

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date: 26th October 2021

Report of
Head of Planning

Contact Officer:
Andy Higham
Eloise Kiernan

Ward:
Upper Edmonton

Ref: 20/01742/FUL

Category: Major dwellings

LOCATION: 50-56 Fore Street, London, N18 2SS

PROPOSAL: Redevelopment of the site involving demolition of the existing building and the erection of a new development comprising a residential use (Class C3) with flexible community/commercial space at ground floor (Class A1/A3/A4/D1), creation of landscaping and associated works.

Applicant Name & Address:

Social Capital Partners Fore Street Ltd
C/o agent

Agent Name & Address:

DP9
100 Pall Mall
London SW1Y 5NQ

RECOMMENDATION:

To consider the confidential Part 2 report and:

1) In light of the additional information as set out in this report, to defer the application to enable the updates to be further assessed and balanced as part of an amended report for a future Planning Committee

Or:

2) To agree the reasons for refusal following Planning Committee of 26th October 2021

1.0 Note for Members

- 1.1 At the meeting of Planning Committee on 26th October, members were minded to refuse planning permission but resolved to defer making a final decision to enable officers to prepare detailed reasons for refusal based on the concerns identified at the meeting. The reasons to be brought back to a future Planning Committee for consideration.
- 1.2 The resolution of Planning Committee identified three grounds of concern:
- i) the size, height and design of the development relative to setting of the Fore Street Conservation Area and proximity to and effect on the setting of the locally listed buildings which did not outweigh the public benefits of the scheme.
 - ii) the residential mix and the number of 1 and 2-bedroom residential units as opposed to family units for which there is the greatest local need .
 - iii) the size, height, mass and design of the proposed development relative to the impact on the character and appearance of the area
- 1.3 Draft Reasons for Refusal have been prepared for Members consideration and these are set out in a confidential Part 2 report to be circulated separately.

2. Recommendation

- 2.1 To consider the confidential Part 2 report and:
- i) In light of the additional information as set out in this report, to defer the application to enable the updates to be further assessed and balanced as part of an amended report for a future Planning Committee
- Or:
- 2) To agree the reasons for refusal following Planning Committee of 26th October 2021

3.0 Site and Surroundings

- 3.1 The application site is situated on the south eastern corner of the junction of Fore Street with Claremont Street and Grove Street. The site which is currently occupied by the former Gilpin Bell Public House, is bounded by Fore Street, Claremont Street and Clive Road.



- 3.2 The site is situated within the Angel/ Edmonton district centre and is located at the southernmost end of Fore Street, a short distance from the borough boundary with LB Haringey. It is also situated within the Upper Lea Valley Opportunity Area
- 3.3 The public house comprises a 3 storey / part single storey building containing a public house on the ground floor with ancillary accommodation at the upper floor. The site is reasonably level with a rear yard serving as a parking area.
- 3.4 The surrounding area is mixed in character. Fore Street by its nature is predominantly commercial, although there are residential uses over the upper floors and there are various high rise residential developments dispersed around the area, the most prominent of which is the new Silverpoint (9-storeys) development which lies a short distance north of the site.
- 3.5 The site has a PTAL rating of 5, and has an area of approximately 2760sqm or 0.276ha.
- 3.6 The application site is not in a conservation area but is adjacent to the Fore Street Conservation Area. To the north on the opposite side of Claremont Street lies the LT Bar while diagonally opposite the site across Fore Street (on the corner of Grove Road), lies the former County Court building. Both of these are locally listed. The public house is identified as having a negative impact on the setting of the Conservation Area in the adopted Fore Street Conservation Area Character Appraisal.
- 3.7 The site lies in Flood Zone 1.
- 3.8 The Site also sits opposite a petrol filling station. Proposals have previously been granted for the redevelopment of the site involving a 9 storey tower. Whilst the planning permission has expired, this indicates an acceptance of changes to the townscape in this locality.

4.0 Proposal

- 4.1. The planning application seeks planning permission for the demolition of the existing Public House and redevelopment to include the erection of a part 18, part 4 storey development to provide 113 residential units (Class C3) with 267 sq.m of flexible community/commercial space at ground floor (Class A1/A3/A4/D1) together with creation of amenity space, landscaping and associated works.
- 4.2 The development would provide 100% affordable housing all of which would be delivered at 100% London Affordable Rent. As a result, the proposal qualifies as a “ fast track” application in accordance with the requirements of Policy H5 of the adopted London Plan. No viability assessment is therefore required. The residential mix comprises 35 x 1-bed, 64 x 2-bed, and 14 x 3+ bed.
- 4.3 The development would comprise of a tripartite facade to include part four and part 18 storeys with a defined plinth / base element to third floor to demarcate the entrances to serve both residential and commercial elements. This would give the impression of three sections, base, middle and crown. The building would incorporate art deco inspired detailing. It would be predominantly constructed of brickwork with the use of other materials such as zinc and aluminium to provide detailing and architectural relief. The flat roof design would incorporate 120 sq. m of intensive green roof and 224 sq. m of extensive green roof.
- 4.4 Residential access to the tower element would be from Claremont Street while the family houses would have direct access from both Claremont Street and Clive Road.
- 4.5 The development would also incorporate landscaped areas, private amenity space and child play space within the site. All units within the tower would have their own private amenity space served by balconies alongside access to the 542 sq.m of communal (courtyard) space, including 124 sq.m of child play space (0-4 years) at ground floor level and mezzanine level to the north at the junction with Fore Street and Claremont Street. The main courtyard area would comprise 340 sq.m of permeable paving, 150 sq.m of planted trees in natural soil and 28 sq.m of flower rich perennial planting.
- 4.6 The development would be car free and on-street servicing would be provided along Fore Street and Claremont Street. These areas would also be used for deliveries and refuse collection. There are four parking spaces to serve disabled users provided on Clive Avenue. Cycle storage facilities would be provided both within the shared private amenity space, and within the first floor of the tower. Each terrace house would have its own private cycle storage to provide a total of 206 spaces. Furthermore, three additional on street cycle stands would be provided for visitors on Fore Street within close proximity to both main entrances.
- 4.7 The basement level would serve the emergency escape, plant room, generator, cold water storage and wet riser tank.
- 4.8 The originally submitted scheme was for 112 build to rent units with a 35% affordable housing at Discounted Market Rent.

5.0 Additional Information

5.1 Since the resolution of Planning Committee, the Applicant has responded to the concerns identified by Members with the following offer to revise the current planning application:

- An increase in the number of family units to 20% at London Affordable Rent (from 14 x 3b units to 22 x 3 bed units)
- A decrease in the number of units 113 to 110.

5.2 As new information, officers consider it important that Members are provided with all pertinent information. It is for Members to consider whether there is merit in the proposed amendment warranting further assessment in an additional report to Planning Committee.

6. Relevant Planning Policies

6.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out national planning policy objectives. It introduces a presumption in favour of sustainable development, which is identified as having three dimensions - an economic role, a social role and an environmental role. Other key relevant policy objectives are referred to as appropriate in this report

6.2 London Plan 2021

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:

- GG1 Building strong and inclusive communities
- GG2 Making the best use of land
- GG3 Creating a healthy city
- GG4 Delivering the homes Londoners need
- GG5 Growing a good economy
- GG6 Increasing efficiency and resilience
- D1 London's form, character and capacity for growth
- D2 Infrastructure requirements for sustainable densities
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- D8 Public realm
- D11 Safety, security and resilience to emergency
- D12 Fire safety
- D14 Noise
- HC6 Supporting the night-time economy
- HC7 Protecting public houses
- G5 Urban greening
- G6 Biodiversity and access to nature
- G7 Trees and woodlands
- SI 1 Improving air quality

SI 2	Minimising greenhouse gas emissions
SI 3	Energy infrastructure
SI 4	Managing heat risk
SI 5	Water infrastructure
SI 8	Waste capacity and net waste self-sufficiency
SI 12	Flood risk management
SI 13	Sustainable drainage
T1	Strategic approach to transport
T2	Healthy Streets
T3	Transport capacity, connectivity and safeguarding
T4	Assessing and mitigating transport impacts
T5	Cycling
T6	Car parking
T6.1	Residential parking
T6.5	Non-residential disabled persons parking
T7	Deliveries, servicing and construction
T9	Funding transport infrastructure through planning
DF1	Delivery of the Plan and Planning Obligations
M1	Monitoring

6.3 Local Plan - Overview

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.

6.4 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.

CP2	Housing Supply and Locations for New Homes
CP3	Affordable Housing
CP4	Housing Quality
CP5	Housing Types
CP9	Supporting community cohesion
CP11	Recreation, leisure, culture and arts
CP20	Sustainable energy use and energy infrastructure
CP21	Delivering sustainable water supply, drainage and sewerage infrastructure
CP24	The road network
CP26	Public transport
CP25	Pedestrians and cyclists
CP28	Managing flood risk

CP30	Maintaining and improving the quality of the built and open environment
CP31	Built and Landscape Heritage
CP32	Pollution
CP46	Infrastructure Contribution

6.5 Development Management Document (2014)

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

DMD1	Affordable Housing on Sites Capable of Providing 10 units or more
DMD3	Providing a Mix of Different Sized Homes
DMD6	Residential Character
DMD8	General Standards for New Residential Development
DMD9	Amenity Space
DMD10	Distancing
DMD16	Provision of New Community Facilities
DMD17	Protection of Community Facilities
DMD27	Palmers Green District Centre
DMD30	Floorspace above Commercial Premises
DMD32	Managing the Impact of Food & Drink Establishments
DMD34	Evening Economy
DMD37	Achieving High Quality and Design-Led Development
DMD44	Conserving and Enhancing Heritage Assets
DMD45	Parking Standards and Layout
DMD47	New Roads, Access and Servicing
DMD48	Transport Assessments
DMD49	Sustainable Design and Construction Statements
DMD50	Environmental Assessment Methods
DMD51	Energy Efficiency Standards
DMD53	Low and Zero Carbon Technology
DMD55	Use of Roof Space
DMD56	Heating and Cooling
DMD58	Water Efficiency
DMD59	Avoiding and Reducing Flood Risk
DMD60	Assessing Flood Risk
DMD61	Managing Surface Water
DMD62	Flood Control and Mitigation Measures
DMD64	Pollution Control and Assessment
DMD65	Air Quality
DMD66	Land Contamination
DMD68	Noise
DMD69	Light Pollution
DMD70	Water Quality
DMD73	Children's Play Space
DMD79	Ecological Enhancements
DMD80	Trees on Development Sites
DMD81	Landscaping

6.6 Enfield Draft Local Plan

- 6.6.1 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.
- 6.6.2 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.
- 6.6.3 The Council consulted on a draft Local Plan (Regulation 18) during the summer of 2021. The draft Local Plan includes 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.
- 6.6.4 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.
- 6.6.5 Key emerging policies from the plan are listed below:

Policy DM SE2 – Sustainable design and construction
Policy DM SE4 – Reducing energy demand
Policy DM SE5 – Greenhouse gas emissions and low carbon energy supply
Policy DM SE7 – Climate change adaptation and managing heat risk
Policy DM SE8 – Managing flood risk
Policy DM SE10 – Sustainable drainage systems
Strategic Policy SPBG3 – Biodiversity net gain, rewilding and offsetting
Policy DM BG8 – Urban greening and biophilic principles
Policy DM DE1 – Delivering a well-designed, high-quality and resilient environment
Policy DM DE2 – Design process and design review panel
Policy DM DE7 – Creating liveable, inclusive and quality public realm
Policy DM DE10: Conserving and enhancing heritage assets
Policy DM DE11 – Landscape design
Policy DM DE13 – Housing standards and design
Policy DM H2 – Affordable housing
Policy DM H3 – Housing mix and type
Policy DM T2 – Making active travel the natural choice
Strategic Policy SP D1 – Securing contributions to mitigate the impact of development

6.7 Other relevant policy and guidance

National Planning Practice Guidance (NPPG) 2019
Enfield Climate Action Plan (2020)

Enfield Intermediate Housing Policy (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)
 GLA: Housing SPG (2016)
 GLA: Affordable Housing & Viability SPG (2017)
 Healthy Streets for London (2017)
 Manual for Streets 1 & 2, Inclusive Mobility (2005)
 National Design Guide (2019)
 Fore Street Angel Conservation Area Character Appraisal (2015)

6.8 Housing Delivery Test and Presumption in Favour of Sustainable Development

6.8.1 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.

6.8.2 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.”

6.8.3 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.

6.8.4 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.

6.8.5 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.

- 6.8.6 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.
- 6.8.7 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.