

**LONDON BOROUGH OF ENFIELD**

**PLANNING COMMITTEE**

**Date:** 23 November 2021

**Report of:**

Head of Planning

**Contact Officer:**

Andrew Parker

Gideon Whittingham

Andy Higham

**Ward:**

Winchmore Hill

**Application Number:** 21/00124/FUL

**Category:** Dwellings

**LOCATION:** Land Adjacent 62 Carpenter Gardens, London, N21 3HG

**PROPOSAL:** Redevelopment of site to provide 9 x single family dwellings (3 x 2bed, 5 x 4bed and 1 x 5bed) with associated private gardens, landscaping, parking (Revised Description)

**Applicant Name & Address:**

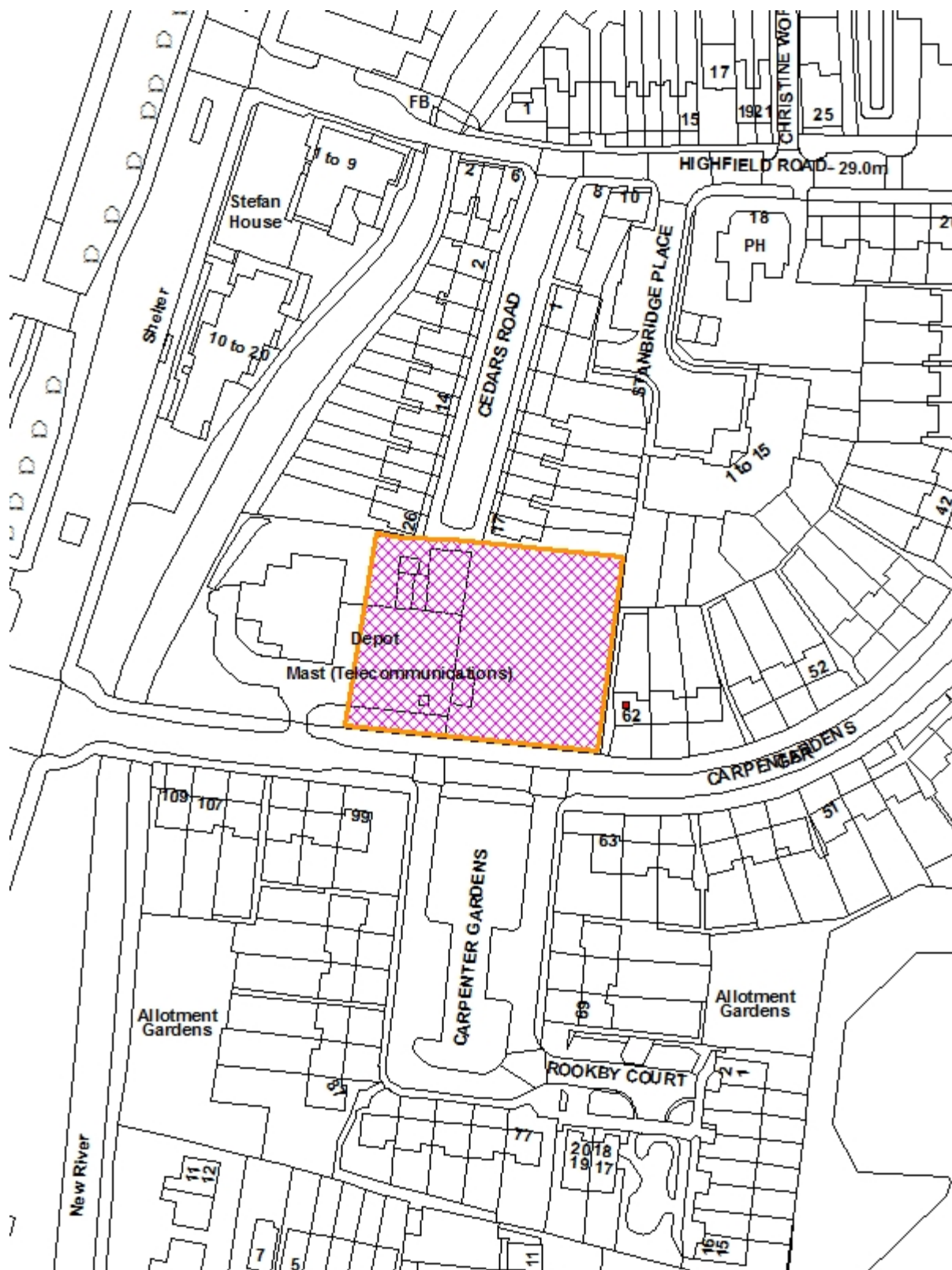
M Lennon  
M Lennon & Co Ltd  
Oakwood House  
Nobel Road  
N18 3BH

**Agent Name & Address:**

Alba Revert  
Kirby Cove Architects  
Studio 10 Dimsdale House  
Hertford  
SG14 1BY

**RECOMMENDATION:**

That the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.



**1. Note to Members:**

- 1.1 Although a planning application of this nature could be determined under delegated authority, the application is being reported to Planning Committee at the request of Councillor Barnes due to the level of local interest in the proposed development.

**2. Executive Summary**

- 2.1 At the request of Councillor Barnes, this application came before the Planning Committee on 03 August 2021 for determination.
- 2.2 At Planning Committee on 03 August 2021, Members raised concern in relation to parking in Carpenter Gardens/Cedars Road and potential safety/security issues as a result of the introduction of a footpath running through the development connecting Cedars Road to Carpenter Gardens.
- 2.3 Members resolved to defer the application to allow officers to address with the applicant the parking issues and the removal, or gating of the footpath through the development connecting Cedars Road to Carpenter Gardens, to prevent public access through the site for reasons of safety and security.
- 2.4 Following the Planning Committee on 03 August 2021, further discussions were held with Councillor Barnes and neighbour representatives, to seek to address the concerns of residents. Following these discussions, plans were submitted which indicate the following amendments:
- The replacement of an open entrance across the site from Cedars Road with a push-button sliding gate entrance.
  - The removal of a shared pedestrian cycle path which ran northwards from Carpenter Gardens through to Cedars Road and its replacement with a grassed area.
  - The removal of one visitor parking space and the relocation of one visitor space (in front of proposed dwelling unit No.7) within the area of hard surfacing accessed from Cedars Road to allow for a greater turning area for the manoeuvring of refuse vehicles. These alterations to the parking layout result in the overall number of parking spaces being reduced from 13no. to 12no. through the loss of one visitor space. A total of 9no. spaces would remain for residents parking.
  - The hard-surfaced area accessed from Cedars Road has marginally been increased in size to accommodate service vehicle movements.
- 2.5 In all other respects the proposed development will be the same as the scheme previously submitted and it is considered that those parts of the previous Committee Report which relate to the principle of development; the quality of accommodation; housing delivery; the unit mix; the design and appearance of the housing units; biodiversity, trees and landscaping; sustainable drainage

and design and accessibility and inclusion would not be affected by the revisions to the proposed development.

- 2.6 The main issues regarding this revised scheme are therefore whether the amendments listed above are sufficient to address Members concerns regarding parking and safety and security matters which may arise from the potential increase in vehicular and pedestrian traffic to and from the proposed development as a result from the opening up of the site.
- 2.7 Matters that relate to the proposed changes to visitor/residents parking provision within the development, servicing arrangements, loss of on street parking in Carpenter Gardens/Cedars Road and alterations to the overall appearance of the proposed development are also discussed in this addendum report.
- 2.8 The reasons for recommending approval are:
- i) The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
  - ii) The proposal is considered to be acceptable in design terms.
  - iii) The proposal offers a policy compliant standard of accommodation for future occupants.
  - iv) The development would not result in any harmful impacts upon neighbouring amenity.
  - v) The proposal would not give rise to any significantly harmful transportation impacts in the locality.

### **3. Recommendation**

- 3.1 That the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions:
- 1. Time Limited Permission
  - 2. Development to be carried out in accordance with approved plans and documents.
  - 3. Construction Management Plan
  - 4. Details of Materials
  - 5. Surfacing Materials
  - 6. SuDS Strategy
  - 7. Details of Enclosure
  - 8. Landscaping
  - 9. Ecological Enhancements
  - 10. Details of Waste and Recycling

11. Details of Cycle Parking
  12. No Additional Fenestration
  13. Removal of Permitted Development Rights
  14. Potable Water
  15. Details of Contamination Strategy
  16. Non - Road Mobile Machinery
  17. Secured by Design
  18. Electric vehicle charging (x2 active and x7 passive)
  19. Energy Statement
  20. Energy Performance Certificate
  21. 90% of Dwellings to be M4(2)
- 3.2 That the Head of Development Management/Planning Decisions Manager be granted delegated authority to agree the final wording of the conditions to cover the matters in the Recommendation section of this report.

#### **4. Site and Surroundings**

- 4.1 The site, measuring 0.22ha, comprises a vacant plot of land located on the corner of Carpenter Gardens, with Cedars Road to the rear. It was formerly a depot and pumping station, owned by Thames Water.
- 4.2 The street scene typically contains a number of two storey dwellings and the site is bound by residential properties to the north and east at Stanbridge Place, Cedars Road and Highfield Road. The New River lies to the west and is designated as a wildlife corridor and a Site of Metropolitan Importance for Nature Conservation (SINC).
- 4.3 The site is not listed, nor located within the boundaries of a Conservation area.

#### **5. Proposal**

- 5.1 The proposal is for the re-development of the application site to provide x9 residential dwellings on the site and involves a mix comprising - 3 x 2bed, 5 x 4bed and 1 x 5bed units, associated hard and soft landscaping, private gardens, the provision of x12 car park spaces, cycle parking and refuse and recycling facilities.

#### **6. Relevant Planning History**

- 6.1 19/02736/FUL - Redevelopment of site to provide 9 x single family dwellings (3 x 2-bed houses on Cedars Road, 5 x 4-bed houses and 1 x 5-bed house on Carpenter Gardens), with associated private gardens, landscaping, parking and pedestrian cycle path link – Refused for the reasons below and appeal dismissed.

1. *The proposed development represents an inefficient and sub-optimal use of the application site by reason its layout, number of dwellings and mix and would fail to make an efficient use of the land. The proposal fails to optimise the potential of the site, optimise housing delivery and contribute to the boroughs need for affordable housing and is therefore contrary to the NPPF, London plan policies 3.3, 3.4, Enfield Core Strategy policy CP2, CP3, CP5 and CP30, Enfield Development Management Document DMD1, DMD3, DMD6, DMD8 and DMD37 and the London Plan Housing SPG.*

2. *The proposed development, by reason of its design, siting, top heavy appearance, elevational treatment and inconsistent rhythm results in an awkward and incongruous form of development that would fail to integrate satisfactorily with the established character and appearance of the existing properties along Carpenter Gardens and Cedars Road. The proposal is therefore contrary to the NPPF, London plan policies 7.4, 7.5 and 7.6, Enfield Core Strategy policy CP30, Enfield Development Management Document policies DMD6, DMD8 and DMD37 and the London Plan Housing SPG.*

3. *The proposal has failed to demonstrate measures to promote and manage sustainable drainage across the site which inhibits the ability of the Local Planning Authority to fully assess whether the proposed development would result in an increase in flood risk on or off the site. The proposal is therefore contrary to the NPPF, London Plan policies 5.12 and 5.13, Enfield Core Strategy Policy CP21 and CP28 and Enfield Development Management Document Policies DMD59, DMD60 and DMD61.*

4. *A Section 106 legal agreement to secure the contributions towards improving the existing public realm has not been advanced and secured. This would be contrary to Policies DMD8, DMD37 and DMD46 of the Development Management Document, Policies CP16, CP24 and CP46 of the Core Strategy, Policy 8.2 of the London Plan, the Section 106 SPD and the National Planning Policy Framework.*

6.2 In dismissing the appeal, the Planning Inspector upheld Reasons 2 and 3 but considered matters relating to the amount of the development and s106 agreements to be acceptable. The inspector concluded that the proposal would have an acceptable mix of market housing and make efficient use of the land, as well as providing public realm improvements.

6.3 18/01099/FUL - Redevelopment of site and erection of 10 single family dwellings comprising 3 x 2 bed, 6 x 3 bed and 1 x 4 bed with associated amenity space, parking and landscaping - Refused

6.4 16/01925/FUL - Redevelopment of site and erection of 9 x 2-storey dwellings (comprising 6x4-bed , 2x3-bed semi-detached dwellings and 1 x 5- bed detached dwelling) involving off street parking and access from Cedars Road for plots Plot 7 and 8 and detached garage at rear. -Refused, Appeal Dismissed

6.5 15/03292/FUL - Redevelopment of site and erection of 9 x 2-storey dwelling comprising 6x4 and 2x3 semi-detached houses and 1 x 5 bed detached dwelling involving off street parking and access Cedars Road for plots Plot 7 and 8 and detached garage at rear. - Refused

## **7. Summary of Key Reasons for Recommendation**

- i) The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
- ii) The proposal is considered to be acceptable in design terms.
- iii) The proposal offers a policy compliant standard of accommodation for future occupants.
- iv) The development would not result in any harmful impacts upon neighbouring amenity.
- v) The proposal would not give rise to any significantly harmful transportation impacts in the locality.

## **8. Consultation**

### Public Response

8.1 Consultation letters regarding the amended scheme were sent to 115 neighbouring properties (21 days expired at midnight on 04 November 2021).

8.2 In response to the publicity, five representations were received, four objections and one comment largely in support of the proposal. The representations are summarised below:

- Affect local ecology
- Close to adjoining properties
- Conflict with local plan
- General dislike of proposal
- Increase in traffic
- Information missing from plans
- Loss of parking
- More open space needed on development
- Loss of trees
- Out of keeping with character of area

8.3 To provide further detail, the representations stated:

- The proposed development would impact the parking on Cedars Road, reducing the parking spaces available to existing residents, whilst creating a small car park at the end of the road for new residents.
- The carpark being created is unnecessary - creating a turning circle and providing an excessive 12 spaces for the new houses.
- The space at the end of Cedars Road should be redesigned to include more landscaping and greenery to prevent it simply being a car park at the end of what is currently a cul-de-sac of period properties.
- The gate to separate the new development from the existing houses and residents is unnecessary. It would segregate the community, would give rise to noise and disturbance and maintenance issues.
- The development should include Electric Vehicle Charging Points.

### Officer's comments:

- 8.4 Issues relating to the impact of the character of the area; local ecology; loss of trees; and the proximity to neighbouring properties have been addressed in the Planning Committee report on 03 August 2021, whereby the amended scheme would have no significant impact on these matters.
- 8.5 Issues relating to greenery, the increase in traffic, car parking provision, and the introduction of an entrance gate/gated community shall be addressed in this addendum Planning Committee report.
- 8.6 Overall, the comments made do not outweigh the justification for recommending approval.

Statutory and Non-Statutory Consultees:

Internal Consultations:

- 8.7 Transportation & Transport
- No objection to the amended scheme

**9. Relevant Policies**

- 9.1 The following policies are considered particularly relevant:

National Policies

National Planning Policy Framework (NPPF) 2021  
National Planning Practice Guidance (NPPG)

London Plan (2021)

- 9.2 The London Plan is the overall strategic plan for London setting out an integrated economic, environmental, transport and social framework for the development of London for the next 20-25 years. The following policies of the London Plan are considered particularly relevant:

Policy GG1 – Building Strong and Inclusive Communities  
Policy GG2 – Making the Best Use of Land  
Policy GG3 – Creating a Healthy City  
Policy GG4 – Delivering the Homes Londoners Need  
Policy H1 – Increasing Housing Supply  
Policy H2 – Small Sites  
Policy D1 – London’s Form, Character and Capacity for Growth  
Policy D3 – Inclusive Design  
Policy D4 – Delivering Good Design  
Policy D5 – Inclusive Design  
Policy D6 – Housing Quality and Standards  
Policy D8 – Public Realm  
Policy D11 – Safety, Security and Resilience to Emergency  
Policy D12 – Fire Safety  
Policy D14 – Noise  
Policy G5 – Urban Greening  
Policy G6 – Biodiversity and Access to Nature  
Policy SI1 – Improving Air Quality  
Policy SI2 – Minimising Greenhouse Emissions



Policy SI4 – Managing Heat Risk  
Policy SI12 – Flood Risk Management  
Policy SI13 – Sustainable Drainage  
Policy T1 – Strategic Approach to Transport  
Policy T4 – Assessing and Mitigating Transport Impacts  
Policy T5 – Cycling  
Policy T6 – Car Parking  
Policy T7 – Deliveries, Servicing and Construction

#### Local Plan - Overview

### 9.3 Enfield's Local Plan comprises the Core Strategy, Development Management

Document, Policies Map and various Area Action Plans as well as other supporting policy documents. Together with the London Plan, it forms the statutory development policies for the Borough and sets out planning policies to steer development according to the level it aligns with the NPPF. Whilst many of the policies do align with the NPPF and the London Plan, it is noted that these documents do in places supersede the Local Plan in terms of some detail and as such the proposal is reviewed against the most relevant and up-to-date policies within the Development Plan.

### 9.4 Core Strategy (2010)

The Core Strategy was adopted in November 2010 and sets out a spatial planning framework for the development of the Borough through to 2025. The document provides the broad strategy for the scale and distribution of development and supporting infrastructure, with the intention of guiding patterns of development and ensuring development within the Borough is sustainable.

Policy CP2 Housing Supply and Locations for New Homes  
Policy CP4 Housing Quality  
Policy CP5 Housing Types  
Policy CP9 Supporting Community Cohesion  
Policy CP16 Taking Part in Economic Success and Improving Skills  
Policy CP22 Delivering Sustainable Waste Management  
Policy CP24 The Road Network  
Policy CP25 Pedestrians and Cyclists  
Policy CP30 Maintaining and Improving the Quality of the Built and Open Environment

#### Development Management Document (2014)

### 9.5 The Council's Development Management Document (DMD) provides further detail and standard based policies by which planning applications should be determined. Policies in the DMD support the delivery of the Core Strategy.

### 9.6 The following local plan Development Management Document policies are considered particularly relevant:

Policy DMD3 Providing a Mix of Different Sized Homes  
Policy DMD6 Residential Character  
Policy DMD8 General Standards for New Residential Development  
Policy DMD9 Amenity Space  
Policy DMD37 Achieving High Quality and Design-Led Development

Policy DMD45 Parking Standards and Layout  
Policy DMD47 Access, New Roads and Servicing  
Policy DMD49 Sustainable Design and Construction Statements  
Policy DMD55 Use of Roof Space/ Vertical Surfaces  
Policy DMD58 Water Efficiency  
Policy DMD59 Avoiding and Reducing Flood Risk  
Policy DMD61 Managing Surface Water  
Policy DMD64 Pollution Control and Assessment  
Policy DMD65 Air Quality  
Policy DMD68 Noise  
Policy DMD69 Light Pollution  
Policy DMD70 Water Quality  
Policy DMD79 Ecological Enhancements  
Policy DMD81 Landscaping

#### Enfield Draft New Local Plan

- 9.7 Enfield Local Plan - Reg 18 Preferred Approach was approved for consultation on 9th June 2021. The Reg 18 document sets out the Council's preferred policy approach together with draft development proposals for several sites. It is Enfield's Emerging Local Plan.
- 9.8 The Local Plan remains the statutory development plan for Enfield until such stage as the replacement plan is adopted and as such applications should continue to be determined in accordance with the Local Plan, while noting that account needs to be taken of emerging policies and draft site proposals.

#### Other Material Considerations

- National Design Guide (2019)
- Enfield Characterisation Study
- Refuse and Recycle Storage Guide Enfield (ENV 08/162)
- London Plan The Control of Dust and Emissions During Construction and Demolition SPG
- Enfield Climate Action Plan (2020)
- (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)
- GLA: Housing SPG (2016)
- Healthy Streets for London (2017)
- Manual for Streets 1 & 2, Inclusive Mobility (2005)

## **10. Analysis**

- 10.1 As stated above, the predominant focus of this addendum assessment will be on matters which have changed significantly following Planning Committee on 03 August 2021, namely:
- The replacement of an open entrance across the site from Cedars Road with a push-button sliding gate entrance.
  - The removal of a shared pedestrian cycle path which ran northwards from Carpenter Gardens through to Cedars Road and its replacement with a grassed area.

- The removal of one visitor parking space and the relocation of one visitor space (in front of proposed dwelling unit No.7) within the area of hard surfacing accessed from Cedars Road to allow for a greater turning area for the manoeuvring of refuse vehicles. These alterations to the parking layout result in the overall number of parking spaces being reduced from 13no. to 12no. through the loss of one visitor space. A total of 9no. spaces would remain for residents parking.
- The hard-surfaced area accessed from Cedars Road has marginally been increased in size to accommodate service vehicle movements.

10.2 The Planning Committee report on 03 August 2021 (See Appendix A) provides an overview of the consideration of issues which have not changed in the intervening period, namely the principle of development; the quality of accommodation; housing delivery; the unit mix; the design and appearance of the housing units; biodiversity, trees and landscaping; sustainable drainage and design and accessibility.

#### Design Considerations

- 10.3 In terms of design, Core Strategy Policy 30 requires all developments to be high quality and design led, having special regard to their context.
- 10.4 Meanwhile Policy DMD 37 seeks to achieve high quality design and requires development to be suitable designed for its intended function that is appropriate to its context and surroundings. The policy also notes that development should capitalise on opportunities to improve an area and sets out urban design objectives relating to character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and durability, and diversity.
- 10.5 London Plan Policy D1 has regard to local character and states in its overall strategic aim that 'development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings'. Policy D8 of the London plan outlines a similar aim and seeks for proposals in public places to be 'Secure...easy to understand and maintain, relate to local context, and incorporate the highest quality design'.
- 10.6 The proposal is seeking to develop nine two storey dwellinghouse on site. The proposed development is seeking to provide two blocks of three dwellings on the elevation fronting Carpenter Gardens and a block of three dwellings running perpendicular to the north of the site.
- 10.7 The proposed amendments requiring design considerations include:
- The replacement of an open entrance across the site from Cedars Road with a push-button sliding gate entrance.
  - The hard-surfaced area accessed from Cedars Road has marginally been increased in size to accommodate service vehicle movements.

- 10.8 The submitted plans indicate the design and appearance of the gate, considered by officer as sympathetic within its context, both in terms of design and materials. The gate would provide a visual barrier to unauthorised access, whilst also representing a visually porous barrier by virtue of its detailed design. It is considered that the appearance of the gates would not detract from the visual amenities of the street scene and the surrounding area.
- 10.9 The proposed marginal increase to the hard surfaced area accessed from Cedars Road would have no significant impact upon the visual amenities of the street scene and the surrounding area. The amended proposal would result in the increase in greenery across the site as a result of the loss of the removal of the shared pedestrian cycle path. No other alterations to the design of the scheme are proposed.

#### *Summary of Design and Appearance*

- 10.10 Officers consider that the council has worked in a positive and proactive manner with the agent acting on behalf of the applicant to ensure a sympathetic design that does not harm the character and appearance of the locality. In light of this context, it is considered that the proposed development is of a policy compliant standard of design that relates well with the locality and does not result in any unacceptable harm.
- 10.11 Overall, the proposal is considered (subject to conditions) to be a well-designed development that will significantly improve the appearance of the locality and is now considered acceptable.

#### Impact on Neighbouring Amenity

- 10.12 Policies DMD 6 and 8 ensure that residential developments do not prejudice the amenities enjoyed by the occupiers of neighbouring residential properties in terms of privacy, overlooking and general sense of encroachment and the principles contained in this policy have been applied in this case given the relationship to residential properties. Furthermore, Policy CP30 of the Local Plan seeks to ensure that new developments have appropriate regard to their surroundings, and that they improve the environment in terms of visual and residential amenity. The London Plan outlines in policies D1 and D3 of the importance of ensuring buildings are well designed to ensure against prejudicing neighbouring amenity.
- 10.13 Due regard has also been given to the demolition and construction impacts associated with the proposed development given the residential setting of the development site. Officers have carefully considered the nature and setting of the application site and impacts upon surrounding properties and as such consider that if the application were recommended for approval that a condition requiring the submission of a construction management plan could be imposed to safeguard neighbouring amenity.

#### *Safety/Security concerns*

- 10.14 Members at Planning Committee on 03 August 2021 raised concerns that the unrestricted shared pedestrian cycle path which ran from Carpenter Gardens into Cedars Road potentially opened-up pedestrian access between Cedars Road and Carpenter Gardens resulting in an increase in pedestrian

movements on these neighbouring streets giving rise to safety and security concerns.

- 10.15 The proposed parking and turning facility accessed from Cedars Road also provided unrestricted access and there was a concern that this could result in the proposed development being used for the unauthorised parking and turning of vehicles by non-residents. This would encourage additional vehicular traffic travelling into and out of Cedars Road which would also give rise to safety and security concerns for these neighbouring residents.
- 10.16 Members suggested the removal of the shared pedestrian and cycle through route and introduction of a gate across the proposed entrance from Cedars Road, both measures have been incorporated into this amended scheme.
- 10.17 The removal of the shared pedestrian cycle path would mean that pedestrians and cyclists would not now be able to enter Cedars Road from Carpenter Gardens, or vice versa, and in this respect the reduction in connectivity is considered sufficient to ensure that the proposed development would not give rise to any significant increase in pedestrian/cycle movements to the neighbouring roads or opportunities for anti-social behaviour above that which already exists.
- 10.18 Details of the push-button sliding gate entrance have been provided and these details are considered sufficient to ensure that it would not give rise to any undue hindrance to future occupiers, or opportunities for anti-social behaviour.
- 10.19 As such, the amendments are considered sufficient to ensure that the proposal would address residents' concerns regarding safety and security of the residents of this cul-de-sac.
- 10.20 It is noted that public comments in respect of the amended proposal were split in respect of the Cedars Road entrance gate. Comments considered that the gate would segregate the development from its surroundings which would be to the detriment of its integration with the surrounding area. Comments conversely considered the gate would limit overspill parking from the new development into the wider area.
- 10.21 Given these concerns, Members may wish to reconsider if the introduction of a gate would be an overall benefit to the proposed development. Whilst the amended plans presented to Planning Committee incorporate the sliding gate, an alternative option has been prepared which proposes the revisions to the layout as listed above, but which has removed this sliding gate feature from the scheme.

#### Summary of Impact on Neighbouring Amenity

- 10.22 Officers maintain that the proposed development subject to appropriate conditions would not result in any unacceptable amenity impacts. In light of the above the proposal is considered acceptable in terms of residential amenity impact subject to conditions as stated and as such the proposal is considered to be acceptable in this regard.

#### Traffic Generation, Parking and Highway Safety

- 10.23 DMD 45 relates to car parking, cycle provision and parking design. DMD 47 states that new development proposals will need to demonstrate that enough space for servicing, circulation and access to, from and through the site is provided. All developments must be fully accessible to pedestrians and cyclists and assist with general permeability within an area and the current factory does not provide this.
- 10.24 London Plan policy T6, DMD policy 45 (Parking Standards and Layout) and policy DMD47 (Access, New Roads and Servicing) states that operational parking for maintenance, servicing and deliveries is required to enable a development to function.
- 10.25 The application site has a Public Transport Accessibility Level (PTAL) of 2, indicating not very good access to public transport services.

#### *Car Parking*

- 10.26 Where the scheme presented at Planning Committee on 03 August 2021 proposed 13 car park spaces, four of which were designated as being for visitors, the amended scheme proposes 12 car park spaces, three of which would be designated as being for visitors. No objection is raised to the loss of a visitor parking space.
- 10.27 Officers have also carefully considered the unit mix which comprises of a number of larger family units and as such it is considered that the provision of 9 resident parking spaces would sit within the policy complaint range as specified in the London Plan (2021). The 3 visitor spaces would include a dimensioned parking bay for a person with disabilities.
- 10.28 With regard to Electric Vehicle Charging Points, two of the car parking spaces will be required to have active electric vehicle charging and a further 7 being passive. Officers consider in this specific instance that this can be secured through a suitably worded planning condition.

#### *On-Street Car Parking*

- 10.29 The re-consultation process resulted in public concern that access to the proposed development via Cedars Road could give rise to additional on street parking pressures, resulting in the loss of parking on Cedars Road.
- 10.30 In this respect, Members are advised that Cedars Road will shortly be subject to a Controlled Parking Zone (CPZ).
- 10.31 The proposed development would not fall within the CPZ and therefore the future residents of the proposed development would not be eligible for permits to park within this zone and thereby Cedars Road. The proposed development would not therefore give rise to any additional on street parking on Cedars Road.

#### *Cycle Parking*

- 10.32 In terms of cycle parking, the visitor cycle parking is to be located in a dedicated area with provision for 2 spaces per dwelling which accords with London Plan policy T5 for the residential units. Officers consider in this

specific instance that this can be secured through a suitably worded planning condition.

#### *Access and Servicing*

- 10.33 The proposed development would continue to include three double crossovers and a single crossover on Carpenter Gardens, for the provision of 7 off street-car parking spaces.
- 10.34 It is noted that Carpenter Gardens is not a classified road and the proposal therefore accords with standards for new crossovers.
- 10.35 The amended scheme would however see the removal of one visitor parking space and the relocation of one visitor space (in front of proposed dwelling unit No.7) accessed via Cedars Road, to provide a turning head for service vehicles within the site. Tracking movements submitted as part of this revised scheme demonstrate that there is adequate space to enable refuse vehicles to turn around within the confines of the site and these movements would not be restricted by the proposed sliding gate operation.

#### *Summary*

- 10.36 The above assessment demonstrates that the proposal would not result in an unacceptable impact in terms of traffic and transportation matters, and furthermore is not expected to result in any significant additional impact in the local area. As such, subject to conditions requiring full details of cycle parking, electrical charging points the proposal is considered acceptable in this regard.

### **11. CIL**

- 11.1 CIL is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 (as amended) and Enfield's adopted Community Infrastructure Levy Charging Schedule 2016. The payments would be chargeable on implementation of the development.

### **12. Public Sector Equalities Duty**

- 12.1 Under the Public Sector Equalities Duty, an equalities impact assessment has been undertaken. It is considered the proposal would not disadvantage people who share one of the different nine protected characteristics as defined by the Equality Act 2010 compared to those who do not have those characteristics

### **13. Conclusion**

- 13.1 The proposed redevelopment of the site to deliver 9 new homes is welcomed with the general principles accepted through previous planning decisions and more importantly, as a result of the decision by the appeal decision. These are material considerations. The balance is further tilted by the presumption in favour of granting planning permission for residential development unless there are significant and demonstrable impacts that outweigh the benefits, when assessed against the policies.

- 13.2 With reference to the matters of design and sustainable drainage, identified as the two outstanding matters following the appeal decision, the scheme has been amended to address these issues and the scheme is now considered acceptable against these issues as well as land use, character of area, neighbouring amenity, biodiversity, landscaping and highway matters.
- 13.3 This report shows that the benefits of the proposed development have been given due consideration and are sufficient enough to outweigh any perceived harm. In this respect the benefits are summarised again as follows:
- 13.4 The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
- i) The proposal is considered to be acceptable in design terms.
  - ii) The proposal offers a policy compliant standard of accommodation for future occupants.
  - iii) The development would not result in any harmful impacts upon neighbouring amenity.
  - iv) The proposal would not give rise to any significantly harmful transportation impacts in the locality.
- 13.5 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.



# MATERIALS

## CARPENTERS GARDENS STREET ELEVATION 1:50



Land at Carpenter Gardens  
Winchmore Hill  
N21 3HG  
Amendments to 19/02736/FUL  
Proposed 9 no. new dwellings  
Carpenter Gardens - Materials

**Kirby . Cove . Architects**

Studio 10 Dimsdale House Hertford SG14 1BY 01992 538088

H2254		316		-
drawn	AR	date	Nov 2020	chk A
		chk B		scale
				1:50 @ A1



CEDARS ROAD STREET SCENE  
Proposed - 1:100



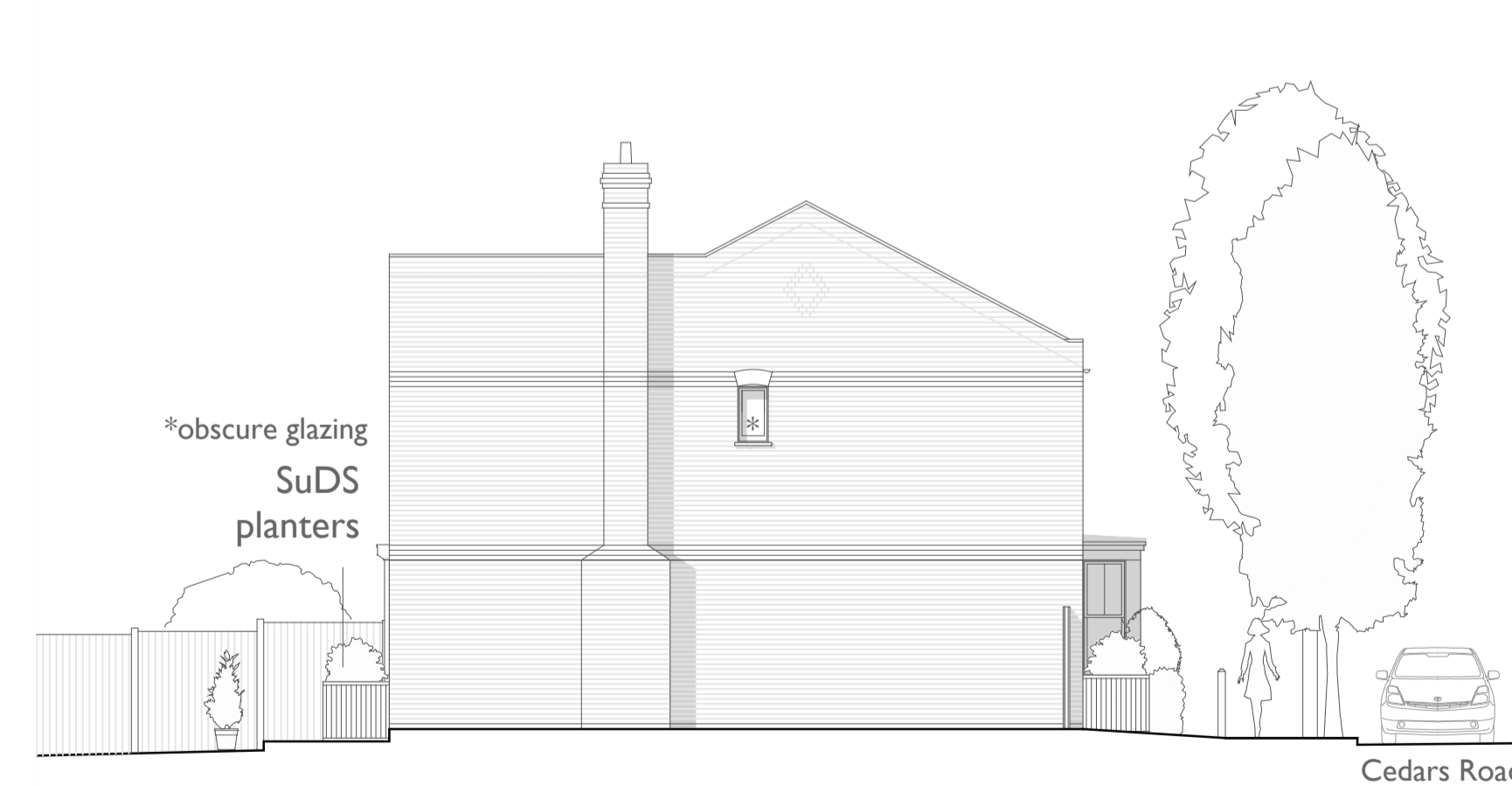
CEDARS ROAD FRONT  
Proposed - 1:100



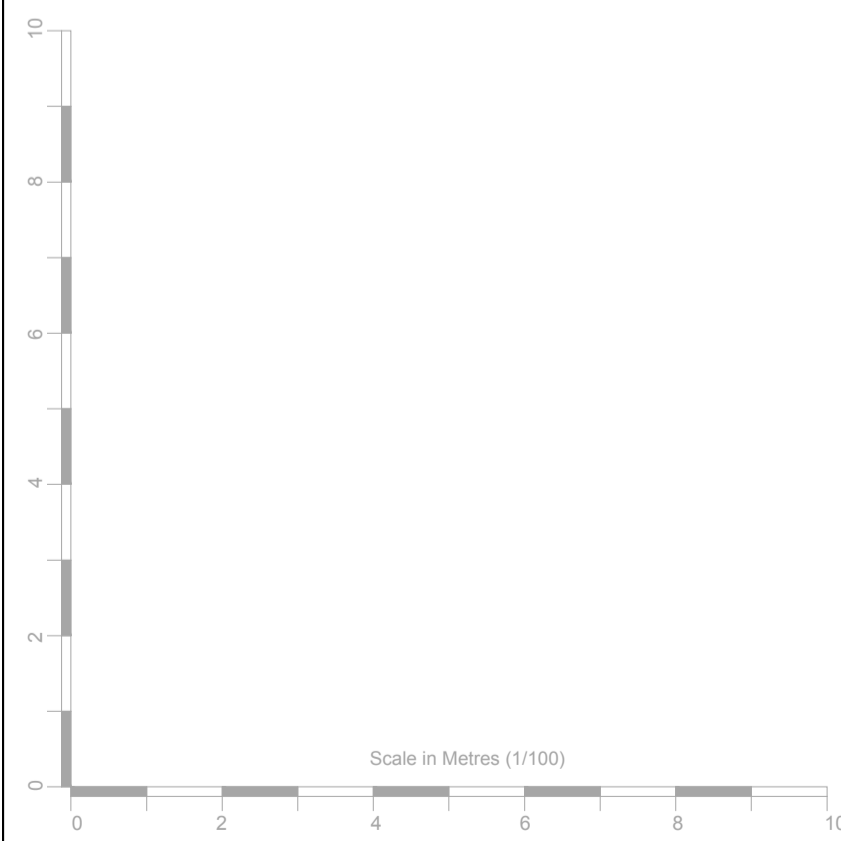
CEDARS ROAD SOUTH  
Proposed - 1:100



CEDARS ROAD REAR  
Proposed - 1:100



CEDARS ROAD NORTH  
Proposed - 1:100



# MATERIALS

## CEDARS ROAD STREET ELEVATION 1:50



# APPENDIX A

**LONDON BOROUGH OF ENFIELD**

**PLANNING COMMITTEE**

**Date:** 03 August 2021

**Report of:**

Head of Planning

**Contact Officer:**

Alex Johnson  
Claire Williams

**Ward:**

Winchmore Hill

**Application Number:** 21/00124/FUL

**Category:** Dwellings

**LOCATION:** Land Adjacent 62 Carpenter Gardens, London, N21 3HG

**PROPOSAL:** Redevelopment of site to provide 9 x single family dwellings (3 x 2bed, 5 x 4bed and 1 x 5bed) with associated private gardens, landscaping, parking and pedestrian path

**Applicant Name & Address:**

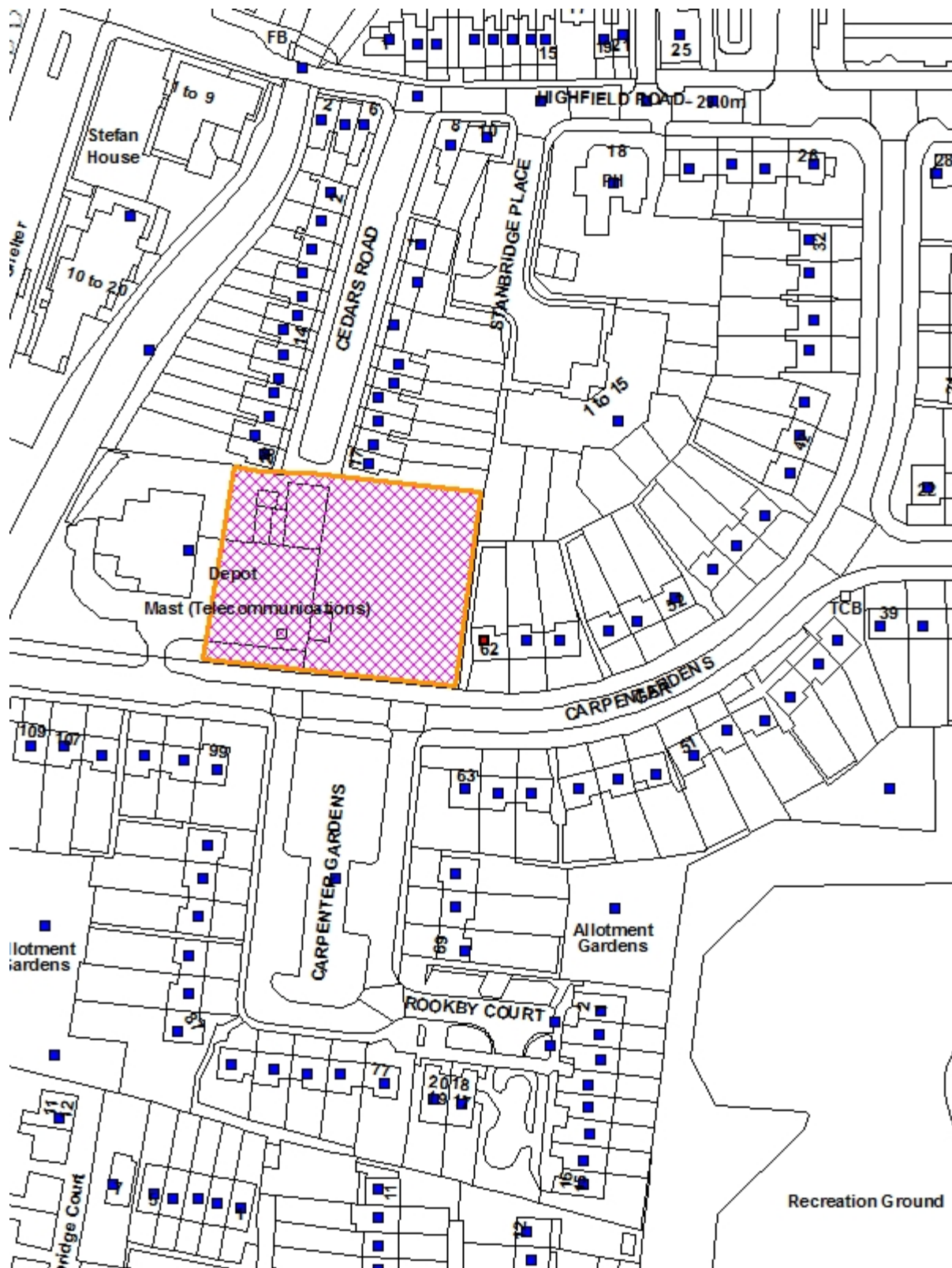
M Lennon  
M Lennon & Co Ltd  
Oakwood House  
Nobel Road  
N18 3BH

**Agent Name & Address:**

Alba Revert  
Kirby Cove Architects  
Studio 10 Dimsdale House  
Hertford  
SG14 1BY

**RECOMMENDATION:**

That subject to the recommendations as set out in the report, the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions.



## 1. Note to Members:

- 1.1 Although a planning application of this nature could be determined under delegated authority, the application is being reported to Planning Committee at the request of Councillor Barnes due to the level of local interest in the proposed development.

## 2. Executive Summary

- 2.1 The report seeks approval to a scheme involving the re-development of the application site to provide x9 residential dwellings on site. The proposal would also result in associated landscaping, cycle parking, gardens and parking.
- 2.2 An appeal against a previous decision to refuse planning permission was dismissed but in so doing, the Planning Inspector did not uphold all the Council's reasons for refusal: that relating to design and sustainable drainage were held to be unacceptable.
- 2.3 The reasons for recommending approval are:
- i) The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
  - ii) The proposal is considered to be acceptable in design terms.
  - iii) The proposal offers a policy compliant standard of accommodation for future occupants.
  - iv) The development would not result in any harmful impacts upon neighbouring amenity.
  - v) The proposal would not give rise to any significantly harmful transportation impacts in the locality.

## 3. Recommendation

- 3.1 That the Head of Development Management / the Planning Decisions Manager be authorised to **GRANT** planning permission subject to conditions:
- 1. Time Limited Permission
  - 2. Development to be carried out in accordance with approved plans and documents.
  - 3. Construction Management Plan
  - 4. Details of Materials
  - 5. Surfacing Materials
  - 6. SuDS Strategy

7. Details of Enclosure
  8. Landscaping
  9. Ecological Enhancements
  10. Details of Waste and Recycling
  11. Details of Cycle Parking
  12. No Additional Fenestration
  13. Removal of Permitted Development Rights
  14. Potable Water
  15. Details of Contamination Strategy
  16. Non - Road Mobile Machinery
  17. Secured by Design
  18. Electric vehicle charging (x2 active and x7 passive)
  19. Energy Statement
  20. Energy Performance Certificate
  21. 90% of Dwellings to be M4(2)
- 3.2 It is requested that delegated authority be granted to the Head of Development Management to make any alterations, additions or deletions to the recommended conditions as set out in this report
- 4. Site and Surroundings**
- 4.1 The site, measuring 0.22ha, comprises a vacant plot of land located on the corner of Carpenter Gardens, with Cedars Road to the rear. It was formerly a depot and pumping station, owned by Thames Water.
  - 4.2 The street scene typically contains a number of two storey dwellings and the site is bound by residential properties to the north and east at Stanbridge Place, Cedars Road and Highfield Road. The New River lies to the west and is designated as a wildlife corridor and a Site of Metropolitan Importance for Nature Conservation (SINC).
  - 4.3 The site is not listed, nor located within the boundaries of a Conservation area.
- 5. Proposal**
- 5.1 The proposal is for the re-development of the application site to provide x9 residential dwellings on the site and involves a mix comprising - 3 x 2bed, 5 x 4bed and 1 x 5bed units, associated hard and soft landscaping, private gardens, pedestrian path accessed via Cedars Road, the provision of x13 car park spaces, cycle parking and refuse and recycling facilities.



## 6. Relevant Planning History

- 6.1 19/02736/FUL - Redevelopment of site to provide 9 x single family dwellings (3 x 2-bed houses on Cedars Road, 5 x 4-bed houses and 1 x 5-bed house on Carpenter Gardens), with associated private gardens, landscaping, parking and pedestrian cycle path link – Refused for the reasons below and appeal dismissed.

*1. The proposed development represents an inefficient and sub-optimal use of the application site by reason its layout, number of dwellings and mix and would fail to make an efficient use of the land. The proposal fails to optimise the potential of the site, optimise housing delivery and contribute to the boroughs need for affordable housing and is therefore contrary to the NPPF, London plan policies 3.3, 3.4, Enfield Core Strategy policy CP2, CP3, CP5 and CP30, Enfield Development Management Document DMD1, DMD3, DMD6, DMD8 and DMD37 and the London Plan Housing SPG.*

*2. The proposed development, by reason of its design, siting, top heavy appearance, elevational treatment and inconsistent rhythm results in an awkward and incongruous form of development that would fail to integrate satisfactorily with the established character and appearance of the existing properties along Carpenter Gardens and Cedars Road. The proposal is therefore contrary to the NPPF, London plan policies 7.4, 7.5 and 7.6, Enfield Core Strategy policy CP30, Enfield Development Management Document policies DMD6, DMD8 and DMD37 and the London Plan Housing SPG.*

*3. The proposal has failed to demonstrate measures to promote and manage sustainable drainage across the site which inhibits the ability of the Local Planning Authority to fully assess whether the proposed development would result in an increase in flood risk on or off the site. The proposal is therefore contrary to the NPPF, London Plan policies 5.12 and 5.13, Enfield Core Strategy Policy CP21 and CP28 and Enfield Development Management Document Policies DMD59, DMD60 and DMD61.*

*4. A Section 106 legal agreement to secure the contributions towards improving the existing public realm has not been advanced and secured. This would be contrary to Policies DMD8, DMD37 and DMD46 of the Development Management Document, Policies CP16, CP24 and CP46 of the Core Strategy, Policy 8.2 of the London Plan, the Section 106 SPD and the National Planning Policy Framework.*

- 6.2 In dismissing the appeal, the Planning Inspector upheld Reasons 2 and 3 but considered matters relating to the amount of the development and s106 agreements to be acceptable. The inspector concluded that the proposal would have an acceptable mix of market housing and make efficient use of the land, as well as providing public realm improvements.
- 6.3 18/01099/FUL - Redevelopment of site and erection of 10 single family dwellings comprising 3 x 2 bed, 6 x 3 bed and 1 x 4 bed with associated amenity space, parking and landscaping - Refused

- 6.4 16/01925/FUL - Redevelopment of site and erection of 9 x 2-storey dwellings (comprising 6x4-bed , 2x3-bed semi detached dwellings and 1 x 5- bed detached dwelling) involving off street parking and access from Cedars Road for plots Plot 7 and 8 and detached garage at rear. -Refused, Appeal Dismissed
- 6.5 15/03292/FUL - Redevelopment of site and erection of 9 x 2-storey dwelling comprising 6x4 and 2x3 semi detached houses and 1 x 5 bed detached dwelling involving off street parking and access Cedars Road for plots Plot 7 and 8 and detached garage at rear. - Refused

## **7. Summary of Key Reasons for Recommendation**

- i) The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
- ii) The proposal is considered to be acceptable in design terms
- iii) The proposal offers a policy compliant standard of accommodation for future occupants
- iv) The development would not result in any harmful impacts upon neighbouring amenity
- v) The proposal would not give rise to any significantly harmful transportation impacts in the locality

## **8. Consultation**

### Public:

- 8.1 Consultation letters were sent to 115 neighbouring properties. A total of 12 comments in objection were received. The objections relate to the following matters:

- Light and noise pollution
- Reference to previous refusals and dismissed appeal
- Parking impacts
- The area is ok as it is
- Highway safety impacts
- Increase in crime and ASB
- Noise impacts for night shift workers
- Access arrangements
- Failure to overcome previous applications
- Effect on value of properties

- 8.2 An objection was also raised by Cllr Barnes regarding the impact upon trees in the vicinity and the opening up of the site in connecting with Cedars Road.

- 8.3 Responses to the above point are considered in the Analysis section of the report but it can be confirmed that the effects on property value is not a material planning consideration.

### External Consultees:

- 8.4 Secure by Design : No objection. Recommended condition if minded to approve.

Internal Consultees:

- 8.5 Suds Officer: Raised initial comments in objection to initial suds strategy, following revisions advised of no objection subject to condition
- 8.6 Transportation: In light of the planning history and recent appeal decision pursuant to 19/02736/FUL no overall objections, advised additional information on waste storage would be preferable.
- 8.7 Environmental Health: No objections subject to conditions for contamination, construction management and non mobile road machinery

**9. Relevant Policies**

9.1 National Policies

National Planning Policy Framework (NPPF) 2021  
National Planning Practice Guidance (NPPG)

9.2 London Plan (2021)

Policy GG1 – Building Strong and Inclusive Communities  
Policy GG2 – Making the Best Use of Land  
Policy GG3 – Creating a Healthy City  
Policy GG4 – Delivering the Homes Londoners Need  
Policy H1 – Increasing Housing Supply  
Policy H2 – Small Sites  
Policy D1 – London’s Form, Character and Capacity for Growth  
Policy D3 – Inclusive Design  
Policy D4 – Delivering Good Design  
Policy D5 – Inclusive Design  
Policy D6 – Housing Quality and Standards  
Policy D8 – Public Realm  
Policy D11 – Safety, Security and Resilience to Emergency  
Policy D12 – Fire Safety  
Policy D14 – Noise  
Policy G5 – Urban Greening  
Policy G6 – Biodiversity and Access to Nature  
Policy SI1 – Improving Air Quality  
Policy SI2 – Minimising Greenhouse Emissions  
Policy SI4 – Managing Heat Risk  
Policy SI12 – Flood Risk Management  
Policy SI13 – Sustainable Drainage  
Policy T1 – Strategic Approach to Transport  
Policy T4 – Assessing and Mitigating Transport Impacts  
Policy T5 – Cycling  
Policy T6 – Car Parking  
Policy T7 – Deliveries, Servicing and Construction

### 9.3 Core Strategy (2010)

- Policy CP2 Housing Supply and Locations for New Homes
- Policy CP4 Housing Quality
- Policy CP5 Housing Types
- Policy CP9 Supporting Community Cohesion
- Policy CP16 Taking Part in Economic Success and Improving Skills
- Policy CP22 Delivering Sustainable Waste Management
- Policy CP24 The Road Network
- Policy CP25 Pedestrians and Cyclists
- Policy CP30 Maintaining and Improving the Quality of the Built and Open Environment

### 9.4 Development Management Document (2014)

- Policy DMD3 Providing a Mix of Different Sized Homes
- Policy DMD6 Residential Character
- Policy DMD8 General Standards for New Residential Development
- Policy DMD9 Amenity Space
- Policy DMD37 Achieving High Quality and Design-Led Development
- Policy DMD45 Parking Standards and Layout
- Policy DMD47 Access, New Roads and Servicing
- Policy DMD49 Sustainable Design and Construction Statements
- Policy DMD55 Use of Roof Space/ Vertical Surfaces
- Policy DMD58 Water Efficiency
- Policy DMD59 Avoiding and Reducing Flood Risk
- Policy DMD61 Managing Surface Water
- Policy DMD64 Pollution Control and Assessment
- Policy DMD65 Air Quality
- Policy DMD68 Noise
- Policy DMD69 Light Pollution
- Policy DMD70 Water Quality
- Policy DMD79 Ecological Enhancements
- Policy DMD81 Landscaping

### 9.5 Enfield Draft New Local Plan

- 9.5.1 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.
- 9.5.2 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.
- 9.5.3 The Council is in the process of preparing a draft Local Plan (Regulation 18) and consultation will commence on 21<sup>st</sup> June. This draft will include site allocations and a number of place based policies, with a particular focus on

growth areas such as Meridian Water. It is anticipated that following this consultation a final draft plan (Regulation 19) will be published in 2022, with submission to the Secretary of State for examination in public anticipated during 2023 and adoption in 2023/24.

- 9.5.4 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.

## 9.5 Other Material Considerations

- National Design Guide (2019)
- Enfield Characterisation Study
- Refuse and Recycle Storage Guide Enfield (ENV 08/162)
- London Plan The Control of Dust and Emissions During Construction and Demolition SPG
- Enfield Climate Action Plan (2020)
- (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)
- GLA: Housing SPG (2016)
- Healthy Streets for London (2017)
- Manual for Streets 1 & 2, Inclusive Mobility (2005)

## 9.6 Housing Delivery Test and Presumption in Favour of Sustainable Development

- 9.6.1 The National Planning Policy Framework sets out at Para 11 a presumption in favour of sustainable development. For decision taking this means: “( c) approving development proposals that accord with an up-to date development plan without delay; or

(d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date (7), granting permission unless:

(i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (6); or (ii) any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

- 9.6.2 Footnote (7) referenced here advises “This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites ( with the appropriate buffer, as set out in paragraph 73); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous 3 years.”

- 9.6.3 The Council’s recent housing delivery has been below our increasing housing targets. This has translated into the Council being required to prepare a Housing Action Plan in 2019 and more recently being placed in the “presumption in favour of sustainable development category” by the Government through its Housing Delivery Test.

- 9.6.4 The Housing Delivery Test (HDT) is an annual measurement of housing delivery introduced by the government through the National Planning Policy Framework (NPPF). It measures the performance of local authorities by comparing the completion of net additional homes in the previous three years to the housing targets adopted by local authorities for that period.
- 9.6.5 Local authorities that fail to meet 95% of their housing targets need to prepare a Housing Action Plan to assess the causes of under delivery and identify actions to increase delivery in future years. Local authorities failing to meet 85% of their housing targets are required to add 20% to their five-year supply of deliverable housing sites targets by moving forward that 20% from later stages of the Local Plan period. Local authorities failing to meet 75% of their housing targets in the preceding 3 years are placed in a category of “presumption in favour of sustainable development.
- 9.6.6 In 2018, Enfield met 85% of its housing targets delivering 2,003 homes against a target of 2,355 homes over the preceding three years (2015/16, 2016/17, 2017/18). In 2019 we met 77% of the 2,394 homes target for the three-year period delivering 1,839 homes. In 2020 Enfield delivered 56% of the 2,328 homes target and we now fall into the “presumption in favour of sustainable development” category.
- 9.6.7 This is referred to as the “tilted balance” and the National Planning Policy Framework (NPPF) states that for decision-taking this means granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole – which also includes the Development Plan. Under the NPPF paragraph 11(d) the most important development plan policies for the application are deemed to be ‘out of date’. However, the fact that a policy is considered out of date does not mean it can be disregarded, but it means that less weight can be applied to it, and applications for new homes should be considered with more weight (tilted) by planning committee. The level of weight given is a matter of planning judgement and the statutory test continues to apply, that the decision should be, as section 38(6) of the Planning and Compulsory Purchase Act 2004 requires, in accordance with the development plan unless material considerations indicate otherwise.

## **10. Analysis**

### Background

- 10.1 Following the appeal decision, the main issues arising from this application to consider are:
1. Design Considerations
  2. Sustainable Drainage
- 10.2 Matters pertaining to Principle, Quality of Accommodation, Unit Mix, Impact upon Neighbouring Amenity Transport, Parking, Access, Refuse, Waste and Recycling; Trees Secure by Design have been established by the previous appeal decision.

- 10.3 The most recent application (reference: 19/02736/FUL) was dismissed at appeal by the Planning Inspectorate (PINS). That application in question was refused for the following reasons:
- Inefficient use of the land in relation to the number of units proposed
  - Lack of a sufficient sustainable drainage (Suds) strategy
  - The design of the development
  - Failure to offer s106 contributions to highways improvements
- 10.4 The appeal was dismissed for matters relating to design and drainage, however the Inspector considered matters relating to the amount of the development and s106 agreements to be unfounded. The inspector concluded that the proposal would have an acceptable mix of market housing and make efficient use of the land, as well as providing public realm improvements. However, it was concluded that the benefit of the development did not outweigh the harm identified with regards to character and appearance, drainage and the conflict with the London Plan, Core Strategy, Development Management Document and the Framework.
- 10.5 Since this decision, it must be noted that a further consideration in favour of the development is the tilted balance / presumption in favour of granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits Principle of Development.

#### Principle

- 10.6 The proposal is seeking to re-develop the application site to provide x9 residential dwellings on site.
- 10.7 In terms of land use, London Plan Policy H1 recognises the pressing need for new homes in London and to provide a real choice of housing including affordable housing (where appropriate) for Londoners. At a local level policy CP2 of the Enfield Core Strategy outlines the need to deliver additional housing stock for Enfield residents to meet housing targets. The proposal would contribute to delivering housing in the borough for which there is an identified need. Officers have also considered London Plan policy H2 and the role it identifies that small sites can play in terms of delivering housing in London. This is further supported by the presumption in favour of allowing residential development where there is no significant and identifiable harm.
- 10.8 With regard to the amount of development, in determining the appeal, the Inspector stated:

*'The built form in the area offers varied housing densities. The proposed properties would benefit from substantial sized gardens and would have a development density that would not be out of keeping with the surrounding built environment. I am satisfied that, due to the size of the site, location and development scale, the proposal would be an efficient use of land. The proposal would provide an acceptable mix of market housing and make efficient use of the land. The proposal, in relation to housing mix and use of land, would not be in direct conflict with Policies 3.3 and 3.5 of the LP, CP2, CP5 and CP30 of the CS, Policies DMD3, DMD6 and DMD37 of the DMD and the Framework which seeks new development to offer a range of housing sizes with the density of residential development proposal to balance the*

*need to ensure the efficient use of land whilst respecting quality and character of an area’.*

- 10.9 In light of the above conclusion and recognising that number and siting of the new houses have not significantly altered from the previous decision, officers consider the delivery of x9 residential units at this location to be an acceptable quantum of development and therefore, are of the opinion the principle of development to be acceptable.

Quality of Accommodation

- 10.10 The London Plan outlines the importance of delivering high standards of internal accommodation that meet the needs of occupants within Policy D6 and that these must be of the highest standard both internally and externally. At a national level the DCLG space standards outlines minimum internal floorspace standards that all new residential dwellings must accord with.
- 10.11 The Core Strategy states within Policy CP4 states that ‘High quality design and sustainability will be required for all new homes. New housing developments should take account of the design and construction policies and sustainable design and construction guidance set out in the London Plan’. The supporting London Plan Housing SPG provides detailed guidance on furniture arrangements, internal daylight/sunlight and circulation, amongst other considerations. The table below makes an assessment of each of the proposed residential units.

<b>Unit</b>	<b>Floorspace Required (sqm)</b>	<b>Floorspace Proposed (sqm)</b>	<b>Complies?</b>
1 5b8p2s	128	163	Yes
2 4b5p2s	97	101	Yes
3 4b5p2s	97	101	Yes
4 4b5p2s	97	101	Yes
5 4b5p2s	97	101	Yes
6 4b5p2s	97	101	Yes
7 2b4p2s	79	85	Yes
8 2b4p2s	79	85	Yes
9 2b4p2s	79	85	Yes

- 10.12 As illustrated in the table above, all of the units exceed the minimum space standards and offer a good, functional internal layout with all units offering dual aspect accommodation.



- 10.13 In relation to amenity space officers have carefully considered the requirements of Policy DMD9 and the relevant standards of the London Plan Housing SPG. Each of the units would be provided with acceptable provisions of amenity space in the form of gardens in accordance with policy requirements. Furthermore the development provides each unit with dedicated private amenity space. Officers note that the residential units offer an acceptable standard of accommodation that would adequately meet the needs of future occupants in relation to internal layout, ventilation, circulation and internal daylight/sunlight.

#### Unit Mix

- 10.14 In relation to delivering a balanced mix of housing Policy H10 of the London Plan seeks to provide a balanced mix of housing types that meet the needs of Londoners today. Policy DMD3 of the Development Management Document re-iterates a similar objective and seeks for Enfield to have a mix of homes that meet needs of the Strategic Housing Market Assessment 2015 which seeks for a balance between smaller unit types and family sized dwellings.

x 3 2 bedroom, 4 person units  
x 5 4 bedroom 5 person units  
x1 5 bedroom 8 person unit

- 10.15 The proposed unit mix would provide a reasonable mix of units including larger family sized homes for which there is an identified need. This would also be in keeping with the established housing typology for the locality. The proposed unit mix is therefore considered acceptable in this instance.

#### Design Considerations

- 10.16 In terms of design, Core Strategy Policy 30 requires all developments to be high quality and design led, having special regard to their context.
- 10.17 Meanwhile Policy DMD 37 seeks to achieve high quality design and requires development to be suitable designed for its intended function that is appropriate to its context and surroundings. The policy also notes that development should capitalise on opportunities to improve an area and sets out urban design objectives relating to character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and durability, and diversity.
- 10.18 London Plan Policy D1 has regard to local character and states in its overall strategic aim that 'development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings'. Policy D8 of the London plan outlines a similar aim and seeks for proposals in public places to be 'Secure...easy to understand and maintain, relate to local context, and incorporate the highest quality design'.
- 10.19 The proposal is seeking to develop nine two storey dwellinghouse on site. The proposed development is seeking to provide x2 blocks of three dwellings on the elevation fronting Carpenter Gardens and a block of three dwellings running perpendicular to the north of the site.

### *Scale, Bulk and Massing*

- 10.20 The development seeks to provide two storey dwellings which would be in alignment with the existing properties in the vicinity on Carpenter Gardens and Cedars Close. As such officers consider that the proposed height, building lines and massing would be in keeping with the existing built form in the vicinity.

### *Appearance*

- 10.21 The proposed dwellings are proposed to be finished in primarily brickwork, primarily a buff brick with neutral tones which is considered a durable material with suitable variation in tone and texture that would be in keeping with surrounding residential properties in the locality.

- 10.22 Officers have carefully considered the design concerns identified in application 19/02736/FUL and the conclusions of the Inspector who stated:

*'The proposed design of the properties with larger openings, to maximise sunlight and daylight, and recessed brick panels, would provide a contemporary appearance that is at odds with the existing architectural styles in the area. The properties would not have high eaves, large roof form or disproportionate size dormers and the proposed scale of the buildings would be similar to surrounding dwellings. However, the disproportionate fenestration patterns on the proposed properties would be prominent features that would not reflect the characteristics of existing development in the area. The proposed properties, due to their design with modern detailing, would be discordant features that interrupt the rhythm of the existing built development and would not be sympathetic to the local character'.*

- 10.23 The proposal has been amended to address these concerns. It is considered the more traditional appearance provides a more balanced elevational proportion that replicates the character and rhythm of the prevailing pattern of development in the locality. Furthermore, the Urban Design Officer reviewed the scheme and considers that the proposal respects the existing building lines and references the surrounding context well in terms of architecture.

- 10.24 The development will be installing new proposed windows and doors that are considered to be of an acceptable appearance in relation to the host building and the surrounding locality. To ensure that the proposed doors and windows are of an acceptable design officers consider it necessary to impose prior to above ground works conditions requiring submission of specifications of doors, windows and window reveals to ensure a satisfactory standard of external appearance is delivered.

- 10.25 A condition is also suggested to ensure that details of all of the external materials are submitted to and approved in writing by the Council to ensure a satisfactory standard of external appearance.

- 10.26 In light of this, the proposal is considered acceptable in relation to its design merits and to have successfully overcome previous design concerns associated with application 19/02736/FUL.

### *Summary of Design and Appearance*

- 10.27 Officers consider that the council has worked in a positive and proactive manner with the agent acting on behalf of the applicant to ensure a sympathetic design that does not harm the character and appearance of the locality. In light of this context, it is considered that the proposed development is of a policy compliant standard of design that relates well with the locality and does not result in any unacceptable harm.
- 10.28 Overall, the proposal is considered (subject to conditions) to be a well-designed development that will significantly improve the appearance of the locality and is now considered acceptable.

#### Impact on Neighbouring Amenity

- 10.29 Policies DMD 6 and 8 ensure that residential developments do not prejudice the amenities enjoyed by the occupiers of neighbouring residential properties in terms of privacy, overlooking and general sense of encroachment and the principles contained in this policy have been applied in this case given the relationship to residential properties. Furthermore, Policy CP30 of the Local Plan seeks to ensure that new developments have appropriate regard to their surroundings, and that they improve the environment in terms of visual and residential amenity. The London Plan outlines in policies D1 and D3 of the importance of ensuring buildings are well designed to ensure against prejudicing neighbouring amenity.
- 10.30 Due regard has also been given to the demolition and construction impacts associated with the proposed development given the residential setting of the development site. Officers have carefully considered the nature and setting of the application site and impacts upon surrounding properties and as such consider that if the application were recommended for approval that a condition requiring the submission of a construction management plan could be imposed to safeguard neighbouring amenity.

#### Noise

- 10.31 Paragraph 180 of the NPPF advises *'Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should mitigate and reduce to a minimum potential adverse impact resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life'*.
- 10.32 Policy D14 of the London plan advises *'In order to reduce, manage and mitigate noise to improve health and quality of life, residential and other non-aviation development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of Life'*.
- 10.33 The Council's Development Management Document advises within policy DMD68 that *'Developments that generate or would be exposed to an unacceptable level of noise will not be permitted. Developments must be sensitively designed, managed and operated to reduce exposure to noise and noise generation'*.

- 10.34 Policy CP32 of the Core Strategy advises that proposals for new developments will be required to minimise all forms of pollution that may arise from new development proposals.
- 10.35 The proposal seeks to provide x9 residential units, whilst it is acknowledged that this would result in an intensity of use it is noted that the proposed use would be commensurate with the prevailing pattern of the locality which is largely residential in nature.

#### *Daylight/Sunlight*

- 10.36 Officers have considered daylight and sunlight impacts associated with the development upon neighbouring properties.
- 10.37 With regard to acceptable separation distances policy DMD10 provides acceptable distances. The proposed dwellings are two storey in nature, as are the surrounding properties on Carpenter Gardens and Cedars Road, as such in line with policy DMD10 a suitable separation distance is identified as 22m.
- 10.38 The properties located in line with Carpenter Gardens are positioned in excess of 28m away from the properties on Cedars Road and as such would accord with the guidance outlined in policy DMD10. Officers consider that the dwellings located on the elevation with Carpenter Gardens are positioned to be broadly in line in terms of their building lines with existing dwellings on this road and as such it is noted that a 45 degree line at ground floor and a 30 degree line at first floor level would not be breached as a result. Officers also note that the proposed dwellings located to the north of the development on Cedars Road would also be broadly in line with the positioning of dwellings on this road and as such it is not considered that these properties would be unacceptably impacted in this regard.

#### *Overshadowing, Overbearing and Privacy Impacts*

- 10.39 Based on the separation distances and orientation of the proposed development, officers maintain that the proposed development would not cause any unacceptable overshadowing, overbearing or privacy impacts upon neighbouring properties.

#### *Summary*

- 10.40 Officers maintain that the proposed development subject to appropriate conditions would not result in any unacceptable amenity impacts. In light of the above the proposal is considered acceptable in terms of residential amenity impact subject to conditions as stated and as such the proposal is considered to be acceptable in this regard.

#### Traffic Generation, Parking and Highway Safety

- 10.41 DMD 45 relates to car parking, cycle provision and parking design. DMD 47 states that new development proposals will need to demonstrate that enough space for servicing, circulation and access to, from and through the site is provided. All developments must be fully accessible to pedestrians and cyclists and assist with general permeability within an area and the current factory does not provide this.

- 10.42 London Plan policy T6, DMD policy 45 (Parking Standards and Layout) and policy DMD47 (Access, New Roads and Servicing) states that operational parking for maintenance, servicing and deliveries is required to enable a development to function.
- 10.43 The application site has a Public Transport Accessibility Level (PTAL) of 2, indicating not very good access to public transport services.

#### *Car Parking*

- 10.44 The proposal development would provide 13 car park spaces, four of which are designated as being for visitors. Officers have also carefully considered the unit mix which comprises of a number of larger family units and as such it is considered that the provision acceptable in this instance. It is also noted that all of the proposed bays meet the minimum standards of 2.4m x 4.8m and that the designated disabled parking spaces are 0.6m wider which is deemed acceptable from a transportation perspective.
- 10.45 Two of the car parking spaces will be required to have active electric vehicle charging and a further 7 being passive. Officers consider in this specific instance that this can be secured through a suitably worded planning condition.

#### *Cycle Parking*

- 10.46 In terms of cycle parking, the visitor cycle parking is to be located in a dedicated area with provision for 2 spaces per dwelling which accords with London plan policy T5 standards for the residential units. However, whilst the cycle parking location and quantum is considered acceptable, it is recommended that further details on cycle parking is required via condition.

#### *Access and Servicing*

- 10.47 The proposed development would in terms of vehicular access be gained via 3 double crossovers and 1xsingle crossover on Carpenter Gardens: the location of the crossovers would result in the retention of x6 on street parking spaces. It is noted that Carpenter Gardens is not a classified road and accords with standards for new crossovers.

#### *Summary*

- 10.48 The above assessment demonstrates that the proposal would not result in an unacceptable impact in terms of traffic and transportation matters, and furthermore is not expected to result in any significant additional impact in the local area. As such, subject to conditions requiring full details of cycle parking, electrical charging points the proposal is considered acceptable in this regard.

#### Refuse, Waste and Recycling

- 10.49 Policy SI7 of the London Plan requires suitable waste and recycling storage facilities in all new developments whilst Core Policy 22 supports the provision of a sufficient, well-located waste management facility and requires all new developments to provide on-site waste treatment, storage and collection throughout the lifetime of the development.

- 10.50 Meanwhile Policy DMD 57 notes that all new developments should make provision for waste storage, sorting and recycling, and adequate access for waste collection.
- 10.51 With regards to the new development and its waste management arrangements, it will be undertaken in the form of collection from either Carpenter Gardens or Cecil Road. T&T have suggested that an assessment is undertaken to establish whether a refuse vehicle can be made to turn on the site as this would improve highway safety along Cecil Road.
- 10.52 Given the above the application is considered acceptable in terms of refuse, waste and recycling. It is noted that all of the units other than unit 6 can have refuse and recycling collected from Cedars Road. The proposed plans indicate that bins will be stored in the rear garden areas of each dwelling. Whilst the proposed location is generally acceptable officers consider it necessary to impose a condition requiring full details of bin stores ensuring an adequate design and capacity.

#### Biodiversity, Trees and Landscaping

- 10.53 London Plan Policy 5.10 promotes urban greening and multifunctional green infrastructure to help reduce effects of climate change and Policy 7.21 seeks to protect important trees and secure additional planting. London Plan Policy G5 supports urban greening and introduces the concept of an Urban Greening Factor and Policy G7 requires existing trees of value to be retained, and any removal to be compensated by adequate replacement. In addition, Policy DMD81 recognises the importance of retaining trees on site, particularly in terms of their ecological and amenity value. Furthermore, Policy DMD81 sets out that developments must provide high quality landscaping that enhances the local environment and should add to the local character, benefit biodiversity, help mitigate the impacts of climate change and reduce water run-off.
- 10.54 There are a number of trees on site but it is noted that none of these are subject to any formal designations or protections. Furthermore, no objection was raised when determining the previous planning application nor was there any objection raised by the Planning Inspector when considering the appeal decision
- 10.55 The proposal involves the removal of two trees (G1 and G2). The submitted tree report advises *'The quality and safe useful life expectancy of T1 puts its retention into question. For health and safety reasons it may be that this tree will have to be removed'*. The removal of these trees was accepted in the appeal decision and by the Council's tree officer. For trees to be retained on site, measures such as protective fencing are recommended to be put in during construction and this will be secured through a condition.
- 10.56 It is noted that the proposal will provide planting and landscaping on site which is considered to be a marked improvement when compared against the existing site context. Furthermore, officers note that previous applications and the most recently dismissed appeal considered the proposal acceptable in this regard.
- 10.57 Policy 36 of the Core Strategy seeks to 'protect, enhance, restore or add to biodiversity interests within the Borough'. This is reaffirmed in the DMD

Policies 78 to 81. London Plan Policy GG2, G6 and G14 require development to protect and enhance designated nature conservation sites and local spaces, secure net biodiversity gains where possible and incorporate urban greening. Developments resulting in the creation of 100m<sup>2</sup> of floorspace or one net dwelling or more should provide on-site ecological enhancements having regard to feasibility and viability. Policy DMD79 seeks the provision of on-site ecological enhancements.

- 10.58 The National Planning Policy Framework (NPPF) recognises that the planning system should aim to conserve and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including the establishing of coherent ecological networks that are more resilient to current and future pressures. Paragraph 175 of the NPPF also states that opportunities to incorporate biodiversity in and around developments should therefore be encouraged.
- 10.59 Due to its former use the site has little biodiversity or ecological value at present. Through landscaping, it is considered there would be a biodiversity enhancement as part of an overall landscaping scheme which is recommended to be conditioned. Subject to a condition requiring biodiversity enhancements on site the proposal is considered acceptable. In addition the proposed development is not felt to harm the biodiversity and ecological value of the adjacent New River.

#### Secure by Design

- 10.60 The London Plan Housing SPG advises that development proposals should ensure that 'Neighbourhoods and buildings are designed to minimise opportunities for crime and anti-social behaviour. Concern has been expressed about the new pedestrian access that would open up access to the site and therefore, have the potential to result in increases in anti-social behaviour and crime.
- 10.61 The Metropolitan Police Designing out Crime Group have commented on the proposal and it is noted, they do not raise any objections to the overall layout of the scheme. Conditions are recommended and these will be imposed.

#### Sustainable Drainage Systems (SuDS)

- 10.62 Policy DMD61 of the Enfield Development Management Document, supported by Policy SI13 of the London Plan requires that all minor developments must maximise the use of SuDS in accordance to the London Plan Drainage Hierarchy and the principles of a SuDS Management Train.
- 10.63 The proposal has been accompanied by a drainage strategy. Although there were initial concerns due to the lack of detail regarding finished floor levels, a revised strategy has been submitted which addresses this concern and is considered acceptable. The delivery of the agreed strategy will be subject to conditions.

### Sustainable Development

- 10.64 All new development must achieve the highest sustainable design and construction standards having regard to technical feasibility and economic viability. It will also be required to include measures capable of mitigating and adapting to climate change to meet future needs having while regard to technical feasibility and economic viability.
- 10.65 The development should be designed to exceed Part L1A building regulations requirements. In line with the London Plan three-step energy hierarchy and Enfield Council policies, regulated CO<sub>2</sub> emissions from the development should be reduced by at least 35% once energy efficiency measures and clean measures are taken into account, an energy statement condition is proposed to be attached to any permission to secure this.
- 10.66 In order to reduce water consumption the proposed development will include efficient fixtures with low flow rates. Total internal water consumption should not exceed 105 litres/person/day and this will be secured through condition.

### Accessibility

- 10.67 The national technical standards are material in the assessment of the subject application. Building Regulations optional standard M4(2) is the equivalent of the former Lifetime Homes Standard and given the status of the Local Plan and in particular Policy 7.2 of the London Plan, Policies DMD5 and DMD8 of the DMD and Policy CP4 of the Core Strategy the LPA would hold that this optional standard is applicable to all residential development within the Borough.
- 10.68 The London Plan and Enfield Local Plan require all future development to meet the highest standards of accessibility and inclusion. The scheme has been designed with level front door access, level access to the patio to the rear, sufficient space for wheelchair users including a ground floor shower room and disabled parking space.
- 10.69 A condition would be attached to any permission to ensure the scheme complies with the optional national technical standard M4(2).

## **11. CIL**

- 11.1 CIL is calculated in accordance with the Mayor's adopted Community Infrastructure Levy Charging Schedule 2012 (as amended) and Enfield's adopted Community Infrastructure Levy Charging Schedule 2016. The payments would be chargeable on implementation of the development. Using the Council's CIL calculator a breakdown is shown below:

Enfield CIL: £136,604.00  
Mayoral CIL: £55,883.45  
Total CIL: £192,487.45

## **12. Conclusion**

- 12.1 The proposed redevelopment of the site to deliver 9 new homes is welcomed with the general principles accepted through previous planning decisions and



more importantly, as a result of the decision by the appeal decision. These are material considerations. The balance is further tilted by the presumption in favour of granting planning permission for residential development unless there are significant and demonstrable impacts that outweigh the benefits, when assessed against the policies.

- 12.2 With reference to the matters of design and sustainable drainage, identified as the two outstanding matters following the appeal decision, the scheme has been amended to address these issues and the scheme is now considered acceptable against these issues as well as land use, character of area, neighbouring amenity, biodiversity, landscaping and highway matters.
- 11.4 This report shows that the benefits of the proposed development have been given due consideration and are sufficient enough to outweigh any perceived harm. In this respect the benefits are summarised again as follows:
- i) The proposed development would be consistent with the objectives of national, regional and local planning policy in terms of supporting and securing sustainable growth and delivery of new housing stock within the borough;
  - ii) The proposal is considered to be acceptable in design terms.
  - iii) The proposal offers a policy compliant standard of accommodation for future occupants.
  - iv) The development would not result in any harmful impacts upon neighbouring amenity.
  - v) The proposal would not give rise to any significantly harmful transportation impacts in the locality.
- 11.5 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 and a s106 agreement.

# MATERIALS

## CARPENTERS GARDENS STREET ELEVATION 1:50





No. 13 No. 15 No. 17  
**CEDARS ROAD STREET SCENE**  
 Proposed - 1:100



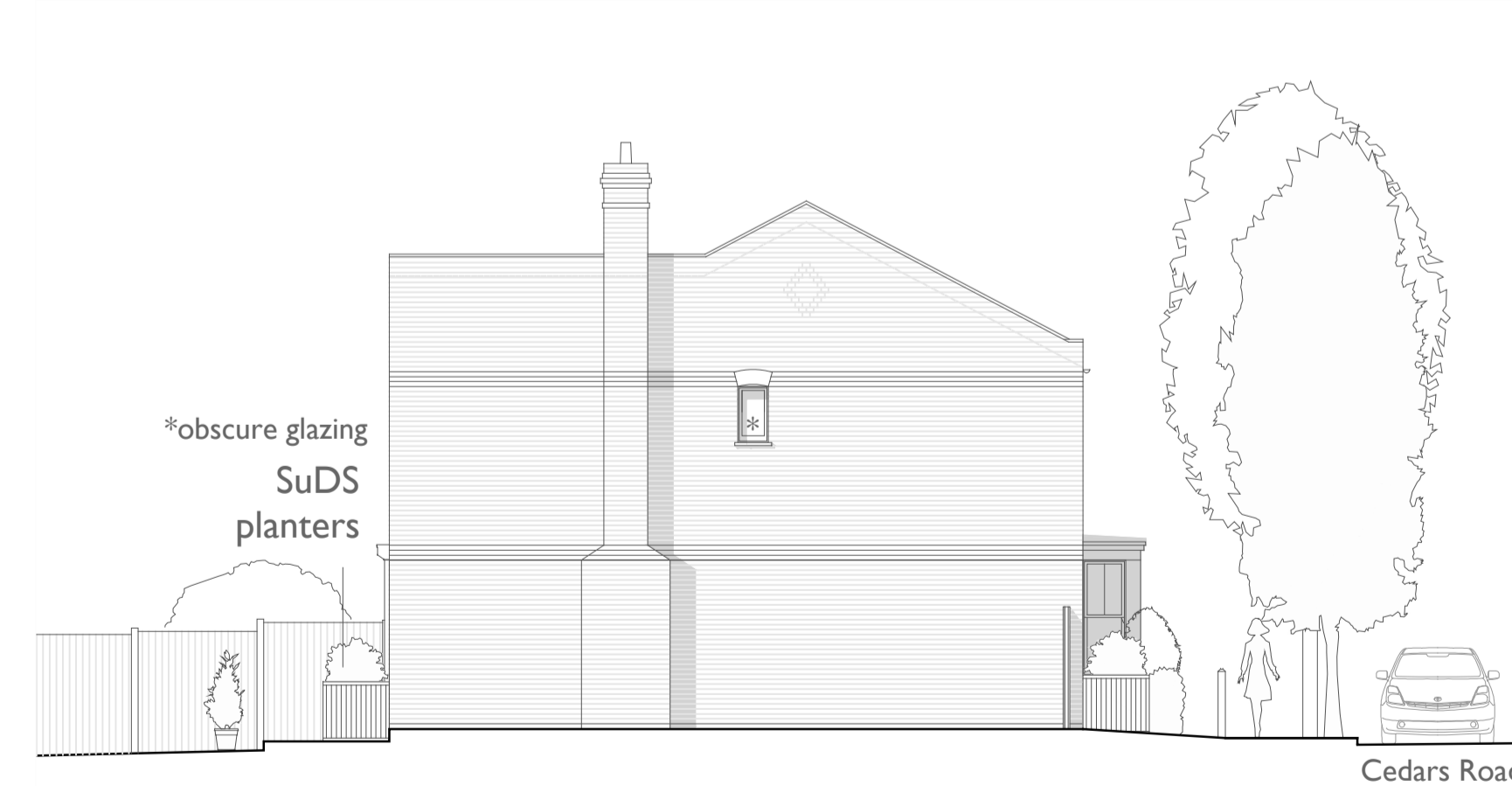
**CEDARS ROAD FRONT**  
 Proposed - 1:100



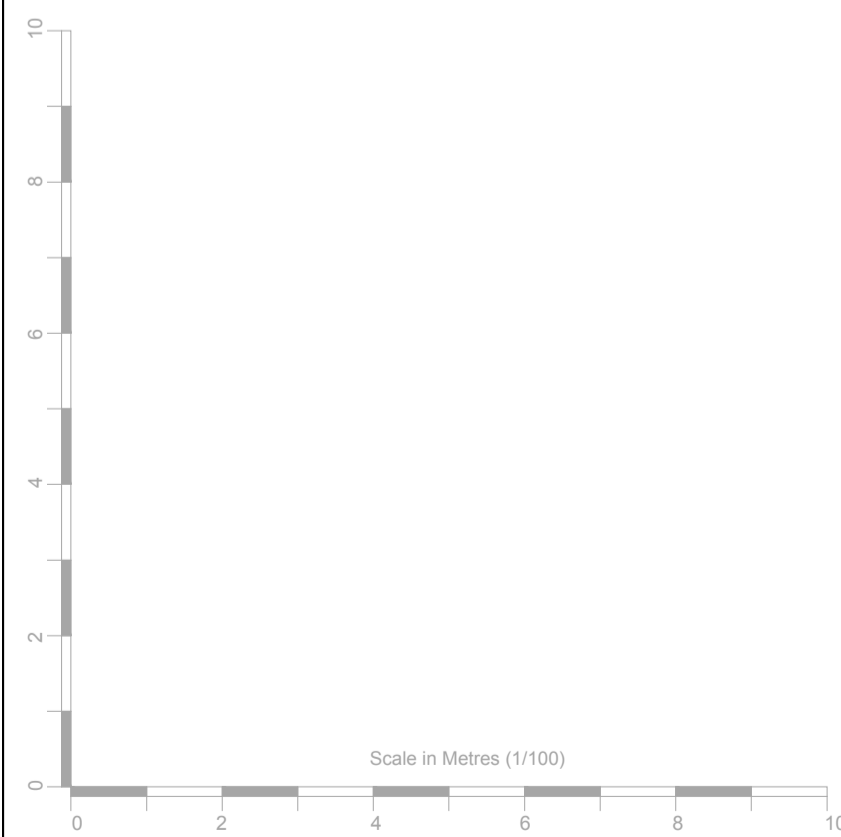
**CEDARS ROAD SOUTH**  
 Proposed - 1:100



**CEDARS ROAD REAR**  
 Proposed - 1:100



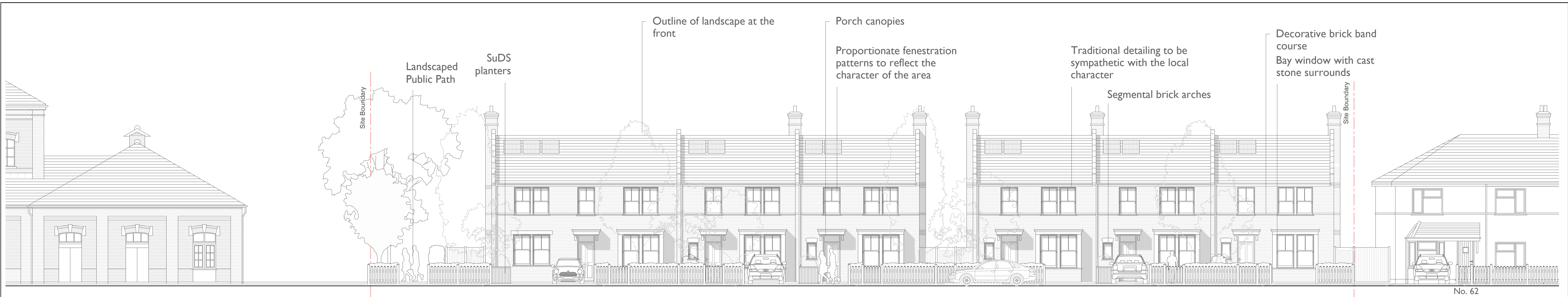
**CEDARS ROAD NORTH**  
 Proposed - 1:100



# MATERIALS

## CEDARS ROAD STREET ELEVATION 1:50





No. 62

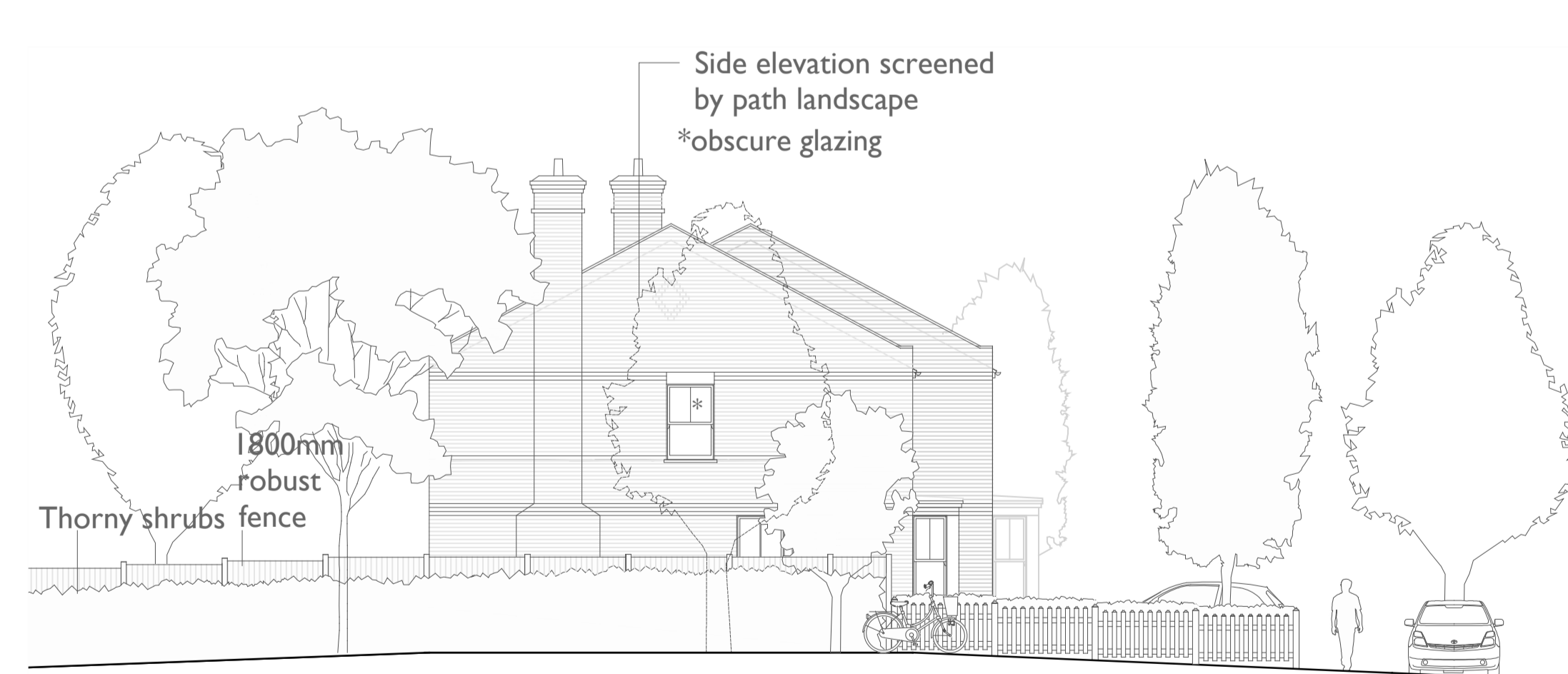
**CARPENTER GARDENS FRONT ELEVATION**  
Proposed - 1:100



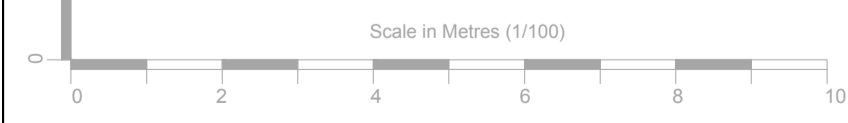
**CARPENTER GARDENS REAR ELEVATION**  
Proposed - 1:100



**CARPENTER GARDENS EAST ELEVATION**  
Proposed - 1:100



**CARPENTER GARDENS WEST ELEVATION**  
Proposed - 1:100



A	4.1.2021	Site plan adjusted to match revised elevational design - more sympathetic to the character of the area	AR
Rev.	Date	Description	Name

Land at Carpenter Gardens  
Winchmore Hill  
N21 3HG  
Amendments to 19/02736/FUL  
Proposed 9 no. new dwellings  
Carpenters Gardens Elevations

Units 1 to 6

**Kirby . Cove . Architects**

Studio 10 Dimsdale House Hertford SG14 1BY 01992 538088

H2254	314	A
drawn AR	date June 2019	chk A
	chk B	scale 1:100 @ A1



SCHEDULE OF FLOOR AREAS

G.I.A (Gross Internal Areas)

House 1 - 5 bed/ 8 pers house. Typical House Area		
Ground Floor		83m <sup>2</sup>
First Floor		80m <sup>2</sup>
<b>Total Typical House Area</b>		<b>163m<sup>2</sup> (1,755ft<sup>2</sup>)</b>
House 2 to 6 - 4 bed/ 5 pers houses. Typical House Area		
Ground Floor		51m <sup>2</sup>
First Floor		50m <sup>2</sup>
<b>Total Typical House Area</b>		<b>101m<sup>2</sup> (1,087ft<sup>2</sup>)</b>
House 7 to 9 - 2 bed/ 4 pers houses. Typical House Area		
Ground Floor		45m <sup>2</sup>
First Floor		40m <sup>2</sup>
<b>Total Typical House Area</b>		<b>85m<sup>2</sup> (915ft<sup>2</sup>)</b>
House 1	1 Unit	163m <sup>2</sup> (1,755ft <sup>2</sup> )
House 2 to 6	5 Units	101m <sup>2</sup> (1,087ft <sup>2</sup> )
House 7 to 9	3 Units	85m <sup>2</sup> (915ft <sup>2</sup> )
<b>TOTAL HOUSES 1 to 9</b>		<b>923m<sup>2</sup> (9,935ft<sup>2</sup>)</b>
<b>TOTAL SITE AREA</b>		<b>0,21ha</b>

CARPENTER GARDENS

GROUND FLOOR PLAN  
Proposed - 1:100

A	4.1.2021	Site plan adjusted to match revised elevational design - more sympathetic to the character of the area	AR
Rev.	Date	Description	Name

Land at Carpenter Gardens  
Winchmore Hill  
N21 3HG  
Amendments to 19/02736/FUL  
Proposed 9 no. new dwellings  
Ground Floor Plans + Path Description

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H2254	311	A
drawn AR	date June 2019	chk A chk B scale 1:100 @ A1