

**PLEASE NOTE: MINUTES RELATING TO THE FORUM WILL BE TABLED AT THE COMMITTEE MEETING**

**REPORT FOR CONSIDERATION AT PLANNING COMMITTEE**

Planning Committee 09 March 2009

Item No.

**Reference No:** HGY/2009/0105

**Ward:**

**Date received:** 13/01/2009

**Last amended date:**

**Drawing number of plans:** 7436 01, 02, 03, 04, 05, 06, 07, 08 09, 10, 11, 12, 13, 14, 15, 16, 17, 18 & 19.

**Address:** Pembroke Works, Campsbourne Road N8 7PE

**Proposal:** Demolition of existing buildings and erection of mixed use development of 21 residential units, comprising of 7 x 4 bedroom houses, 14 x 2 bed flats and 7 x 1 B1 units with associated ten parking spaces.

**Existing Use:** Light Industrial

**Proposed Use:** Mixed Use

**Applicant:** Mr Naresh Patel

**Ownership:** Private

**PLANNING DESIGNATIONS**

Road Network: B Road

**Officer Contact:** Oliver Christian

**RECOMMENDATION**

GRANT PERMISSION subject to conditions and subject to sec. 106 Legal Agreement.

**SITE AND SURROUNDINGS**

The proposal site is Pembroke Works, Campsbourne Road, N8 in the Hornsey Ward. Pembroke Works is an employment site located to the north of Hornsey High Street bounded by Campsbourne Road to the west, Pembroke Road to the north and Myddleton Road to the east. To the south of the site is Audley House which is a four storey residential block.

Campsbourne Road largely comprises two separate terraces of three storey houses some of which are converted into flats. To the north-west is a piece of open space with mature trees. Directly opposite the site to the north is Moore House a three storey development of residential flats.

Pembroke Works comprises a building which is part single storey, part two storeys in height. Pembroke works has a number of commercial occupiers.

## **PLANNING HISTORY**

**HGY/1990/0570** GTD 27-06-90 Land adj to Pembroke House Campsbourne Road London  
Erection of single storey pre-cast structure for storage purposes.

**HGY/2005/1811** WDN 24-11-05 Pembroke Works, Campsbourne Road London  
Demolition of existing buildings and erection of a part 3 storey/ part 4 storey block comprising 8 x 1 bed, 23 x 2 bed and 2 x 3 bed self contained flats.  
Provision of 21 car park spaces, refuse storage and communal landscaped courtyard.

**HGY/2006/0007** WDN 21-03-06 Pembroke Works, Campsbourne Road London  
Demolition of existing buildings and erection of a part 3 / part 4 storey block comprising 8 x one bed, 23 x two bed and 2 x three bed self contained flats.  
Provision of 21 car park spaces, refuse storage and communal landscaped courtyard.

**HGY/2009/0105** PENDING --- Pembroke Works, Campsborne Road London  
Demolition of existing buildings and erection of mixed use development of 21 residential units, comprising of 7 x 4 bedroom houses, 14 x 2 bed flats and 7 x 1 B1 units with associated ten parking spaces.

**PRE/2008/0011** --- Pembroke Works Campsbourne Road London  
Mixed use development comprising 7 No 4 bed single family dwelling houses, 7 No 3 bed flats, 7 No 2 bed flats and a B1 commercial unit over two storeys.

## **DETAILS OF PROPOSAL**

The current proposal seeks the demolition of existing buildings and erection of mixed use development of 21 residential units, comprising of 7 x 4 bedroom houses, 14 x 2 bed flats and 7 x 1 B1 units with associated ten parking spaces

## **CONSULTATION**

Owner/Occupier: 1a – 1e (c) Campsbourne Road, N8

Owner/Occupier: 1 – 13 (o) Campsbourne Road, N8

Owner/Occupier: 1 – 20 (c) Moore House, Pembroke Road, N8

Owner/Occupier: 21 – 40 (c) Pembroke Road, N8

Owner/Occupier: 1 – 12 (c) Ardley House, Campsbourne Road, N8

Owner/Occupier: 1 – 24 (c) Sackville House, Myddleton Road, N8

Owner/Occupier: 2, 2a, 4, 2b Campsbourne Road, N8

Owner/Occupier: 2 – 16 (e) The Campsbourne, N8

Owner/Occupier: 1, 3 Myddleton Road, N8  
Haringey Council – Strategic & Community Housing Team  
Haringey Council – Conservation Team  
Haringey Council – Transportation Group  
Haringey Council – Environmental Health  
Haringey Council – Building Control  
Haringey Council – Recreation Services – Arboriculturalist  
Haringey Council – Regeneration Team  
Haringey Council – Children’s Service  
Haringey Council – Legal Services  
Crime Prevention Officer  
C.A.A. C – Hornsey  
Ward Councillors  
Major/minor advert - 23/01/2009  
Development Management Forum

## RESPONSES

A number of objections have been received objecting on the following grounds:

- Loss of established local businesses
- Loss of jobs associated with the established businesses
- Loss of small business office space

Environmental Health (Scientific Officer) - Please condition HGY/2009/0105 to provide site survey report, details of present/previous usage, risk assessment and details of any remediation

Transportation Group – No objection

Strategic & Community Housing Team – Are not happy with the level of Affordable Housing

Crime Prevention Officer – comments as follows:

There are higher than average levels of anti-social behaviour in this immediate area and I urge the Developer to include measures to “design out crime” in the layout and specification of the scheme. My observations are:

- Controlling access into the lower ground car park will be a key feature in preventing crime and casual intrusion into the building. I am pleased that there will be gating at the entrance and exit. It is important to consider lighting within this area too, so that it *feels* safe, in addition to being safe. We can meet with the developer/agent to discuss this further if required.
- Consider the fencing on the Pembroke Road side, trellis can raise the height of the barrier in an aesthetically pleasing way and act as a good deterrent to burglars.
- The front boundary of the properties appears to be a low wall and railings with a pedestrian gate for each property which is a good choice to create defensible space.
- The homes would benefit from the enhanced security standards detailed in the “Secured by Design Scheme” ([www.securedbydesign.com](http://www.securedbydesign.com)) and I

recommend that consideration is given to achieving the standards. The communal door security and access control systems are a key security measure on this type of development and I urge the Developer to use a high specification of security at these points.

Development Management Forum – minutes attached.

## **RELEVANT PLANNING POLICY**

### **National Policies**

Planning Policy Statement 1 Delivering Sustainable Development  
Planning Policy Statement 3 Housing

### **London Plan**

#### **Unitary Development Plan**

UD1 Planning Statements  
UD2 Sustainable Design and construction  
UD3 General Principles  
UD4 Quality Design  
UD7 Waste Storage  
UD8 Planning Obligations  
M10 Parking for Development  
EMP4 Non-Employment Generating Uses  
HSG1 New Housing Developments  
HSG 4 Affordable Housing  
HSG 9 Density Standards  
HSG10 Dwelling Mix

#### **Supplementary Planning Guidance**

SPG1a Design Guidance  
SPGD Housing – (Density, Dwelling Mix, Floor space Minima & Lifetime Homes)  
SPG 3b Privacy/Overlooking, Aspect/Outlook and Daylight/Sunlight  
SPG8a Waste and Recycling  
SPG10a Negotiation, Management and Monitoring of Planning Obligations  
SPG10b Affordable Housing  
SPG10c Education needs generated by new housing

## **ANALYSIS/ASSESSMENT OF THE APPLICATION**

The main issues relating to the proposal are:

- i) The principle of mixed/residential use on site
- ii) Density
- iii) Dwelling mix of new building
- iv) Affordable housing and education contributions
- v) Size, bulk & design

- vi) Privacy and overlooking
- vii) Parking
- viii) Amenity provision
- ix) Waste disposal
- x) Sustainability

These issues are discussed below:

i) **The principle of mixed/residential use on site**

The site is not within a designated Defined Employment Area.

Policy EMP4 “Non Employment Generating Uses” states that “proposals for redevelopment of sites currently in employment generating to a non-employment generating use will be considered against the criteria set out in Policy EMP4.

Policy EMP4 “Non Employment Generating Uses” states that where the employment generating use of land or buildings ceases, permission for non-employment use will only be given if it is demonstrated that the employment use is no longer suitable or viable. Paragraph 1.27 states that exceptions to retention of land or buildings in employment generating use may be considered where the land or buildings are not considered suitable for continued employment use on environmental, amenity or transport grounds. Policy EMP4 of Haringey Unitary Development Plan, includes the following criteria:

- a) the land or building is no longer suitable for business or industry use; &
- b) there is evidence of unsuccessful marketing over a period of normally 18 months; &
- c) there is well documented evidence that possibilities (every opportunity) to reuse; or redevelop the site for business or industry has been explored; or
- d) proposals contribute to a regeneration programme or is a site specific proposal or
- e) the redevelopment or reuse would retain or increase the number of jobs permanently provided on site.

Planning Policy Statement 1: “Delivering Sustainable Development” advises that sustainable development is the core principle underpinning planning. The guidance advises, in paragraph 27 (viii), that planning should “promote the more efficient use of land through higher density, mixed-use development and the use of suitably located previously developed land and buildings”.

National Policy Guidance PPS 3 “Housing” and the London Plan encourage the residential development of previously developed sites. In the Borough's tight urban fabric the opportunities for an acceptable form of development are increasingly limited as the availability of sites decrease.

In considering the principle of residential use on the site, regard must be paid to the relevant national policy advice, based on PPS3 Housing and the London Plan. Guidance from central government and the London Plan set housing targets for Local Authorities.

The London Plan sets housing targets for individual Boroughs for the period up to 2016. A London Housing Capacity Study published in 2004 indicated that the borough's housing potential capacity is lower than the London Plan's target. The new target for the Council is to achieve 6,800 units between 2007 and 2017 based on the housing capacity study of 2004. These targets are generally reflected in Unitary Development Plan Policy G3.

The redevelopment of this site will bring about the re-use of a brown-field land in line with advice in PPS3, The London Plan and G3 Housing Supply of Haringey Unitary Development Plan.

The mixed use scheme proposes B1 units and a total of 21 residential units. It is considered that the proposed scheme has complied with policy EMP4 'Non Employment Generating Uses', in that marketing evidence has been provided that the site has been marketed for at least the last past 18 months. The Council is also aware that the site had been on the market during 2005 – 2007.

It is considered that the provision of serviced business units on the site will maintain the employment generating potential on the site and for local people and as such the proposal is not considered to be contrary to the aims of policy EMP4.

## ii) **Density**

The London Plan sets a density of 200 – 450 habitable rooms per hectare for developments, consisting terrace houses and flats, in urban areas within 10 minutes walking distance of a town centre.

Policy HSG9 'Density Standards' sets a density range of 200 –700 habitable rooms per hectare. However, the policy requires that a 'design-led' approach is taken in the assessment of density of development proposals. Therefore matters such as the character of the local area, quality of the design, amenity standards, range and mix of housing types should also form part of the assessment to ensure proposed development relates satisfactorily with the site.

This mixed use scheme proposes both light industrial floor space and residential units.

Therefore, applying the method set out in SPGD Housing - 'Density, Dwelling Mix, Floor space Minima & Lifetime Homes', the density of the proposed development is 404 habitable rooms per hectare. The proposed density is within the range of 200 – 700 set out in the Unitary Development Plan.

In the context of the surrounding area, the proposed density is considered appropriate for the site. As such, the scheme is considered to have an acceptable density, in compliance with the London Plan, Policy HSG9 'Density Standards' and SPD Housing. The proposed density is in line with national policy, regional guidance and local policy and the development would incorporate sustainable features

## iii) **Dwelling mix of new building**

In terms of the mix and standard of accommodation provided, Policy HSG 10 'Dwelling Mix' and SPD Housing - "Density, Dwelling Mix, Floor space Minima, Conversions, Extensions & Lifetime Homes" set out the Councils standards. The policy encourages the provision of a mix of dwelling types and sizes and outlines minimum flat and room size requirements for new residential developments, which ensures that the amenity of future occupiers is protected.

This scheme would provide 7 X 4 bed units and 14 x 2 bed units, which accord with policy guidelines in terms of the percentage of larger units proposed.

All the two-bedroom units have internal floor area approximately 62.9 m<sup>2</sup> exceeding the Councils requirement of 60m<sup>2</sup>.

The four-bedroom unit would have a floor area of 104.9 m<sup>2</sup>.

As such the unit sizes are acceptable and is considered to provide a satisfactory standard of accommodation.

All the units/rooms are considered to have adequate light and ventilation. In addition, the units have been designed to conform to 'Lifetime Homes Standards' and with the ground floor units capable of adaptation as a disability unit.

The proposed units comply with policy HSG10 and SPD Housing.

iv). **Size, bulk & design**

Policy UD3 'General Principles' & UD4 'Quality Design' require that new buildings are of an acceptable standard of design and be in keeping with the character of the surrounding area. The overriding aim of these criteria based policies is to encourage good design of new buildings in order to enhance the overall quality of the built environment and the amenity of residents.

The underlying design principle of the scheme is to create an active frontage on the existing streets, interpreting the traditional pattern of development in the area in a modern way. The use of high quality brick work for the elevational treatment would link in with neighbouring buildings.

Amenity space is provided in the form of a communal space and individual gardens.

The proposal site is also within close proximity to Alexandra Palace and Park.

It is considered that the proposed design and materials will enhance the immediate locality and townscape terms.

It is also considered that the proposal sits well on the site and will be complementary to the existing terrace and to the character and appearance of locality.

It is considered that the proposal accords with the aims of policies UD3 'General Principles' & UD4 'Quality Design'.

v) **Privacy and overlooking**

Policy UD3 'General Principles' and SPG3b 'Privacy/Overlooking aspect/outlook, daylight/sunlight' seeks to protect existing residential amenity and avoid loss of light and overlooking issues.

The scale, design and position of the proposed buildings on the site means that, the surrounding occupiers will not suffer loss of amenity as a result of additional overlooking or loss of sunlight or daylight.

It is considered that there is not any significant adverse impact on the amenity of neighbouring residents as a result of the proposed residential development. Overall, the proposal is deemed to comply with policy UD3 and SPG3b.

vi). **Affordable housing, Education and Section 106 contributions**

Affordable housing.

PPS3 and paragraph 10 of Circular 6/98 and local policies HSG4: 'Affordable Housing'/SPG 10b 'Affordable Housing' requires that developments that propose 10 units and above are subject to the provision of affordable housing of up to 50% of the total habitable rooms/units for affordable housing – The scheme generates affordable housing provision of 43% of the total habitable rooms.

The development would have a tenure mix of shared ownership (2 x 2 bed) and general needs rented (5 x 4 bed houses). This mix represents tenure split of 28.55% shared ownership to 71.45% general needs rented. The proposal complies with UDP policy HSG 4 in that it includes housing to be affordable/provided by a Registered Social Landlord (RSL).

Education contributions - There are more than 5 family units (2 bed and above) proposed and as such the scheme generates an education contribution of £152,000.

The applicant has agreed to a contribution of £50,000 towards footway/highway improvements in the vicinity of the site.

In line with Council guidelines there is also recovery/administration cost of £6,060.

vii) **Parking**

National planning policy seeks very clearly to reduce the dependence on the private car in urban areas such as Haringey. The advice in both PPS3 'Housing' and PPS13 'Transport' make clear recommendations to this effect. This advice is



also reflected in the London Plan and the local policy M10: 'Parking for Development' sets out the Council's requirements for parking for this type of use.

There are 10 off street parking spaces proposed.

The Council's Transportation Group has no objection to the proposal in terms of its parking provision.

#### viii) **Amenity provision**

Amenity space has been designed into scheme – A number of the larger units have the provision of ground floor gardens.

Overall the proposed development achieves the requirements for amenity space set out in SPG3a, therefore the amenity space provision is considered sufficient and acceptable.

It is considered that satisfactory and acceptable external amenity space has been designed into the scheme.

#### ix) **Waste Management**

The scheme has been design with a refuse management system that allows for the external waste collection and the internal storage of recyclable waste products. However, to ensure that the Council's standard of waste management is adhered to, a condition has been attached to this report requiring detail submission of a waste management scheme for approval.

#### x) **Sustainability**

The proposed development has been designed to achieve minimum level 3 code for Sustainable Homes and include the following sustainable features:

- A rainwater harvesting system for reuse in gardens and landscape areas
- Water panels and photovoltaic units where possible
- Double /triple glazed broken windows with low energy glass for reduced energy consumption
- Approved Condensing gas boilers to all units
- Natural ventilation systems
- Triple glazed windows with acoustic vents to the north boundary to minimise noise
- Timber from approved and sustainable sources as approved by FSC
- Indigenous flora and fauna for landscaping
- Use BRE methodology for assessing environmental impact
- Lifetime Home Standards compliance
- Low Energy light fittings
- External insulated building envelope to high levels of U Values.

### **SUMMARY AND CONCLUSION**

The application has been assessed against the relevant national, regional and local policies.

The proposal is found to accord with the aims of policy EMP4.

The applicant has provided sufficient evidence to show that the site has been marketed without success over a period of more than 18 months and that possibilities to reuse; or redevelop the site solely for business or industry have been explored.

The scale and massing has been designed to relate to the nearby buildings as such it is considered that the height & scale of the proposed development is appropriate for the site and will not have an adverse effect on the surrounding area.

It is considered that overall the proposed scheme is acceptable and complies with national, regional and relevant local policies G3 'Housing Supply', UD2 'Sustainable Design and Construction', UD3 'General Principles', UD4 'Quality Design', UD7 'Waste Storage', UD8 'Planning Obligations', EMP4 'Non Employment Generating Uses', HSG1 'New Housing Developments', HSG 4 'Affordable Housing', HSG 9 'Density Standards' and HSG10 'Dwelling Mix' of Haringey Unitary Development Plan.

## **RECOMMENDATION 1**

(1) That planning permission be granted in accordance with planning application reference number HGY2009/0105 subject to a pre-condition that the applicant shall first have entered into an agreement or agreements with the Council [under Section 106 of the Town and Country Planning Act 1990 (as amended) in order to secure:

- The provision of affordable housing at 43% of the total habitable rooms, to achieve 36 habitable rooms: 6 habitable rooms for shared ownership units and 30 habitable rooms for renting.
- An education contribution as required under SPG10c 'Education needs generated by new housing' to a value of £152,000 .00
- A contribution of £50,000 towards footway/highway improvements in the vicinity of the site.
- A cost recovery charge of £6,060

and

(2) That the agreement referred to in resolution (1) above is to be completed no later than 8 April 2009 or within such extended time as the Council's Assistant Director (PEPP) shall in his sole discretion allow; and

## **RECOMMENDATION 2**

That, following completion of the agreement referred to in resolution (1) within the time period provided for in resolution (2) above, planning permission be granted in accordance with the planning application Registered No. HGY/2009/0105 and

Applicant's drawing No'(s) 7436 01, 02, 03, 04, 05, 06, 07, 08 09, 10, 11, 12, 13, 14, 15, 16, 17, 18 & 19.

## **REASONS FOR APPROVAL**

The scheme complies with the national and strategic guidance and the relevant policies of Haringey Unitary Development Plan and Supplementary Planning Guidance.

Subject to the following condition(s)

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.  
Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.
2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.  
Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.
3. Samples of all materials to be used for the external surfaces of the development shall be submitted to, and approved in writing by, the Local Planning Authority before any development is commenced. Samples should include sample panels or brick types and a roofing material sample combined with a schedule of the exact product references.  
Reason: In order for the Local Planning Authority to retain control over the exact materials to be used for the proposed development and to assess the suitability of the samples submitted in the interests of visual amenity.
4. A scheme for the treatment of the surroundings of the proposed development including the planting of trees and/or shrubs shall be submitted to, approved in writing by the Local Planning Authority, and implemented in accordance with the approved details.  
Reason: In order to provide a suitable setting for the proposed development in the interests of visual amenity.
5. Details of a scheme depicting those areas to be treated by means of hard landscaping shall be submitted to, approved in writing by, and implemented in accordance with the approved details. Such a scheme to include a detailed drawing of those areas of the development to be so treated, a schedule of proposed materials and samples to be submitted for written approval on request from the Local Planning Authority.  
Reason: In order to ensure the development has satisfactory landscaped areas in the interests of the visual amenity of the area.

6. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.  
Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.
7. That a detailed scheme for the provision of refuse and waste storage within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the works. Such a scheme as approved shall be implemented and permanently retained thereafter to the satisfaction of the Local Planning Authority.  
Reason: In order to protect the amenities of the locality.
8. The proposed development shall have a central dish/aerial system for receiving all broadcasts for all the residential units created, details of such a scheme shall be submitted to and approved by the Local Planning Authority prior to the occupation of the property and the approved scheme shall be implemented and permanently retained thereafter.  
Reason: In order to protect the visual amenities of the neighbourhood.
9. Notwithstanding the provisions of Schedule 2, Part 1 of the Town & Country Planning General Permitted Development Order 1995, no enlargement, improvement or other alteration of any of the dwellings hereby approved in the form of development falling within Classes A to H shall be carried out without the submission of a particular planning application to the Local Planning Authority for its determination.  
Reason: To avoid overdevelopment of the site.
10. That the provision of 20 cycle racks in a secure shelter shall be constructed on the site.  
Reason: In order to promote sustainable mode of travel.
11. That the detailing of all the sustainable features which form part of the approved scheme including solar thermal collectors, low technology passive equipment etc shall be submitted for approval by the Local Planning Authority and implemented thereafter.  
Reason: To ensure the development is sustainable.
12. That details of a scheme of the layout of the hard surface to be permeable to allow rain water to run through the surface to the soil underneath shall be submitted and approved by the Local Planning Authority before commencement of works.  
Reason: In order to ensure rainwater is able to soak away into the soil rather than become surface water running off into the public drainage system.
13. The development hereby authorised shall comply with BS 8220 (1986) Part 1, 'Security of Residential Buildings' and comply with the aims and

objectives of the police requirement of 'Secured by Design' and 'Designing out Crime' principles.

Reason: In order to ensure that the proposed development achieves the required crime prevention elements as detailed by Circular 5/94 'Planning Out Crime'.

INFORMATIVE: The new development will require naming / numbering. The applicant should contact the Transportation Group at least six weeks before the development is occupied (tel. 020 8489 5573) to arrange for the allocation of a suitable address.

INFORMATIVE: The applicant is advised that only the highest quality yellow stock facing brickwork, in terms of materials, colour, texture, bond, and pointing, to the frontage building facing the High Road will be acceptable.

- (4) That, in the absence of the agreement referred to in resolution (1) above being completed within the time period provided for in resolution (2) above, the Planning Application be refused for the following reason:

The proposal fails to provide the affordable housing provision in accordance with the requirements set out in Policy HSG4 'Affordable Housing' and Supplementary Planning Guidance 10b 'Affordable Housing' of Haringey Unitary Development Plan

- (5) In the event that the Planning Application is refused for the reasons set out in resolution (4) above, the Assistant Director (Planning and Regeneration) (in consultation with the Chair of PASC) is hereby authorised to approve any further application for planning permission which duplicates the Planning Application provided that:
- (i) there has not been any material change in circumstances in the relevant planning considerations, and
  - (ii) the further application for planning permission is submitted to and approved by the Assistant Director (PaR) within a period of not more than 12 months from the date of the said refusal, and
  - (iii) the relevant parties shall have previously entered into the agreement contemplated in resolution (1) above to secure the obligations specified therein.