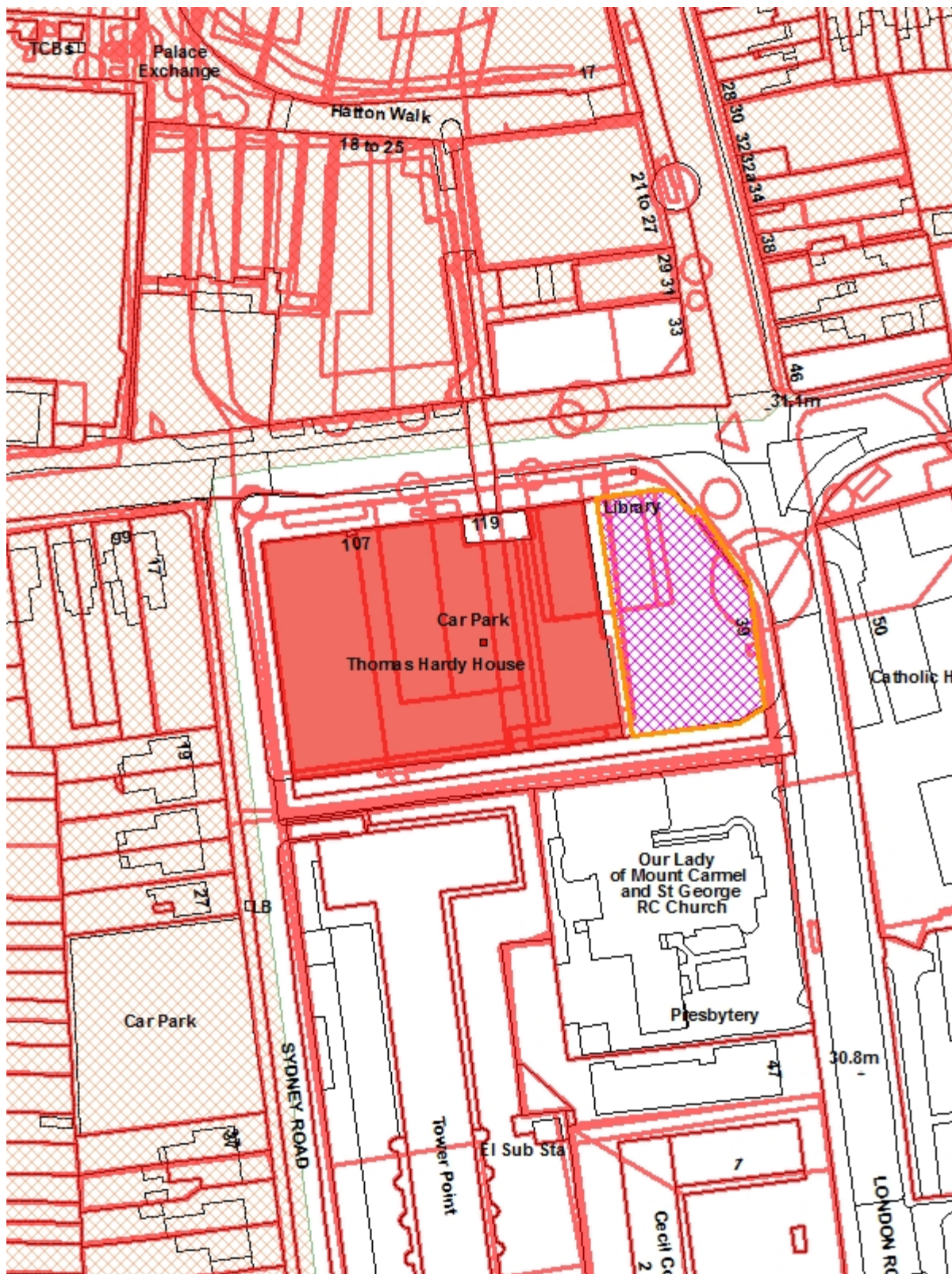
**Applicant Name & Address:**

Helen Finnemore  
London Borough of Enfield  
Civic Centre  
Silver Street  
Enfield  
EN1 3XA

**Agent Name & Address:**

Mr Mike Ibbott  
tp bennett LLP  
One America Street  
London  
SE1 0NE

**RECOMMENDATION:** In accordance with Regulation 4 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be GRANTED subject to conditions.



## **1. Note for Members**

- 1.1 The application is reported to Planning Committee for determination in accordance with the scheme of delegation because the application site is both Council owned and is classed as a “major” planning application.

## **2. Recommendation**

- 2.1 That in accordance with Regulation 4 of the Town and Country Planning General Regulations 1992, planning permission be deemed to be GRANTED subject to the following conditions.

1. Time Limited Permission
2. Approved Plans
3. Materials to Match
4. Acoustic Report / Noise Levels of Plant
5. Cycle Parking Provision
6. Energy
7. Travel Management Plan
8. Construction Management Plan

- 2.2 It is also requested that authority to finalise the wording of conditions under the above headings, is given to officers to ensure they reflect any issues raised by Planning Committee and / or any reported updates to the meeting.

## **3. Executive Summary**

- 3.1 Planning permission is sought for the change of use of part ground (139sqm) and whole first floor (1,138sqm) from community (Use Class F1) to office (Use Class E) use with associated external alterations at ground and first floor levels, replacement roof level plant and cycle parking.

- 3.2 The reasons for recommending approval of this application are:

- The proposal would provide a suitable replacement community facility that maintains public provisions and accessibility.
- The proposal would not cause harm to the vitality and viability of the Major Centre of the borough
- The proposed development, by virtue of its siting and scale, is considered appropriate and would not result in detrimental harm to the character and appearance of the wider area and the adjacent Enfield Town Conservation Area.
- The proposed development, by virtue of its size, siting and proximity would not harm the amenity of neighbouring residents.
- The proposal would not cause any unacceptable harm upon highway safety or the flow of traffic in the locality.
- The construction and operation of the site would have appropriate regard to environmental sustainability issues including energy and water conservation, renewable energy generation, and efficient resource use.
- The development would be appropriate and in accordance with relevant National and Regional Policy, Core Strategy and Development policies and for the reasons noted above.

## **4. Site & Surroundings**

- 4.1 The site is located in Enfield Town, the principle commercial and administrative centre of the Borough and is designated as a Major Centre.

- 4.2 The site is bound to the north by Cecil Road, to the east by London Road, to the south by Our Lady of Mount Carmel and St George Roman Catholic Church and Tower Point and to the west by Sydney Road.
- 4.3 The site is approximately 1.5ha and encompasses the single structure known as Thomas Hardy House. This building was constructed in the early 21<sup>st</sup> century as part of a wider town centre regeneration development.
- 4.4 This building houses the Dugdale Centre - a theatre, café and museum, the Enfield Local Studies Library and Archive, conference facilities and offices occupied by the local Council, the Palace Exchange car park and two retailers (Iceland Foods and Lidl).
- 4.5 The site is located outside of the Enfield Town Conservation Area, however the northern side of Cecil Road (opposite side of the road) and western side of Sydney Road (opposite side of the road) is located within the Enfield Town Conservation Area.
- 4.6 There are no Listed Buildings, Scheduled Monuments or World Heritage Sites in the immediate vicinity. The Our Lady of Mount Carmel and St George Roman Catholic Church is however Locally Listed.
- 4.7 Thomas Hardy House is serviced from an access road to the south of the building, as are the adjoining retailers.
- 4.8 The public transport accessibility level (PTAL) of the site is 5 (Very Good).

## **5. Proposal**

5.1 The proposal seeks the following:

- Planning permission is sought for the change of use of part ground (139sqm) and whole first floor (1,138sqm) from community (Use Class F1) to office (Use Class E) use with associated external alterations at ground and first floor levels, replacement roof level plant and cycle parking.

5.2 The proposal in detail would include:

- The change of use of the ground (part - 139sqm) and first floor (whole – 1,138 sqm) floor level from community (Enfield Local Studies Library and Archive and conference facilities) to office (the Children and Family Services Hub) use
- The introduction of a new ground floor entrance on London Road to serve the Children and Family Services Hub (CFSH) at first and second floor levels
- Alter existing ground entrance for the Dugdale -Thomas Hardy House
- Additional glazing within first floor projection facing London Road
- Replace elements of roof top plant and servicing
- New parapet metal fence added to existing edge protection to take overall height to 1.1m
- Provision of cycle parking at roof top level (accessed via Palace Exchange car park)
- New secure gate and fence to the cycle facilities would be 1.5m in height

5.3 The Enfield Local Studies Library and Archive, currently housed in the Dugdale Centre would be provisionally relocated to the Ridge Avenue Library, until such time as a permanent facility, in accordance with the National Archive accreditation standards, is in place in the Civic Centre.



## 6. Consultation

### Statutory and Non-Statutory Consultees

- 6.1 The consultation responses have directed and facilitated the changes to the development and applicable conditions have been added to secure policy compliant development:

#### *Internal*

#### SUDS Team (Sustainable urban drainage systems):

Comments offered – see SuDS section of the main report

#### Transport:

No objection, subject to conditions - see Traffic Generation, Access and Parking section of the main report

#### Environmental Health:

No objection, subject to conditions - see Impact on Residential Amenity section of the main report

#### *Public*

- 6.2 Consultation letters were sent to 235 neighbouring and nearby properties. In addition, a site notice was displayed from 16.03.2021 (expiring on 06.04.2021) and a press notice in the Enfield Independent was published on 17.03.2021 (expiring on 31.03.2021).
- 6.3 One letter of objection was received, and states as follows:

*'I object to this radical change in our purpose built Thomas Hardy House because it will take away access to historical documents and archives from the local community and it appears also takes away the Museum part of the building. This has been very interesting for my grandchildren. There are no clear proposals for providing a local history search room that is easily accessible for the community. This compares very badly to the London Borough of Haringey, a borough I have had past involvement with, and is a shame that Enfield's identity is being denied in this way'*

- 6.4 In assessment of the above objection, see Land Use section of the main report

## 7. Relevant Planning History

### 7.1 No.109-111 Cecil Road

- TP/03/2030/4 - Details of shopfront for Unit LSU4 submitted pursuant (in part) to Condition 04 of approval under Ref: TP/03/2030 and Condition 04 of approval under Ref:TP/00/0977/7 for development involving retail space, cultural facility and multi-storey car park in association with the Enfield Town Centre development. Approved 29 November 2007
- TP/03/2030/VAR1 - Variation of condition 21 of Ref:TP/00/0977, condition 10 of Ref:TP/00/0977/7 and condition 09 of Ref:TP/03/2030 to allow extension of delivery times to 0700 - 1900 hours Mondays to Saturdays and 0800 - 1800 hours on Sundays for Unit LSU3. Refused 11 Oct 2007. Appeal allowed 08 May 2008.

- TP/03/2030 - Redevelopment of site to provide retail floor space, cultural facility including library and multi-storey car park in association with the comprehensive redevelopment of land at Enfield Town Centre under planning permission Ref:TP/00/0977. Granted With Conditions 25 Aug 2004

## 7.2 Known as Enfield Town Centre:

- 20/03575/LBEPRE - Proposed change of use of part ground and first floor from community (Class F1) to office (Class E) use with associated external alterations. Date Issued 05 December 2020
- TP/00/0977/44 - Revised details of a scheme for external lighting (initially approved in 15 December 1004 under ref: TP/00/0977/27) submitted pursuant to condition 10 of approval under Ref: TP/00/0977/2 for Enfield Town Centre redevelopment (reserved matters application). 13 February 2007
- TP/00/0977/41 - Details of the treatment of the common boundary with Nos. 21-27 London Road, involving construction of an externally illuminated word-wall, submitted pursuant to condition 07 of approval under Ref:TP/00/0977 for Enfield Town Centre redevelopment. Approved 05 January 2007
- TP/00/0977/48 - Submission of details as follows in respect of redevelopment of the Town Centre: Planting / landscaping, cycle parking and street furniture pursuant to conditions 04, 13 & 25 of approval under Ref:TP/00/0977; Link bridge, fountain island, treatment of George Mews, landscaping within the retail development and landscaping/enclosure for the civic facility and multi-storey car park pursuant to conditions 02, 05, 08, 09 & 13 of approval under Ref:TP/00/0977/2; Link bridge and landscaping/enclosure for the civic facility and multi-storey car park pursuant to conditions 02 & 09 of approval under Ref:TP/00/0977/7; Link bridge and landscaping/enclosure for the civic facility and multi-storey car park pursuant to conditions 02 & 08 of approval under Ref:TP/03/2030. Approved 15 December 2006
- TP/00/0977/45 Revised details of external materials submitted pursuant to condition 01 of approval granted under ref: TP/00/0977/35 and conditions 1 and 3 of TP/00/0977/2, TP/00/0977/7 (reserved matters applications) and TP/03/2030 (full application) for Enfield Town Centre redevelopment (Cecil Road Block). Approved 18 December 2006
- TP/00/0977/35 - Revised details of external appearance (Cecil Road block only) pursuant to condition 3 of the outline planning permission granted under Ref: TP/00/0977 for the redevelopment of the site for retail, leisure, library and cultural facility, multi-storey car park and associated road works. Granted With Conditions 16 December 2005.
- TP/00/0977/11 - Approval of proposed shopfronts and facility for security grills integral to the design (Unit LSU2 only), pursuant to condition 4 of Planning Approval Ref TP/00/0977/2 dated 11/12/01 for the related Approval of Details submission regarding the details of siting, design, external appearance, materials of construction, and servicing arrangements pursuant to conditions 1, 2 (part only), 3, 24 of the outline planning permission granted under Ref: TP/00/0977 for the redevelopment of the site for retail, leisure, library and cultural facility, multi-storey car park and associated road works. Approved 19 August 2003
- TP/00/0977 - Demolition and part demolition of buildings and structures together with comprehensive redevelopment for retail (Class A1/A2/A3), leisure (Class D2), and cultural facility including library (Class D1) together with car parking and servicing, alterations to

existing highway including permanent stopping up of Sydney Road (between Cecil Road and Church Street) and extension to Genotin Road to link London Road, landscaping and other ancillary works. Granted With Conditions 03 May 2001

### 7.3 Redwood House (33 London Road)

- 20/01920/FUL - Construction of a part 4th,5th and 6th floor rooftop extension with terraces to provide 7 self contained units. Decision pending

## 8. Relevant Planning Policies

### 8.1 National and Regional Policies

National Planning Policy Framework (NPPF) 2019  
National Planning Practice Guidance (NPPG)

### 8.2 London Plan (2021)

GG1 Building strong and inclusive communities  
GG2 Making the best use of land  
GG3 Creating a healthy city  
GG5 Growing a good economy  
GG6 Increasing efficiency and resilience  
Policy SD6 Town centres and high streets  
Policy D1 London's form, character and capacity for growth  
Policy D2 Infrastructure requirements for sustainable densities  
Policy D3 Optimising site capacity through the design-led approach  
Policy D4 Delivering good design  
Policy D5 Inclusive design  
Policy D14 Noise  
Policy S1 Developing London's social infrastructure  
Policy E1 Offices  
Policy HC1 Heritage conservation and growth  
Policy HC3 Strategic and Local Views  
Policy SI 1 Improving air quality  
Policy SI 2 Minimising greenhouse gas emissions  
Policy SI 13 Sustainable drainage  
Policy T2 Healthy Streets  
Policy T3 Transport capacity, connectivity and safeguarding  
Policy T4 Assessing and mitigating transport impacts  
Policy T5 Cycling  
Policy T6 Car parking  
Policy T6.2 Office Parking  
Policy T6.3 Retail parking  
Policy T6.4 Hotel and leisure uses parking  
Policy T6.5 Non-residential disabled persons parking  
Policy T7 Deliveries, servicing and construction

### 8.3 Core Strategy (2010)

CP9 Supporting community cohesion  
CP11 Recreation, Leisure, Culture and Arts  
CP13 Promoting economic prosperity  
CP17 Town Centres  
CP19 Offices  
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  
CP26 Public transport  
CP28 Managing flood risk through development  
CP30 Maintaining and improving the quality of the built and open environment  
CP31 Built And Landscape Heritage  
CP32 Pollution

#### 8.4 DMD

DMD17 Protection of Community Facilities  
DMD25 Locations for New Retail, Leisure and Office Development  
DMD37 Achieving High Quality Design-Led Development  
DMD42 Design of Civic/Public Buildings and Institutions  
DMD44 Conserving and Enhancing Heritage Assets  
DMD45 Parking standards and layout (parking, design, car free aspects, car club, traffic flow)  
DMD47 Access, new roads, and servicing (pedestrians, cyclists, vehicular access, refuse, operations for nurseries)  
DMD48 Transport assessments, travel plans, servicing & delivery plans  
DMD49 Sustainable Design and Construction Statements  
DMD50 Environmental Assessment Methods  
DMD51 Energy Efficiency Standards  
DMD53 Low and Zero Carbon Technology  
DMD60 Assessing Flood Risk  
DMD61 Managing Surface Water  
DMD64 Pollution Control and Assessment  
DMD65 Air Quality  
DMD68 Noise  
DMD79 Ecological Enhancements  
DMD81 Landscaping  
DMD 84 Areas of Special Character

#### Enfield Draft New Local Plan

- 8.5 Work on a New Enfield Local Plan has commenced so the Council can proactively plan for appropriate sustainable growth, in line with the Mayor of London's "good growth" agenda, up to 2041. The Enfield New Local Plan will establish the planning framework that can take the Council beyond projected levels of growth alongside key infrastructure investment.
- 8.6 The Council consulted on Enfield Towards a New Local Plan 2036 "Issues and Options" (Regulation 18) (December 2018) in 2018/19. This document represented a direction of travel and the draft policies within it will be shaped through feedback from key stakeholders. Nevertheless, it is worth noting the growth strategy identifies New Southgate and Upper Lea Valley Opportunity Area as a potential option for a key location for growth. The draft Local Plan states that the Council will work with the Mayor to bring forward the OAPF.
- 8.7 The Council is in the process of preparing a draft Local Plan (Regulation 18) for consultation in summer 2021. This has now been approved for consultation.
- 8.8 As the emerging Local Plan progresses through the plan-making process the draft policies within it will gain increasing weight but at this stage it has relatively little weight in the decision-making process.

## Other relevant policy and guidance

- Enfield Climate Action Plan (2020)
- Enfield Decentralised Energy Network Technical Specification SPD (2015)
- TfL London Cycle Design Standards (2014)
- GLA: Shaping Neighbourhoods: Play and Informal Recreation SPG (2012)
- GLA: Shaping Neighbourhoods: Character and Context SPG (2014)
- GLA: London Sustainable Design and Construction SPG (2014)
- GLA: Accessible London: Achieving an Inclusive Environment SPG (2014)
- Healthy Streets for London (2017)
- Manual for Streets 1 & 2, Inclusive Mobility (2005)
- National Design Guide (2019)

## **9. Analysis**

### Land Use

#### *Community facilities*

- 9.1 London Plan policy S1 (“Developing London’s social infrastructure”) ensures the social infrastructure needs of London’s diverse communities are met, informed by a needs assessment of social infrastructure.
- 9.2 Enfield Core Strategy Policy CP11 (“Recreation, Leisure, Culture and Arts”) seeks to protect existing assets and provision, and promote and encourage the increased use of recreation, leisure, culture and arts facilities in the Borough while DMD17 (“Protection of Community Facilities”) seeks to protect existing community facilities. Proposals for the loss of existing facilities will only be permitted if either of the two criteria of the policy are met; a suitable replacement facility is provided that maintains the same levels of public provisions and accessibility, or, evidence to demonstrate that there is not demand for the existing use or any alternative.
- 9.3 Built in the early 2000s, as part of the ‘Enfield Town Centre Phase II Redevelopment’ (Ref: TP/00/0977), Thomas Hardy House was a major objective within the Council’s Leisure Strategy and an opportunity to provide a fully accessible community facility incorporating theatre, archive, local history museum and a new central library directly linked at first floor level, thus helping to meet lifelong learning and social inclusion objectives coupled with the art gallery and performance spaces at ground floor level. The provision at first floor level of a new central library was subsequently replaced at the development stage, with conference facilities provided instead, following the refurbishment of the nearby Enfield Town Library on Church Street.
- 9.4 Today, Thomas Hardy House and specifically the Dugdale Centre comprises a theatre, café and museum at ground floor level, the Enfield Local Studies Library and Archive and conference facilities at first floor level, and the offices of the Children and Family Services at second floor of the building.
- 9.5 The proposal, as stated by the Director of Property and Economy, would see the relocation of the Enfield Local Studies Library and Archive at first floor level, approximately 200sqm, to a newly formed space meeting the National Archive accreditation standards within the Civic Centre. Prior to its relocation within the Civic Centre however, this facility would be temporarily located at the Ridge Avenue Library (Winchmore Hill), approximately 290sqm.
- 9.6 The ground floor refurbishment of the Civic Centre would also see a newly formed meeting and training hub, capable of hosting public meetings, that would replace the conference facilities at first floor level within the Dugdale Centre.



9.7 At ground floor level, the Dugdale Centre would still retain the theatre, café and museum, with a greater capacity to host meetings, conferences and training events. The aim is to provide a more visible, accessible and welcoming museum space including permanent and temporary displays, improved gallery space, a flexible hireable area for smaller scale cultural and community events and a functional kitchen for food preparation.

9.8 A supporting statement provided by the Director of Property and Economy confirms the strategic goal of the proposal:

*‘The new Culture Strategy, “Culture Connects 2020 – 25”, adopted November 2020, provides the framework for the Dugdale’s redevelopment. Of its five focus areas, the redevelopment strongly addresses three: “On the Ground”, providing a focus on bringing culture into the centre of planning for high streets and town centres, “Celebration”, connecting the borough’s residents through shared heritage, and “Cultural Capacity”, supporting the development of our local creative sector. The Dugdale Centre will therefore refocus more clearly on its cultural mission – moving away from provision of community spaces – and step up in its roles as a cultural heritage centre with a central museum and related programming, as a key element in Enfield Town’s evening economy with an enhanced evening offer, and as the borough’s cultural and creative hub, showcasing local creative production. An enlarged café / restaurant will form part of this development, to ensure a broad-based offer for a wide range of visitors and provide essential revenue. A central, flexible museum area with spaces for participation will provide regular exhibitions, and be accessible to all centre visitors. The Dugdale will celebrate all that is ‘Made in Enfield’ from food to performance, stories to art. ‘*

9.9 With reference to Policy DMD17, it is considered the proposal would provide suitable replacement facilities within the Civic Centre that maintains the same level of public provisions and accessibility and also on a temporary basis at Ridge Avenue library.

#### *Office*

9.10 London Plan policy E1 (“Offices”) seeks improvements to the quality, flexibility and adaptability of office space.

9.11 Enfield Core Strategy Policy CP17 (“Town Centres”) and CP19 (“Offices”) identify offices as a town centre use and requires that all new major office development be focused within existing designated town centres. In addition, Development Management Document Policy DMD25 (“Locations for New Retail, Leisure and Office Development”) indicates new development will be permitted within Enfield Town, provided all of the following criteria are met:

- a. The proposed use supports town centre vitality and viability;
- b. The design and siting of the development promotes visual continuity with the surrounding built environment;
- c. The proposed use does not harm the character, appearance and amenity of the area;
- d. The residential amenities of local residents will not be harmed by way of noise, disturbance, loss of daylight or privacy;
- e. The proposal will not have an adverse impact on safety and traffic flows or unacceptably add to traffic and parking problems in the area;
- f. The scale of parking is proportionate to the size of the development; and
- g. An active frontage is achieved at the ground floor.

9.12 The proposal would see the enlargement of the existing offices at second floor level (1,190sqm), encapsulating the lower first floor (1,130sqm).

9.13 The second floor is currently occupied by the Children and Family Services, whereby the enlarged accommodation would enable Thomas Hardy House to form the centre for the delivery of the

Children and Family services, including looking after the vulnerable youngsters in Enfield's Care. The independent access and newly formed facilities would provide a secure family and children facing service to interview and advise the children and families in its care, as well as up to 290 workspaces to house upwards of 500 staff.

- 9.14 The modernised building would provide the occupier with sufficient flexibility to meet the needs of modern industry, particularly in an appropriately accessible Major Centre.
- 9.15 Accounting for Policy DMD25, the proposal would support the town centre vitality and viability, without adverse impact upon character, impact, amenity and transport.

### *Conclusion*

- 9.16 Having regard to the provisions of the NPPF, London Plan, Core Strategy and Development Management Document as outlined above, it is considered the proposal would provide suitable replacement facilities within the Civic Centre that maintains the same level of public provisions and accessibility, and the enlarged office accommodation would not cause harm to the vitality and viability of the town centres of the borough and is therefore acceptable.

### Design

#### *Policy review*

- 9.17 Chapter 12 ("Achieving well-designed places") of the NPPF outlines the importance of good design to the built environment. Paragraph 127 outlines a number of criteria that planning policies and decisions should aim to ensure of developments. Of most relevance in this case are those sections which relate to local distinctiveness, character and integration of development into the built environment in that the proposal should aim to be "sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)"
- 9.18 Paragraph 59 confirms that "permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area", whilst Paragraph 131 states that "great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings".
- 9.19 London Plan policy D3 ("Optimising site capacity through the design-led approach") advises that development proposals should respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character.
- 9.20 London Plan policy HC1 ("Heritage conservation and growth") advises that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.
- 9.21 Enfield Core Strategy Policy CP30 ("Maintaining and improving the quality of the built and open environment") seeks to ensure that new developments are high quality and design-led, having regard to their context while Policy CP31 ("Built and Landscape Heritage") of the of the Core Strategy sets out a requirement that development should conserve and enhance designated and non-designated heritage assets.

- 9.22 Policy DMD37 (“Achieving High Quality Design-Led Development”) states that development that is not suitable for its intended function that is inappropriate to its context, or which fails to have appropriate regard to its surroundings, will be refused. However, it also recognised there is a degree of subjectivity in this assessment of acceptable design.
- 9.23 Enfield Development Management Document Policy DMD42 (“Design of Civic/Public Buildings and Institutions”) states that Civic buildings, institutions and other buildings providing services to the public, must be designed to a high standard and have prominence within their community.
- 9.24 Policy DMD44 (“Conserving and Enhancing Heritage Assets”) states that development which fails to conserve and enhance the special interest, significance or setting of a heritage asset will be refused. The design, materials and detailing of development affecting heritage assets or their setting should conserve the asset in a manner appropriate to its significance.

#### *Site Review*

- 9.25 Thomas Hardy House is in a prominent location on the corner of London Road and Cecil Road. It has a strong presence in the local townscape, being visible in the approach from the east from Genotin Road and in views north and south along London Road.
- 9.26 In terms of surroundings, opposite, on the north side of Cecil Road is the wider part 2 storey Palace Exchange complex and four storey Redwood House (No.33 London Road) commercial and residential block. On the east side of London Road, is the part two - part three storey St Anne’s Catholic High School for Girls. To the south, beyond the service road, is part one – part four storey in height Our Lady of Mount Carmel and Saint George Roman Catholic Church, a locally listed building, in addition to the fourteen storey high-rise residential building (Tower Point) beyond.
- 9.27 Thomas Hardy House, at four storeys in height, containing 3 commercial floors and 6 levels of parking, represents a modern development in appearance, with curved elevations clad in glass and timber, but is designed to fit in with the existing buildings at the eastern end of the town centre through attention to scale and material, with plant visible from public vantage points at main roof level.

#### *Elevational alterations and Materials*

- 9.28 The existing revolving door entrance on London Road serving the Dugdale Centre, would be replaced with new automatic bi-parting doors of a similar material and appearance, to improve accessibility for all, particularly those requiring step free access and wheelchair users.
- 9.29 Further along London Road, the existing brick elevation would be partially replaced with a newly formed entrance, involving a recess with bi-folding doors and glazed walls to serve the Children and Family Services Hub (CFSH) at upper floor levels within Thomas Hardy House. The orientation of this entrance is oblique from that of the Dugdale, as is its material framing with new blue glazed bricks, to provide a clear and distinct departure from the Dugdale entrance.
- 9.30 At first floor level, the existing timber clad projection, currently windowless facing London Road, would see two newly formed openings matching the existing fenestration form, pattern and detailed design already exhibited at this level around the building. The increase in glazed openings at this level, whilst maintaining timber clad surrounds, would serve the proposed office space with greater levels of natural light and outlook.
- 9.31 At roof level, the proposal would see a new parapet metal fence added to the existing edge protection to take the overall height to 1.1m. This would rise above the existing decorative mesh at main roof level by approximately 20 -30cm, and would be of limited perceptibility from the street,

public vantage points or from immediately adjacent buildings.

- 9.32 The new secure gate and fence to the proposed bike enclosures would be 1.5m in height, however these are set no less than 4m from the elevation. The bike enclosures themselves would be 1.3m in height and set 2m from the elevation and in this instance would be of limited perceptibility from the street, public vantage points or from immediately adjacent buildings.
- 9.33 Whilst it is an objective to ensure building services such as plant are integrated within the building or development structure; In this instance, given the presence and visibility of existing roof level plant it is the intention of this application that the proposal be incorporated without adding massing or bulk, nor adding to the existing dominant plant feature at roof level.
- 9.34 This element of the proposal, the replacement and update of plant and servicing at main roof level, would be of no greater prominence from the street, public vantage points or from immediately adjacent buildings, including views into and from conservation areas, than the existing arrangement. In addition, the proposal would largely be concealed behind the existing mesh detailing and the raised parapet when viewed from the street, public vantage points or merge with the existing plant grouping in situ when viewed from public vantage points or from immediately adjacent buildings.
- 9.35 In this instance therefore, the proposal would be visible from upper floor levels within the taller adjacent residential buildings (those above 5 storeys), however the works would largely sit alongside the existing plant, thereby positioned to minimise its visual impact.
- 9.36 The proposal represents sufficient design quality which accounts for the scale and form of the host building and the important elements within its context

#### *Setting*

- 9.37 Whilst the application site itself does not fall within a relevant designation, opposite the site is the Enfield Town Conservation Area heritage asset, upon which the impact of the development should also be considered against.
- 9.38 What must therefore be determined is whether any of the elements proposed will harm the significance of the heritage asset, having regard to the statutory requirement to give special attention to preserving or enhancing the character or appearance of a conservation area (s.72).
- 9.39 The elevational and roof top alterations would be visible from public vantage points and the upper floor levels (those above 5 storeys) of immediately adjacent buildings within the adjacent conservation area. This however must be tempered with the understanding that the existing building already has a strong presence in the local townscape.
- 9.40 The proposed elevational alterations are considered an enhancement, whilst the roof top alterations would not exacerbate its massing, dominance and apparent nature, thereby no harm is considered to result to the setting of the adjacent conservation area.

#### *Conclusion*

- 9.41 Having regard to the statutory requirement to give special attention to the desirability of preserving or enhancing the character or appearance of a conservation area (s.72) the proposal has been assessed against the identified heritage asset as set out above.
- 9.42 It is considered that the development would not result in any harm to the Enfield Town Conservation Area, having regard to section 16 of the National Planning Policy Framework, Policy

HC1 of the London Plan, Core Policy 31 and Policy DMD44 of the Development Management Document.

### Impact on Residential Amenity

#### *Policy review*

- 9.43 London Plan policies D1 (“London’s form, character and capacity for growth”) and D3 (“Optimising site capacity through the design-led approach”) set out the importance of ensuring buildings are well designed to ensure against prejudicing neighbouring amenity.
- 9.44 Enfield Core Strategy Policy CP9 (“Supporting community cohesion”) promotes attractive, safe, accessible and inclusive neighbourhoods while Core Strategy Policy CP30 (“Maintaining and improving the quality of the built and open environment”) seeks to ensure that new developments are high quality and design-led, having regard to their context.
- 9.45 The surrounding area, a mix of commercial and residential, is arranged in relation to the application site as follows:

#### *North*

- 9.46 Set on the opposite side of the road, across the Cecil Road highway and at a distance of 23m (elevation to elevation), is the wider part 2 storey Palace Exchange commercial complex and the four storey Redwood House (No.33 London Road) block, with commercial at lower and residential at upper floor levels.

#### *East*

- 9.47 Set on the opposite side of the road, across the London Road highway and at a distance of 23m (elevation to elevation) is the part two - part three storey St Anne’s Catholic High School for Girls.

#### *South*

- 9.48 Set across the service road, and at a distance of 8.4m (elevation to elevation), is the part one – part four storey in height Our Lady of Mount Carmel and Saint George Roman Catholic Church, a locally listed building. In addition, the fourteen storey high-rise residential buildings (Tower Point) are located to the south of the Thomas Hardy building, however these are some distance (+20m) from the Dugdale Centre section of the building, but instead face the multi-storey car park section.

#### *West*

- 9.49 Set on the opposite side of the road, across the Sydney Road highway and at a distance of 20m (elevation to elevation) are semi-detached 2 storey residential buildings (Nos. 19-27 odds), however these are some distance (+90m) from the Dugdale Centre section of the building, but instead face the multi-storey car park section.
- 9.50 Having undertaken a desktop and site assessment, it is considered the nature and siting of works proposed would be of no greater detriment to the occupiers at Nos. 19-27 Sydney Road and at Tower Point in terms of daylight, sunlight, outlook and privacy than the existing site arrangement.
- 9.51 With regard to Redwood House (No.33 London Road), the provision of cycle parking, replacement plant and taller balustrading would result in enlarged elements and potentially greater footfall, however, the siting of the proposed works, their height in comparison to the existing envelope and roof level plant in situ and distance upwards of 23m beyond the public highway, would be of no greater detriment to the occupiers at the upper floor levels of this block in terms of daylight, sunlight, overshadowing, outlook and privacy than the existing site arrangement.



- 9.52 The addition of glazing within the first floor projection facing London Road, by virtue of its orientation and distance would not result in any detrimental amenity impacts in terms of privacy.

#### *Noise*

- 9.53 The enlarged office use within the Thomas Hardy building would not result in a significant increase in footfall activity in or around the site, particularly given that its location within a major shopping centre and on a heavily trafficked junction. The operating hours would likely be held between 8am – 6pm, which whilst different from those related to the previous use, would be akin to a typical office and therefore unlikely to be disruptive in terms of noise nuisance. Therefore, the amenity of the surrounding residents would not be harmed.
- 9.54 The applicant has submitted an acoustic report, including a background noise survey which includes calculations of the predicted noise levels to support compliance with the Council's standards. The Council's Environmental Health Officer has assessed the submitted acoustic report and is satisfied the Council's required standards are capable of being met, subject to conditions regulating noise and vibration levels.
- 9.55 It should be noted that aspects including ventilation, fire (including details of cladding materials) and emergency escape, access and facilities for people with disabilities is subject to control under Building Regulations and/or the London Buildings Acts.
- 9.56 Noise associated with demolition and construction works is subject to control under the Control of Pollution Act. This includes the carrying out of building works that can be heard at the boundary of the site only between 08.00 and 18.00 hours Monday to Friday and 08.00 to 13.00 on Saturday and not at all on Sundays and Public Holidays.
- 9.57 The supporting documents adequately indicate the impacts are policy compliant and in all other aspects would maintain existing or good amenity levels.

#### *Conclusion*

- 9.58 In consultation with the Council's environmental health team, the proposed development, by virtue of its size, siting and distance would not harm the amenity of occupying and neighbouring residents.

#### Traffic Generation, Access and Parking

##### *Policy review*

- 9.59 London Plan policies T5 ("Cycling"), T6 ("Car Parking"), T6.2 ("Office Parking") and T6.5 ("Non-residential disabled persons parking") set out the measures to create a healthy environment in which people choose to cycle, the maximum car parking standards to be applied to development proposals and parking standards set for office uses respectively. London Plan policies T7 ("Deliveries, servicing and construction") ensures proposals facilitate safe, clean, and efficient deliveries and servicing.
- 9.60 Core Strategy Policy CP24 ("The road network") seeks to deliver improvements to the road network to contribute to Enfield's economic regeneration and development, support businesses, improve safety and environmental quality, reduce congestion, and provide additional capacity where needed while Core Strategy Policy CP25 ("pedestrians and cyclists") will seek to provide safe, convenient, and accessible routes for pedestrians, cyclists and other non-motorised modes.
- 9.61 Policies DMD45 ("Parking Standards and Layout") and DMD47 ("Access, New Roads and

Servicing”) provides the criteria upon which developments will be assessed with regard to parking standards and ensures any new development is of the highest quality, is attractive to use and links in with the surrounding street network respectively.

#### *Site Review*

- 9.62 Thomas Hardy House is a building centrally located within Enfield Town, on the corner of London Road, which is a busy principal road. The site is located in close proximity to a London Overground Station (Enfield Town) and a number of bus stops, many of which are directly outside the site on Cecil Road. As a result, the public transport accessibility level (PTAL) of the site is 5 (Very Good).
- 9.63 The site is located within the Enfield Town Controlled Parking Zone (CPZ), however, Palace Exchange car park, which forms part of Thomas Hardy House, has more than 500 spaces (including 24 disabled parking bays) and is available 7 days a week between the hours of 6am - 10pm.

#### *Vehicle parking provision*

- 9.64 In support of the application, a Transport Assessment has been submitted and demonstrates the site has very good public transport accessibility and is therefore appropriate to be a car-free scheme, in line with the London Plan policy requirements. In this context, the provision of electric charging points shall be waived in this instance.
- 9.65 The provision of disabled parking, to ensure the site is accessible, will be accommodated by the existing provision within the adjacent Palace Exchange car park.

#### *Cycle Parking*

- 9.66 The supporting information indicates the policy compliant provision of 24 long stay cycle parking spaces would be provided at main roof level. Where alternative options at ground floor level and upper floor levels are limited due to site constraints, the roof level placement offers the optimum location in these circumstances. The cycle facilities, identified in the submission as ‘Bikehangar’—made by Cycleloop, would be secure to lock, accessible (via lifts) and fully enclosed (weatherproof).
- 9.67 The site currently provides 16 short stay cycle parking spaces directly outside the entrance to the Dugdale Centre which complies with the policy requirement (3) in this instance.

#### *Trip Generation / Servicing*

- 9.68 The supporting information indicates a limited increase in trip generation, however, given the highly accessible location of the site via public transport, the proposal would not result in a detrimental increase that would impact the surrounding highways and transport routes.
- 9.69 The site is currently serviced via the unnamed service road to the south of the site and would continue to be used by the proposed occupier for deliveries and refuse collection.
- 9.70 A draft construction management plan (CMP) and travel management plan (TMP) has been submitted indicating the likely impact of the proposal upon the locality. It should be noted that these are draft CMP and TMP proposals, therefore elements within may require further amendment in mind of the impact and process of the construction and shall therefore be secured by way of a condition.

## *Access*

- 9.71 The newly formed and altered entrance would provide step free access, neither of which encroach onto the public highway, thereby improving accessibility for all, particularly those requiring step free access and wheelchair users.

## *Conclusion*

- 9.72 In consultation with the Council's transport team, the proposal would not cause any unacceptable harm upon highway safety or the flow of traffic in the locality.

## Sustainable Design and Construction

### *Policy review*

- 9.73 London Plan policies SI 1 ("Improving air quality") and SI 2 ("Minimising greenhouse gas emissions") Identify and deliver further improvements to air quality and seek to reduce greenhouse gas emissions in operation and minimise both annual and peak energy demand respectively.
- 9.74 Enfield Core Strategy Policy CP20 ("Sustainable Energy Use and Energy Infrastructure") sets a strategic objective to achieve the highest standard of sustainable design and construction throughout the Borough.
- 9.75 Enfield Development Management Document Policies DMD49 ("Sustainable Design and Construction Statements"), DMD50 ("Environmental Assessment Methods") and DMD51 ("Energy Efficient Standards") provides the criteria upon which developments will be assessed with regard to achieving the highest sustainable design and construction standards, having regard to technical feasibility and economic viability and compliance with targets relating to the relevant adopted environmental assessment methods respectively.
- 9.76 In respect of DMD50, the development is required to achieve BREEAM Outstanding under BREEAM 2011 or an updated scheme. The applicant has provided a BREEAM Refurbishment and Fit Out Pre-assessment (produced by Pick Everard) to address this policy requirement and indicates the ability to achieve BREEAM Outstanding is significantly limited by the scope of works, effectively upgrading building services, inserting new fenestration in the main façade and other internal design improvements. Achieving BREEAM performance is either impaired or cannot be addressed as these elements are outside the scope of current works. It should be noted that less than 1% of UK new non-domestic buildings meet BREEAM Outstanding.
- 9.77 Given the limited scope of works proposed, the supporting documents indicates the proposal could achieve BREEAM Good.
- 9.78 In respect of DMD51, the development is required to achieve zero carbon from 2019, however more recent guidance is taken from the London Plan Policy SI 2, namely:
- a. Follow the 'be lean, be clean, be seen' energy hierarchy
  - b. Demonstrate how the zero-carbon target will be met within the framework of the energy hierarchy.
  - c. A minimum on-site reduction of at least 35 per cent beyond Building Regulations (Part L 2013). Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either through a payment in lieu contribution to the borough's carbon offset fund, or off-site, provided an alternative proposal is identified and delivery is certain.

9.79 The applicant has provided a Carbon Dioxide Emissions Reductions Feasibility Study (produced by Pick Everard) to address this policy requirement and indicates the following:

	<b>Tonnes of CO2 per annum</b>	<b>% reduction</b>
Savings from energy demand reduction	14.349	33
Savings from connection to district heating networks	0 (N/A)	0 (N/A)
Savings from P.V	0 (N/A)	0 (N/A)
<b>Total cumulative savings</b>	14.349	33
<b>Total target savings</b>	15.116	35
<b>Annual Carbon Shortfall</b>	767 kg / 0.767 t	
<b>Cumulative offset payment (tonnes/30 years)</b>	23.01 t	
<b>Cash In Lieu Contribution (£95/tonne/year)*</b>	£2185.95	

\*to achieve 35% reduction requirement

9.80 The supporting documents indicate a number of energy efficiency measures would see a 33% reduction over Part L 2013 Regulations.

9.81 In the event that it has been demonstrated that it is not technically feasible and economically viable to achieve no less than a 35% improvement in total CO2 emissions over Part L of Building Regulations 2013, a financial contribution shall be made to off-set the identified short fall in accordance with the formula set out in the S106 Supplementary Planning Document dated November 2016.

9.82 The applicant indicates an annual carbon shortfall of 0.767 tonnes CO2 per annum, a cumulative offset payment of tonnes for 30 years would be 23.01 tonnes CO2. The supporting documents indicate in a financial contribution in lieu of £2185.95 and would therefore meet criteria c. of London Plan Policy SI 2.

### *Conclusion*

9.83 The operation of the site would have appropriate regard to environmental sustainability issues including energy and water conservation, renewable energy generation, and efficient resource use.

### Sustainability and Sustainable Urban Drainage Systems (SuDS)

9.84 With regard to SuDS, the constraints of the site demonstrate it is unsuitable to introduce a blue roof, a rain garden or planters to a significant degree.

### Landscaping and Trees

9.85 With regard to Landscaping and Trees, the constraints of the site demonstrate it is unsuitable to introduce a green roof or additional soft landscaping to a significant degree.

### Biodiversity / Ecology

- 9.86 With regard to Biodiversity / Ecology, the constraints of the site demonstrate it is unsuitable to introduce onsite ecological enhancements to a significant degree.

### Community Infrastructure Levy (CIL)

#### *CIL*

- 9.87 As of the April 2010, legislation in the form of CIL Regulations 2010 (as amended) came into force which would allow 'charging authorities' in England and Wales to apportion a levy on net additional floorspace for certain types of qualifying development to enable the funding of a wide range of infrastructure that is needed as a result of development.

#### *Mayoral CIL*

- 9.88 The Mayor of London charges CIL in Enfield at the rate of £60 per sqm.
- 9.89 In this instance the non-residential office development is not CIL liable.

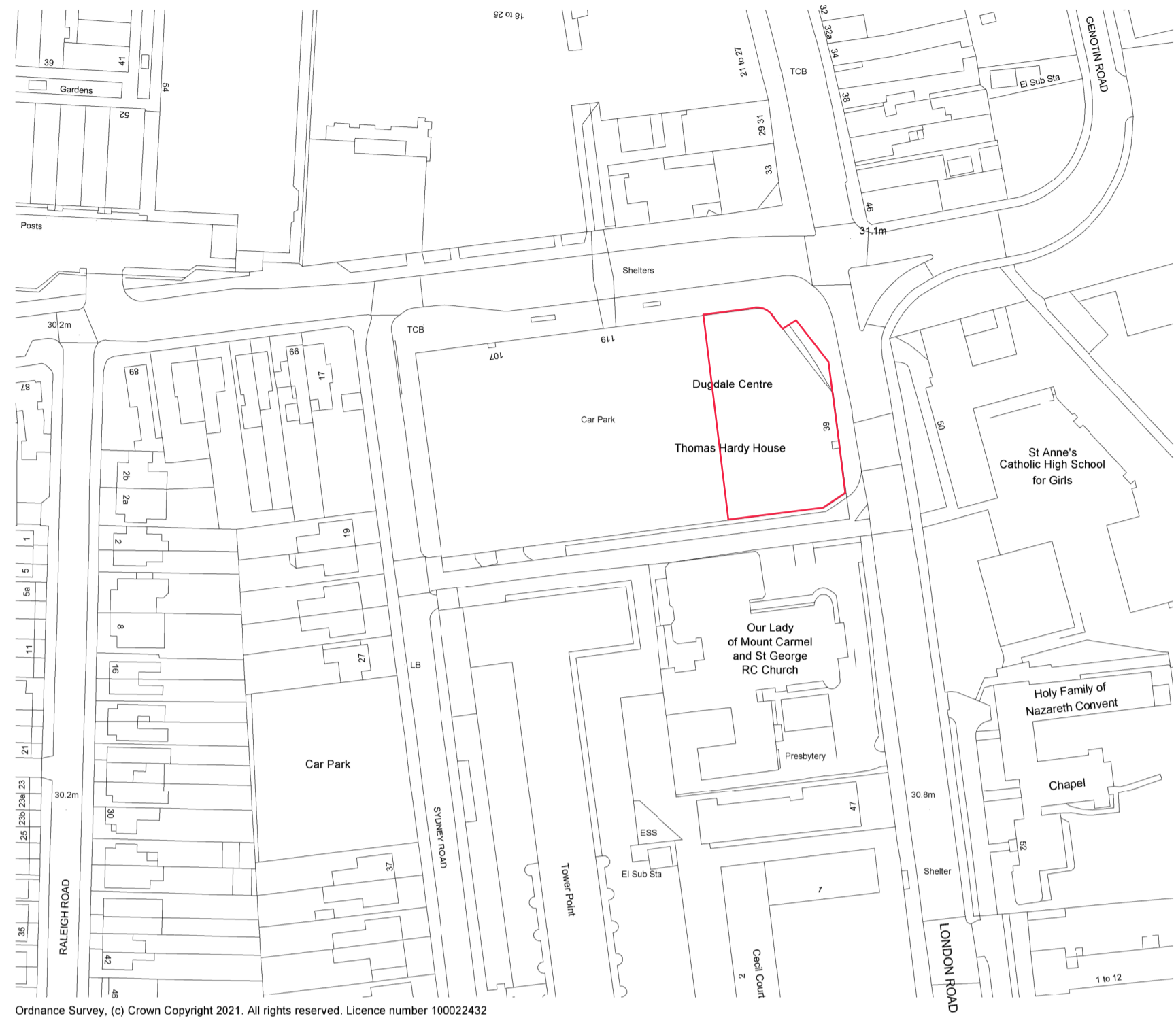
#### *Enfield CIL*

- 9.90 As of 1st April 2016 Enfield has been charging CIL at the rate of £120 per sqm (Higher Rate Zone).
- 9.91 In this instance the non-residential office development is not CIL liable.

## **10. Conclusion**

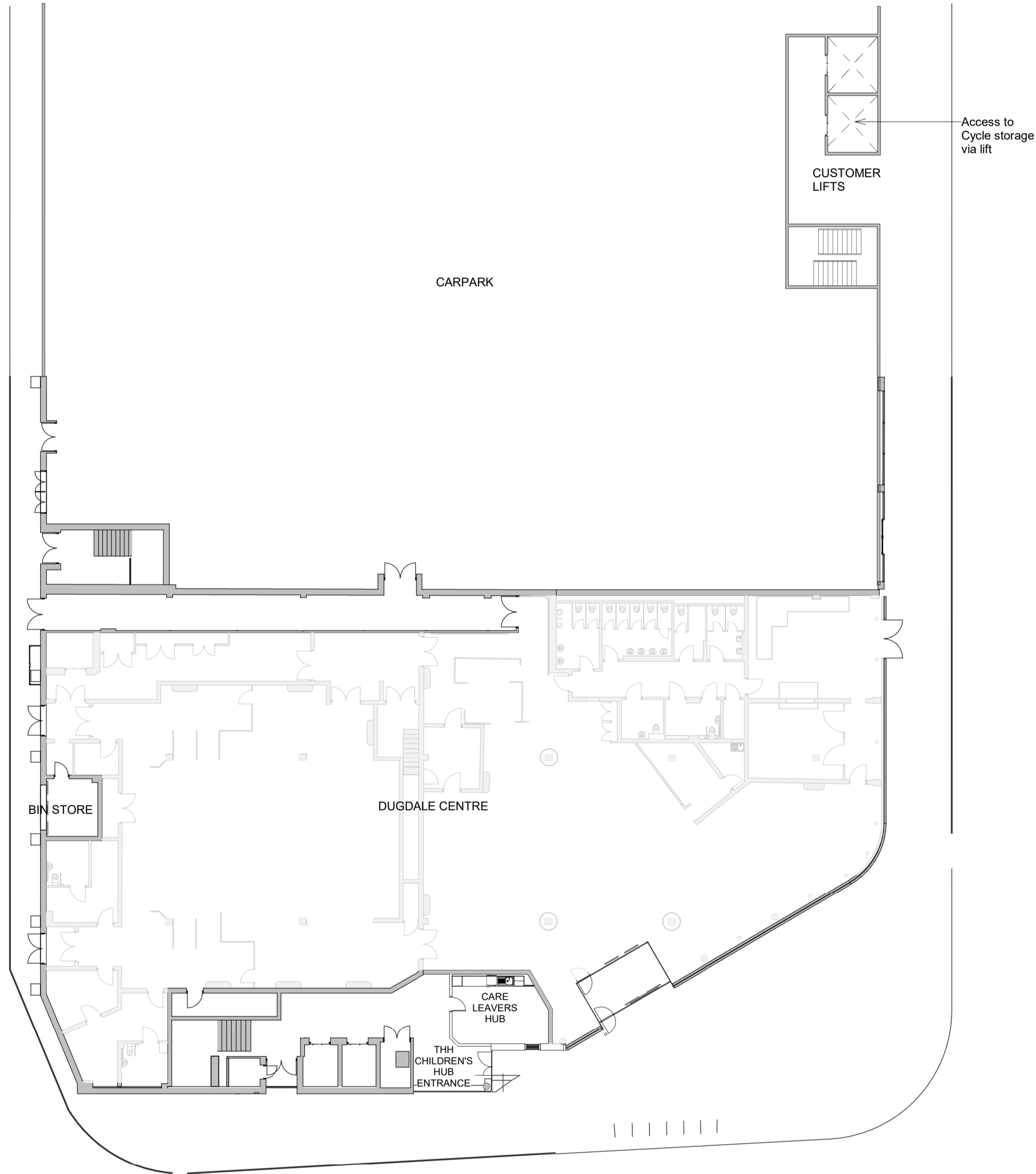
- 10.1 Having regard to the above assessment, it is considered the proposal is acceptable for the following reasons:
- i) it is considered the proposal would provide a suitable replacement community facility that maintains public provisions and accessibility;
  - ii) the proposal would not cause harm to the vitality and viability of the town centres of the borough;
  - iii) the proposed development, by virtue of its siting and scale, is considered appropriate and would not result in detrimental harm to the character and appearance of the wider area and the adjacent Enfield Town Conservation Area;
  - iv) the proposed development, by virtue of its size, siting and proximity would not harm the amenity of occupying and neighbouring residents;
  - v) the proposal would not cause any unacceptable harm upon highway safety or the flow of traffic in the locality;
  - vi) the construction and operation of the site would have appropriate regard to environmental sustainability issues including energy and water conservation, renewable energy generation, and efficient resource use.
- 10.2 The development would be appropriate and in accordance with relevant National and Regional Policy, Core Strategy and Development policies and for the reasons noted above.
- 10.3 Having regard also to the mitigation secured by the recommended conditions, it is considered the proposed development is acceptable when assessed against the suite of relevant planning policies and that planning permission should be granted subject to conditions.





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1 D 0 001 Location Plan  
1:1250



2 D-0-100-Ground Floor Plan site plan  
1:200

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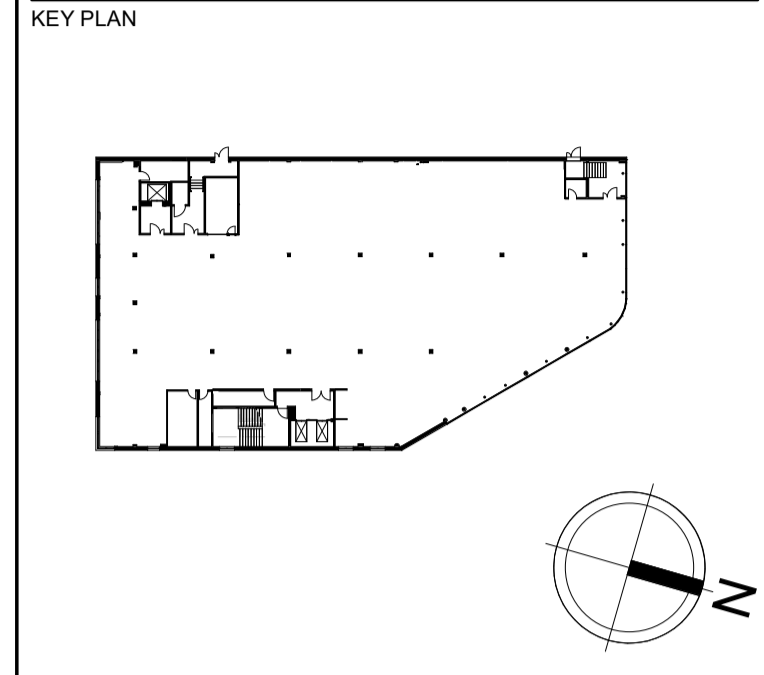
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No.	Date	Comments	Drawn	Checked

Issue Status

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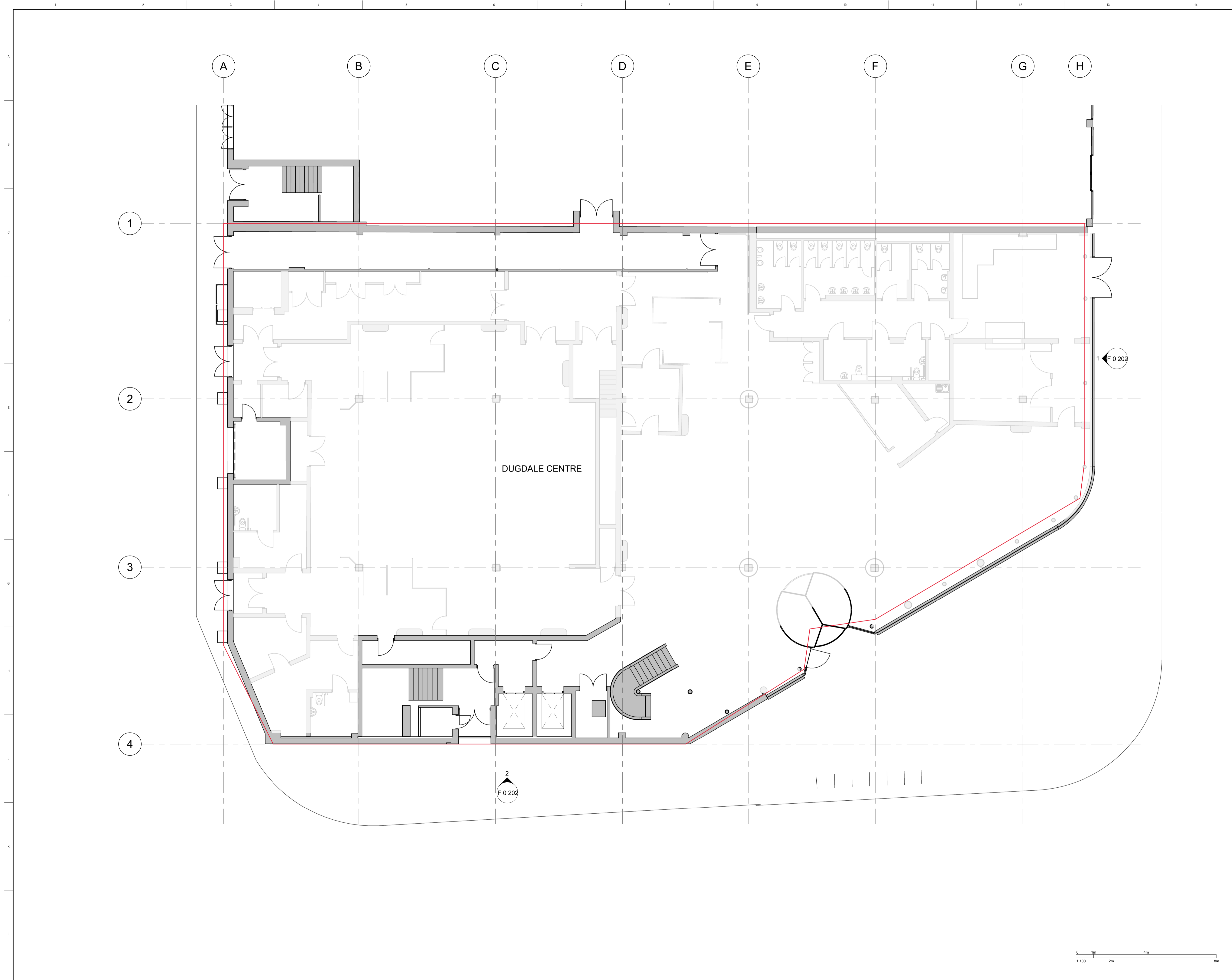
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Project  
**Thomas Hardy House**  
39 London Road  
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Drawing Title  
**Location Plan**

Drawn	Date	Scale @ A1	At Ref.
		As indicated	

tp benett Project No.	Series	Zone	Drawing Number	Rev.
A11914	D	0	001	P2



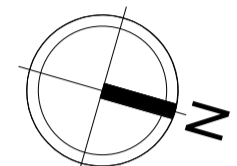
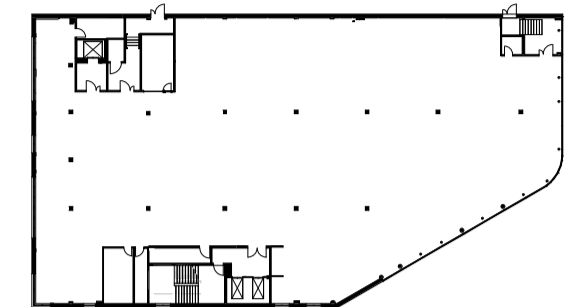
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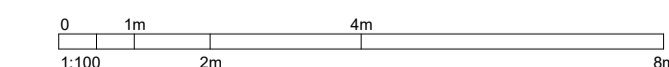
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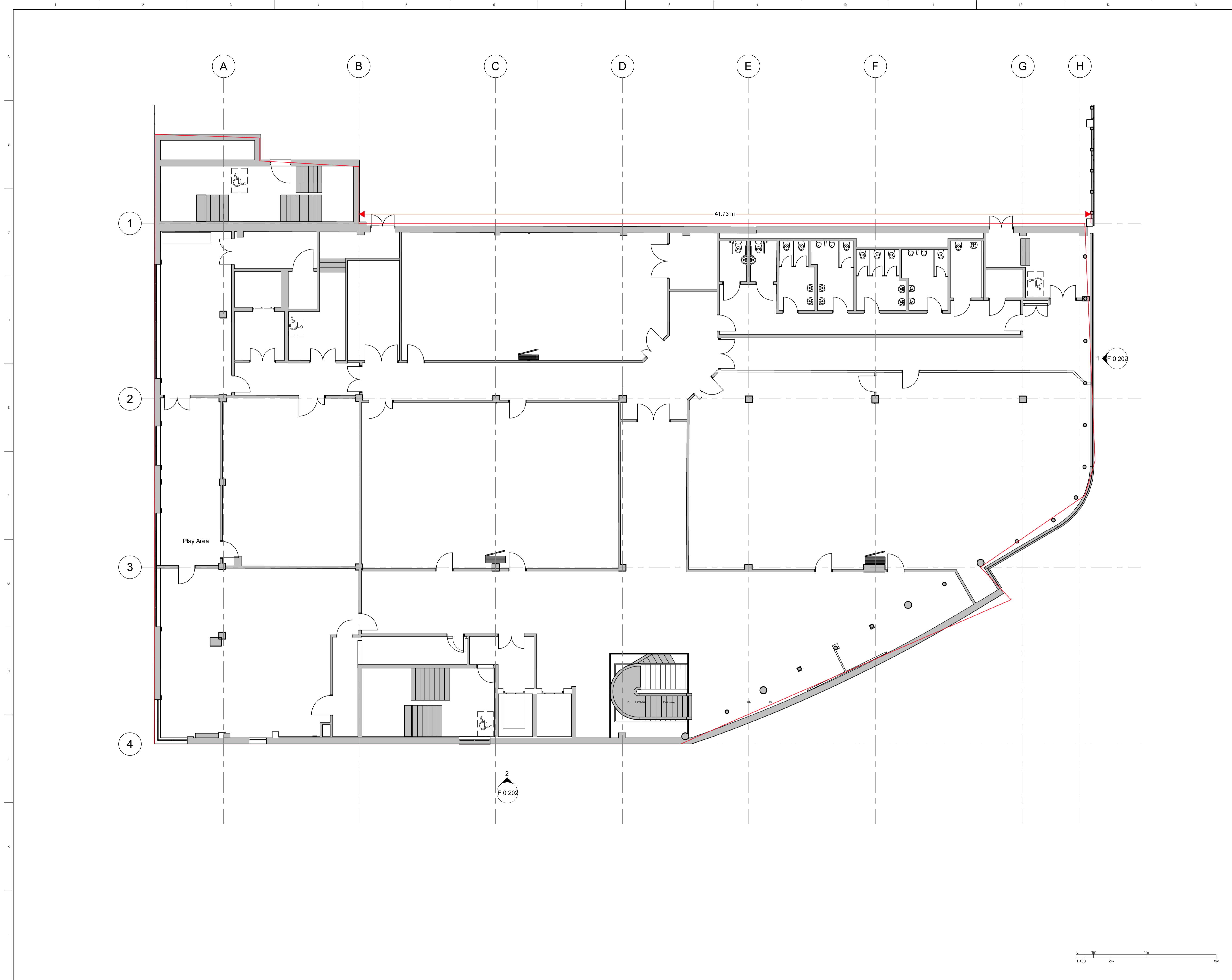
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Drawing Title  
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tp benett Project No.	Series	Zone	Drawing Number	Rev.
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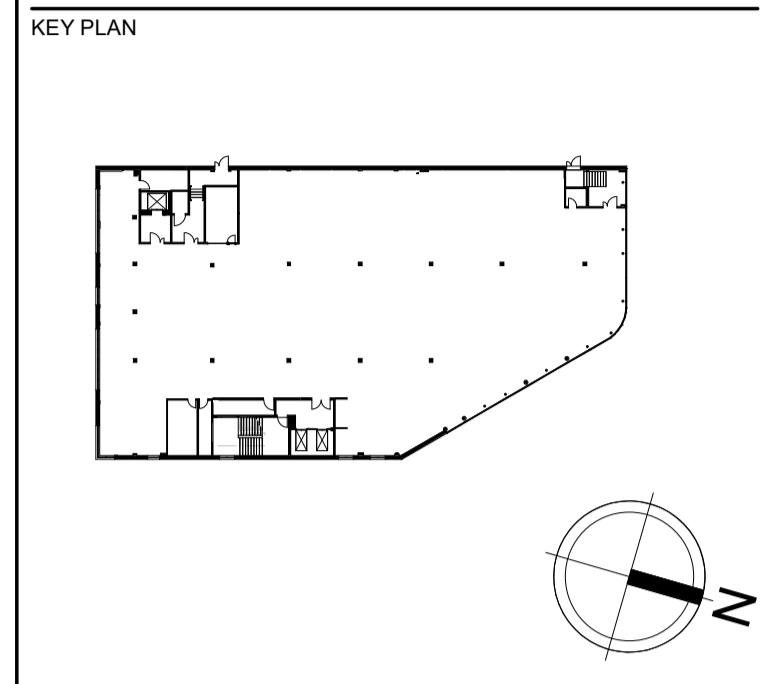


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Drawing Title  
**Existing First Floor Plan**

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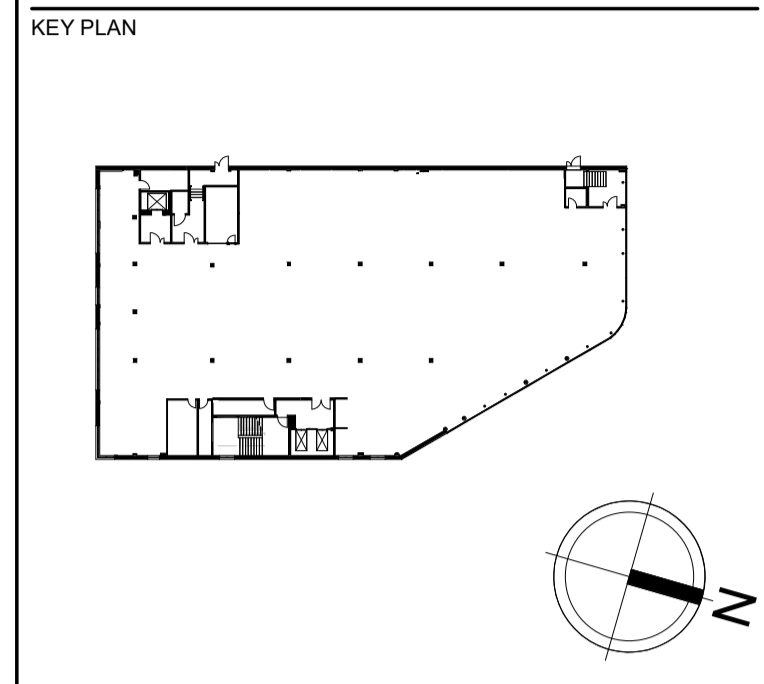


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Rev.	No.	Date	Comments	By	Check

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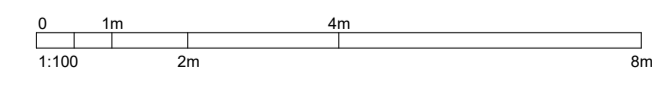
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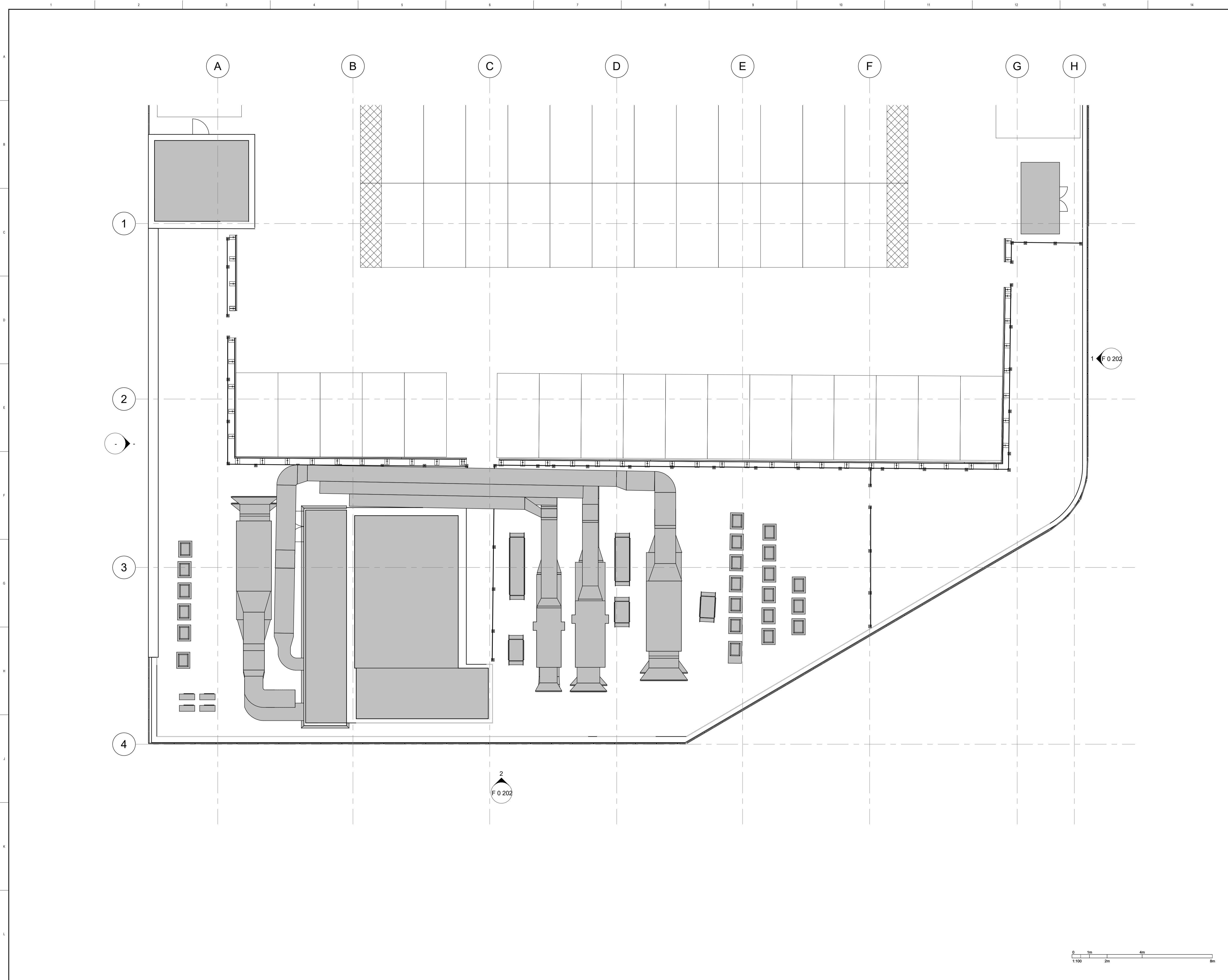
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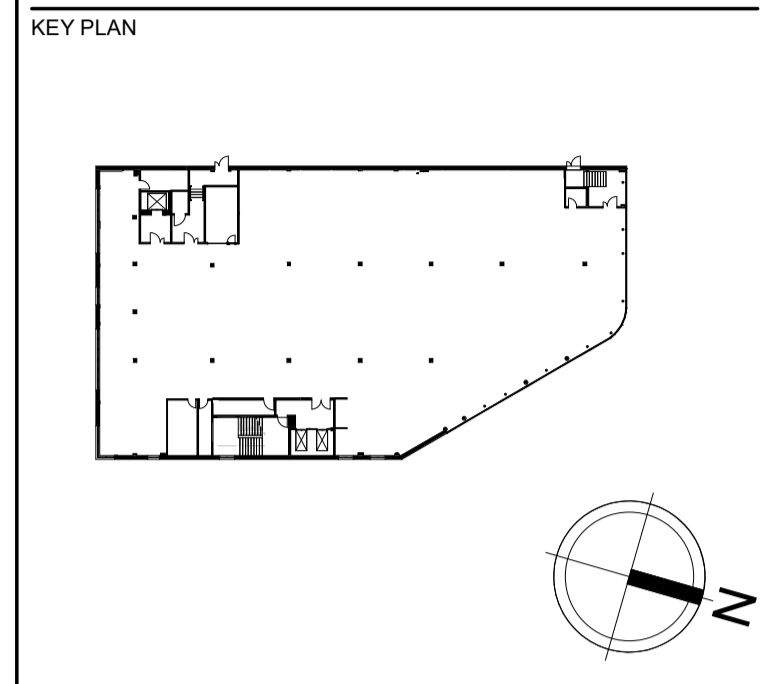


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No.	Date	Comments	Drawn	Checked
P2	07/06/2021	View rang changed to show plant	RB	AC
P1	26/02/2021	First issue	RB	AC

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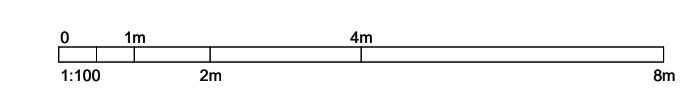
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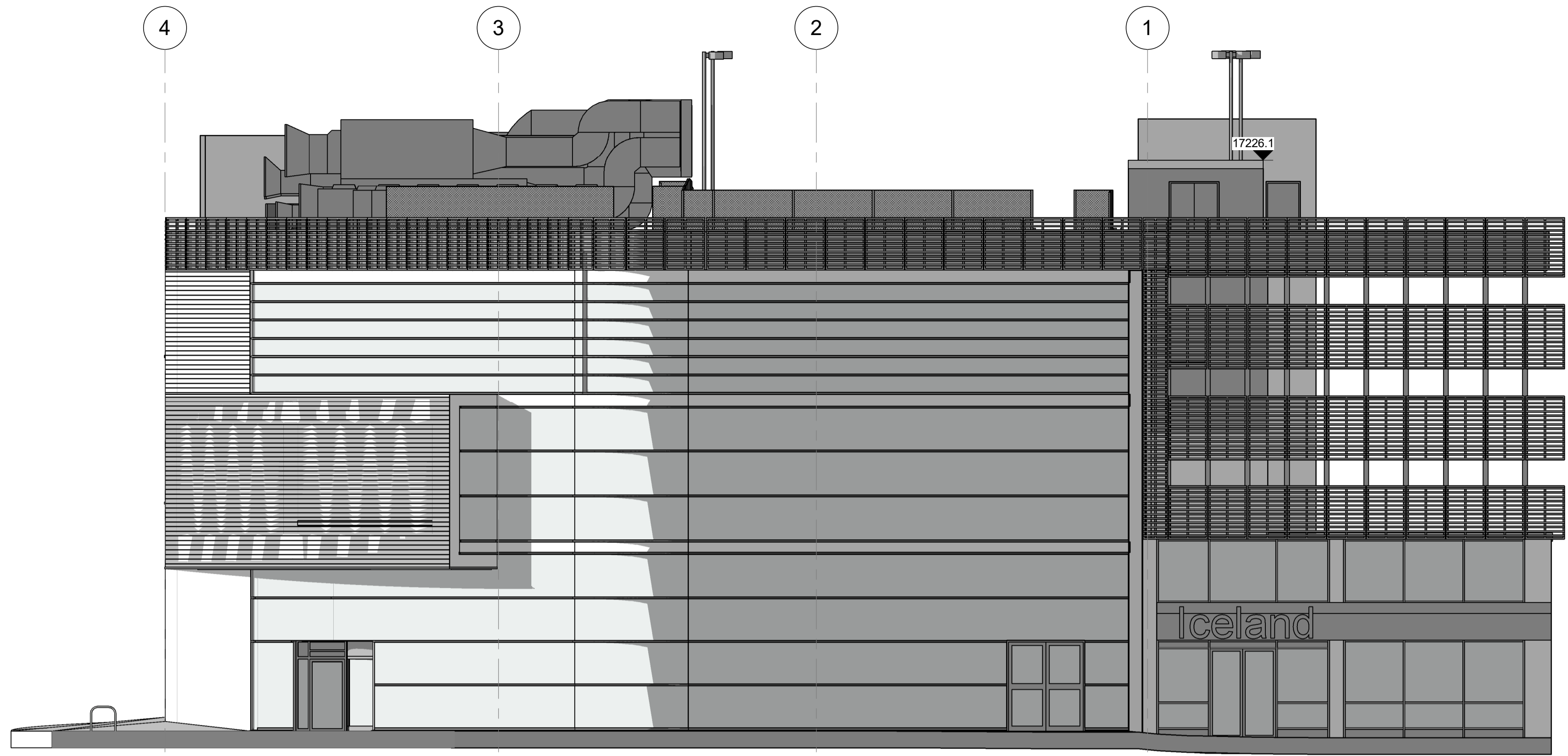
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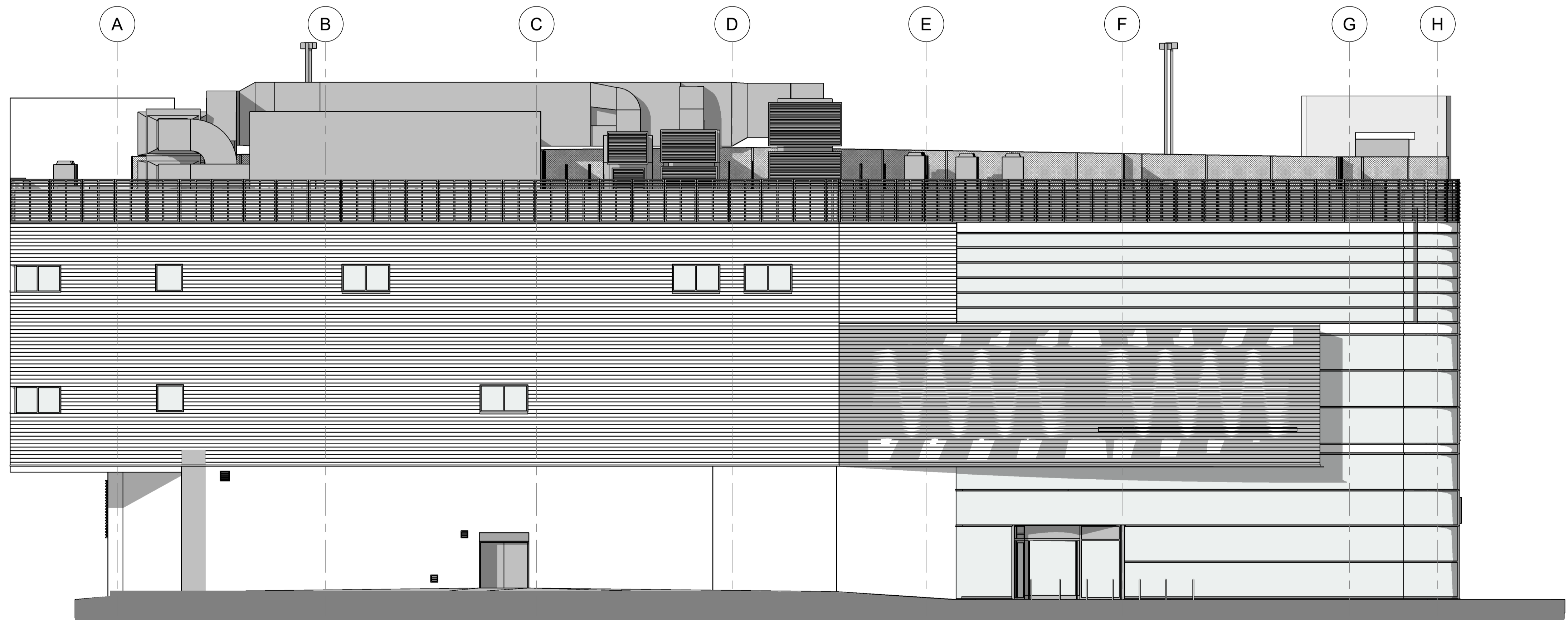
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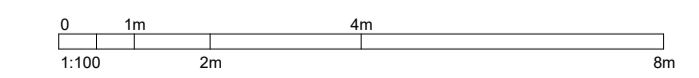




1 F-0-202-Existing North Elevation  
1:100



2 F-0-202-Existing East Elevation  
1:100

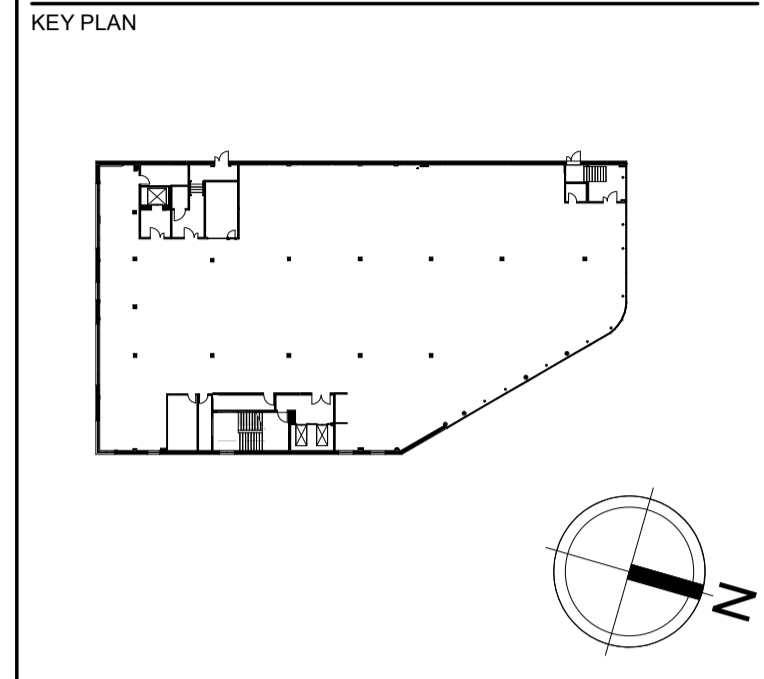


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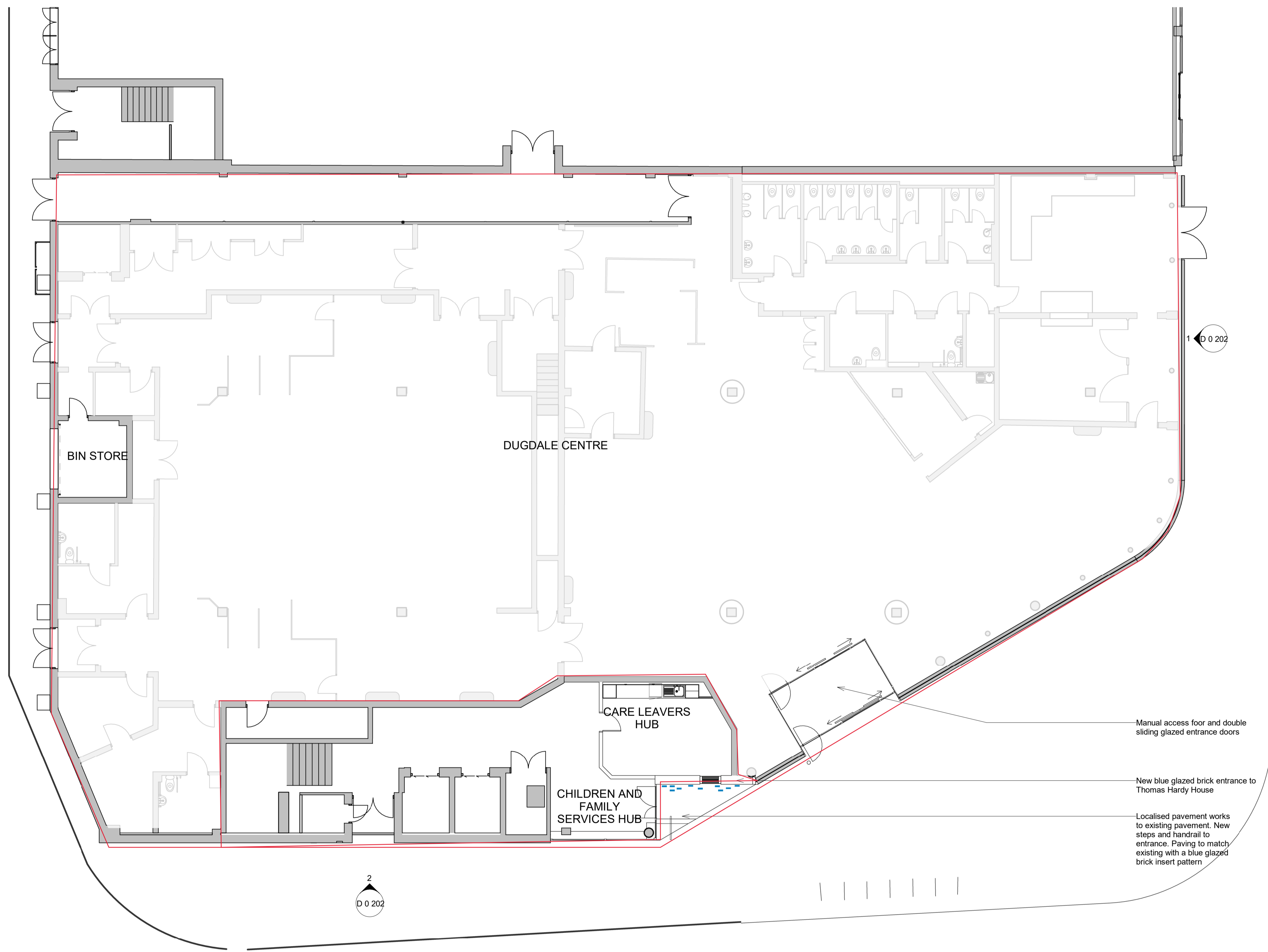
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Drawing Title

**Existing Elevations**

Drawn	Date	Scale @ A1	Alt. Ref.
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A11914	F	0	202	P3



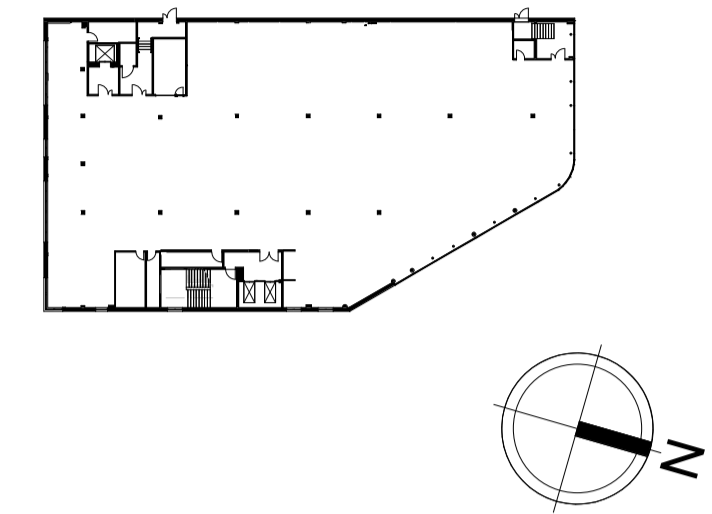
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□ Out of scope

No.	Date	Comments	Drawn	Checked
P4	02/02/2021	Updated Notes	RB	AC
P3	26/02/2021	Planning Issue	RB	AC
P2	24/02/2021	Client Approval	RB	AC
P1	23/02/2021	Plan Issue	RB	AC

Issue Status  
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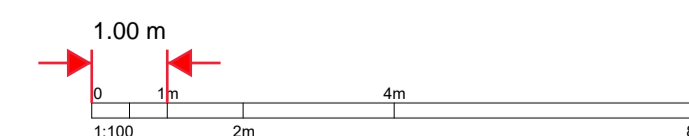
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Project  
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Drawing Title  
**Proposed Ground Floor Plan**

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A11914	D	0	100	P4



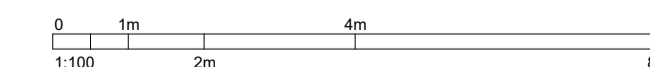




1 D 0 202

New curved curtain wall glazing in existing timber facade.

2 D 0 202



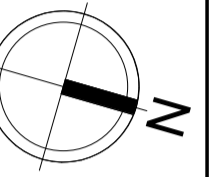
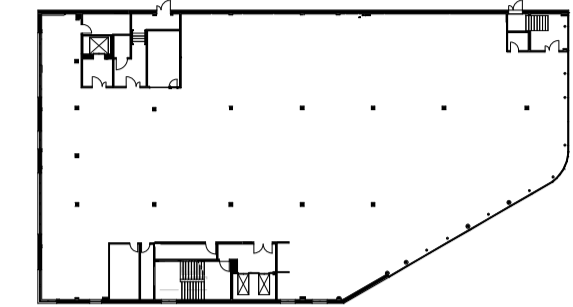
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Structural Engineer Name

SERVICES ENGINEER  
Service Engineer Name

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KEY PLAN



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No.	Date	Comments	Drawn	Checked

Issue Status

**Planning**

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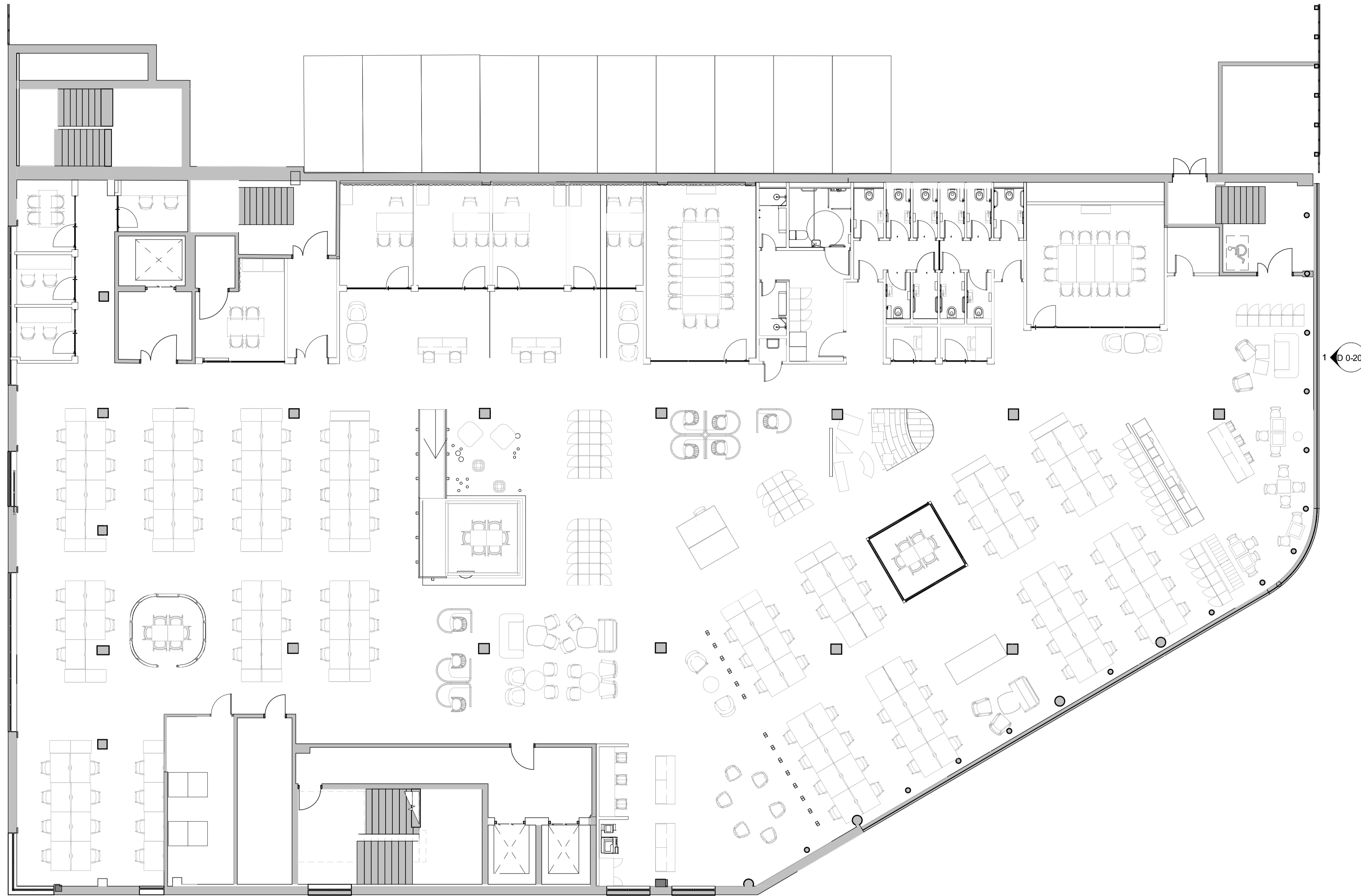
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Drawing Title  
**Proposed First Floor Plan**

Drawn	Date	Scale @ A1	At Ref.
		1:100	

tp benett Project No.	Series	Zone	Drawing Number	Rev.
A11914	D	0	101	P2



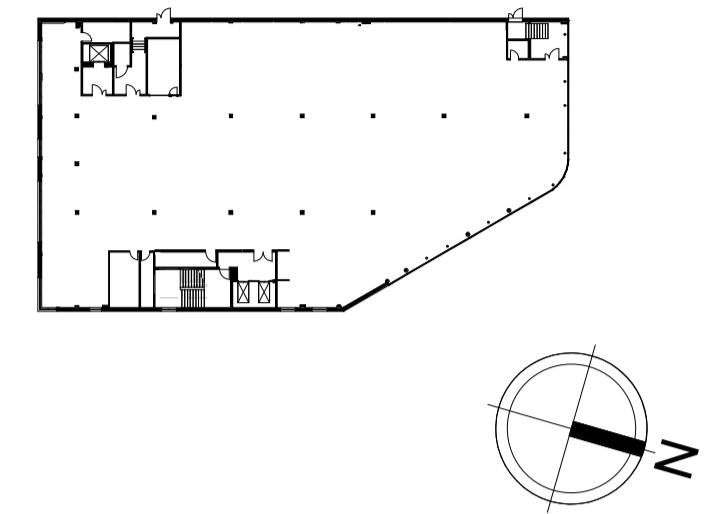
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No.	Date	Comments	Drawn	Checked
P3	08/06/2021	Alternative bike shelter removed	RB	AC
P2	26/02/2021	Planning Issue	RB	AC
P1	23/02/2021	First Issue	RB	AC

Revisions

Issue Status  
**Preliminary**

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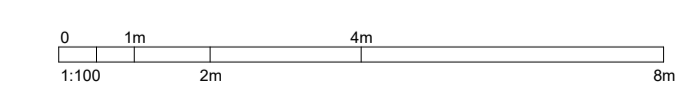
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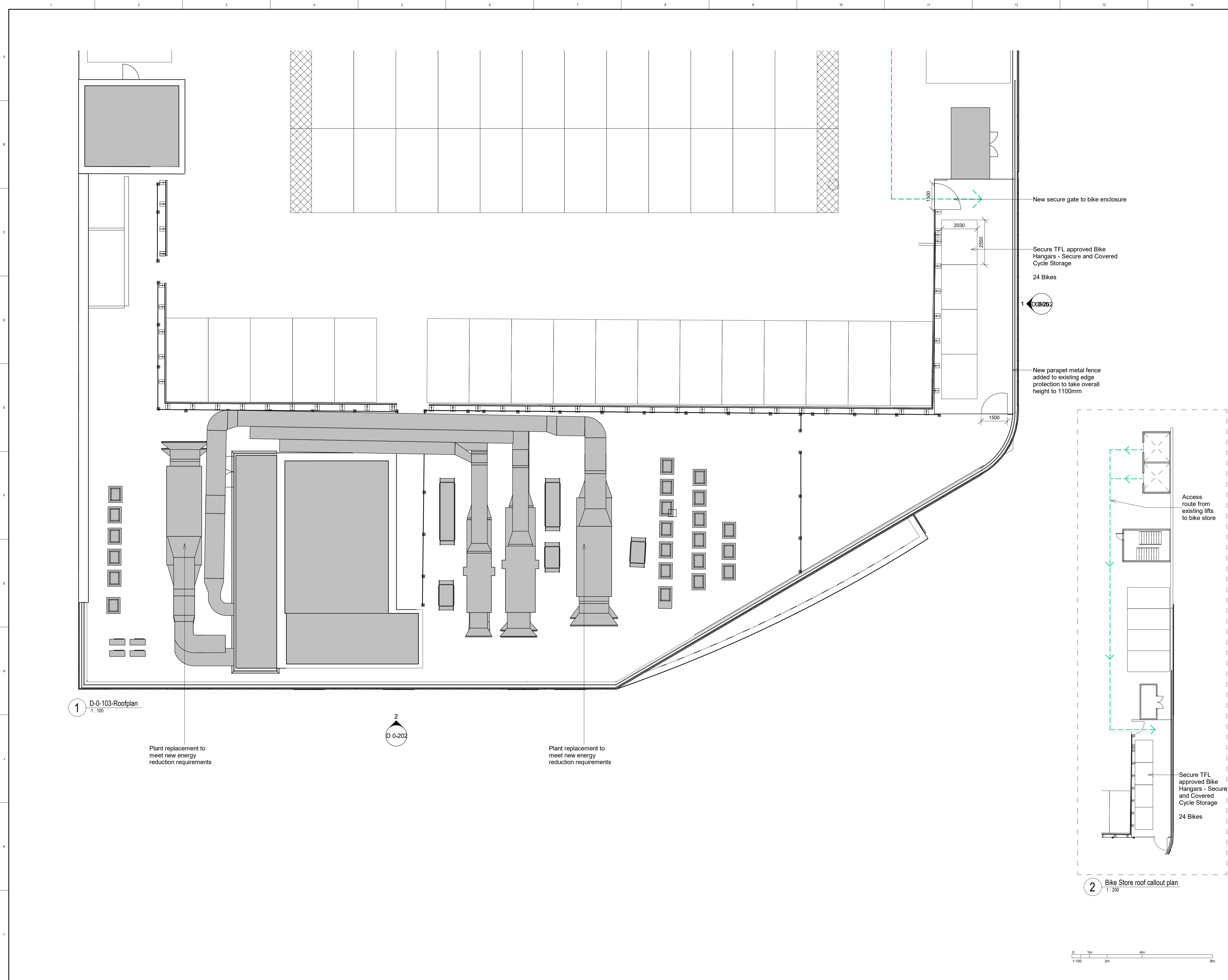
Drawing Title  
**Proposed Second Floor Plan**

Drawn Date Scale @ A1 At Ref.  
Author 1:100

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**A11914 D 0 102 P3**







1 D-0-103-Roofplan  
1:100

2 D 0-202

2 Bike Store roof callout plan  
1:200

Plant replacement to meet new energy reduction requirements

Plant replacement to meet new energy reduction requirements

New secure gate to bike enclosure

Secure TFL approved Bike Hangars - Secure and Covered Cycle Storage  
24 Bikes

New parapet metal fence added to existing edge protection to take overall height to 1100mm

Access route from existing lifts to bike store

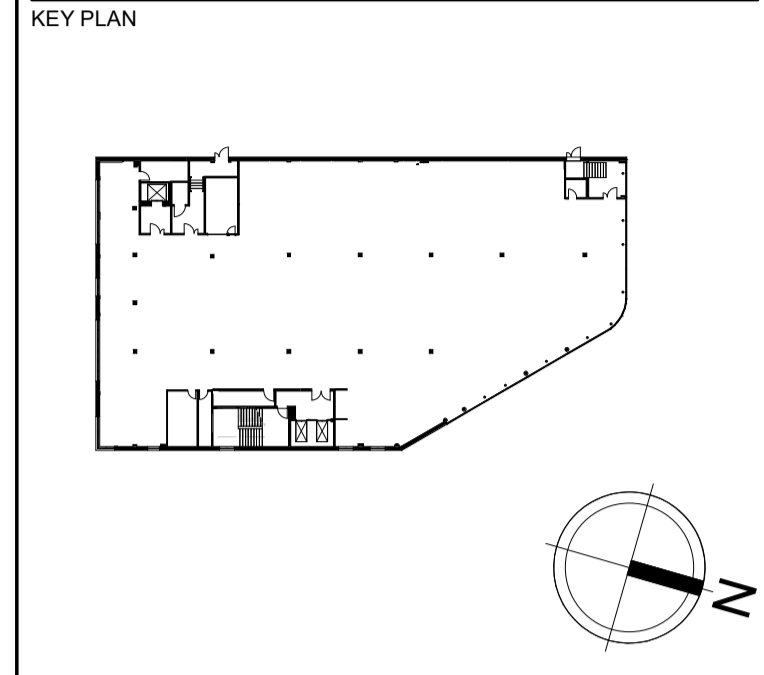
Secure TFL approved Bike Hangars - Secure and Covered Cycle Storage  
24 Bikes

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No.	Date	Comments	Drawn	Checked
P4	08/06/2021	Plant updated	RB	AC
P3	11/05/2021	Roof cycle shelter removed and replaced with bike storage.	RB	AC
P2	26/02/2021	Planning Issue	RB	AC
P1	23/02/2021	First Issue	RB	AC

Issue Status

**Preliminary**

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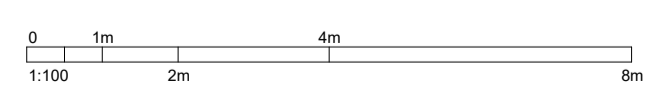
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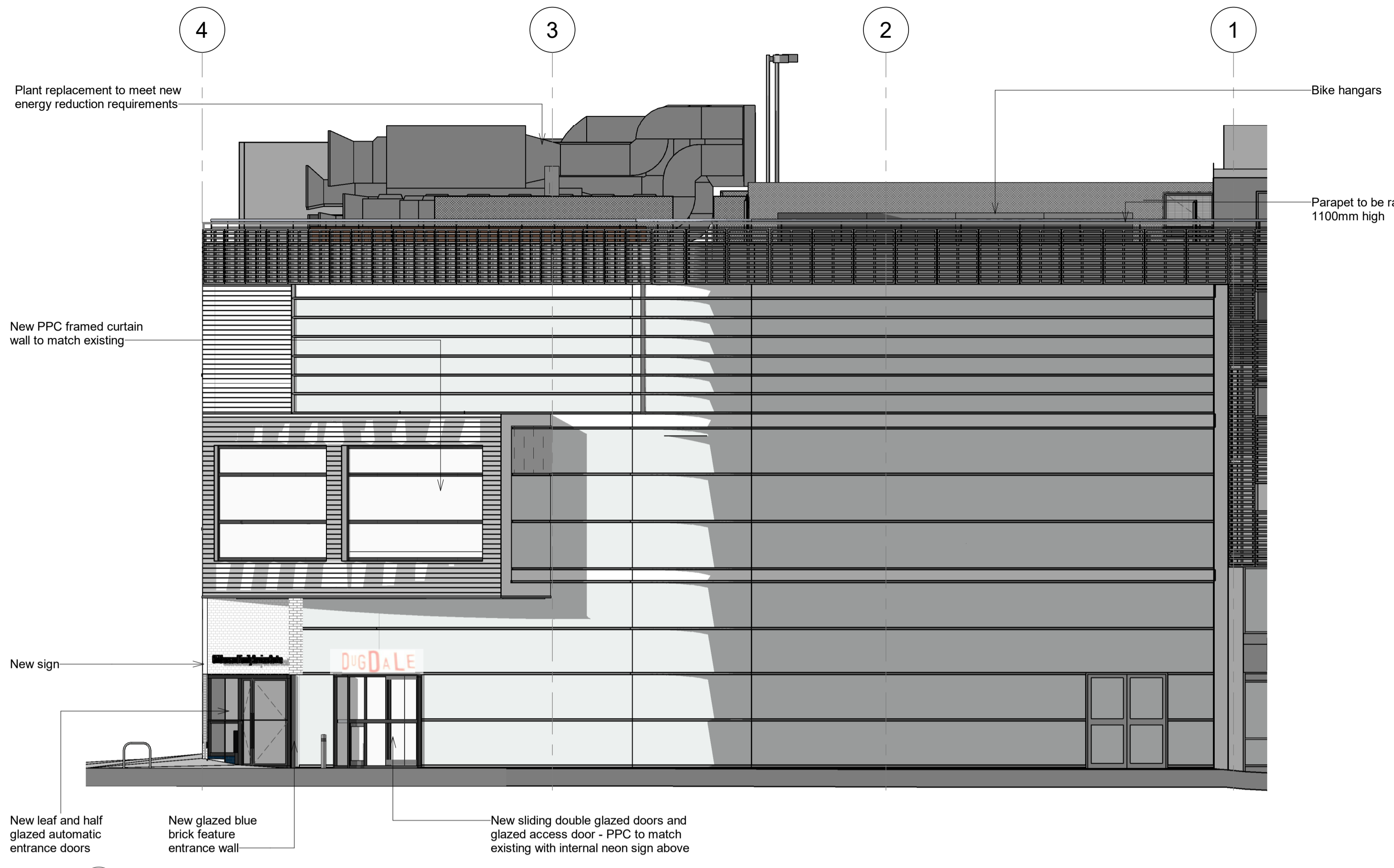
Drawing Title  
**Proposed Roof Plan**

Drawn	Date	Scale @ A1	At. Ref.
RB		As indicated	

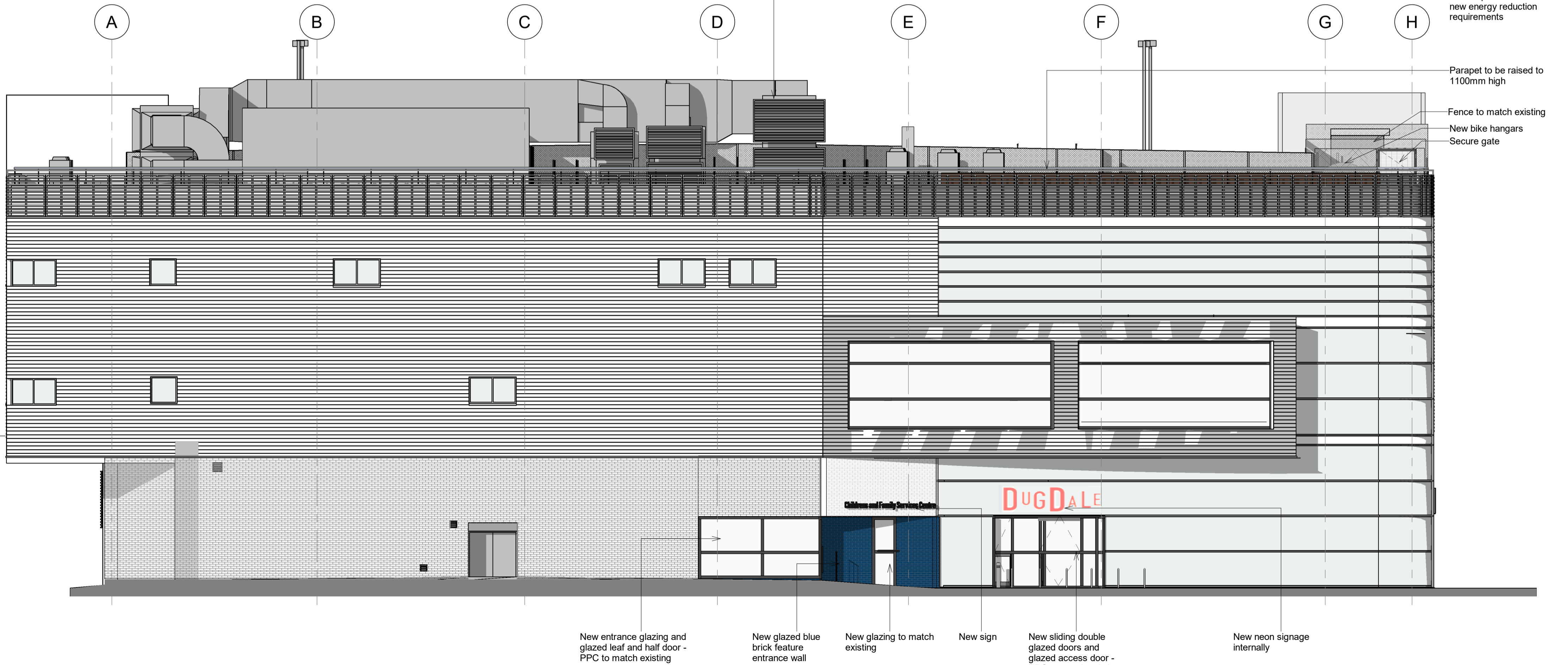
  

Issue Project No.	Series	Zone	Drawing Number	Rev.
A11914	D	0	105	P4

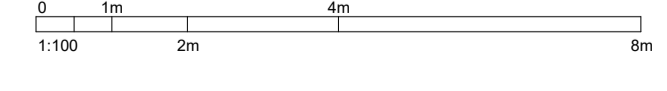




1 D 0 203 North Elevation  
1:100



2 Proposed East Elevation  
1:100

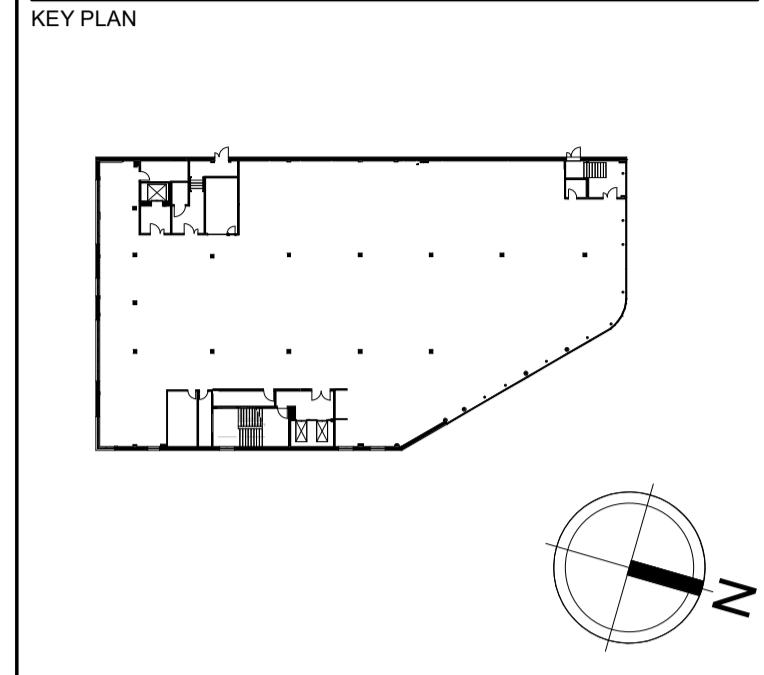


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No.	Date	Comments	Drawn	Checked
PS	01/09/2021	Issue Status		
PS	11/02/2021	Roof top steel replaced	MB	AC
PS	08/03/2021	Bike racks removed and replaced with bike storage	MB	AC
PS	08/03/2021	Revised Notes	MB	AC
PS	26/03/2021	Planning Issue	MB	AC
PS	26/03/2021	Final Issue	MB	AC

Issue Status

**Preliminary**

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Drawing Title  
**Proposed Elevations**

Drawn	Date	Scale @ A1	Alt. Ref.
		1:100	

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**A11914 D 0 202 P5**