

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2008/1293

Ward: Tottenham Green

Date received: 16/06/2008

Last amended date: N / A

Drawing number of plans: 370/1/pr, 02/pr, 03/pr, 04/pr, 05/pr, 06, 07, 08, P198/001 Rev B & P198/002 Rev A.

Address: 1 - 13 Herbert Road N15

Proposal: Demolition of 7 existing temporary detached bungalows and erection of a two / three storey development of 7 houses (3 / 4 bed) including one wheelchair house, 11 (1 bed / 2 bed) flats and associated parking and external works.

Existing Use: Residential

Proposed Use: Residential

Applicant: Sanctuary Housing Association

Ownership: Private

PLANNING DESIGNATIONS

Road Network: Borough Road

Officer Contact: Stuart Cooke

RECOMMENDATION

GRANT PERMISSION subject to conditions and subject to section 106 Legal Agreement

SITE AND SURROUNDINGS

The application site comprises the land on the south side of Herbert Road currently occupied by seven prefabricated single storey dwellings. Herbert Road is a residential street in a mixed area of Victorian terraced housing, more recent flatted residential blocks and commercial / industrial units. The application site backs onto the Herbert Road industrial estate identified as DEA 22 in the UDP. At the eastern end of the road is a small public open space generally laid to grass with some small trees and shrubs.

The site is accessed from Rangemoor Road which in turn is accessed from Broad Lane. The site is therefore close to the Tottenham High Road shopping area and Seven Sisters transport interchange.

PLANNING HISTORY

Planning permission was granted for the erection of the prefabricated dwellings in 1989, (ref. HGY1989/0689). Prior to that the area was used as a car park.

DETAILS OF PROPOSAL

This application proposes the demolition of the existing prefabricated dwellings and the redevelopment of the site for a mixture of houses and flats. The new buildings would comprise 2 and 3-storey buildings comprising seven houses, (4 x 3-bed and 3 x 4-bed units, including one wheelchair unit) and eleven flats, (7 x 1-bed and 4 x 2-bed units). All the units proposed are affordable. Seven parking spaces are provided on-site.

The application is made on behalf of Sanctuary Housing Association

CONSULTATION

Ward Councillors

Transportation
Waste management
Building Control
Arboriculturist

LCDF
Metropolitan Police
Thames Water

14-34 Herbert Road
Cordell House, Newton Road
1-3, 21-27, 6-24 Harold Road
1-15, 2 Norman Road
1-22 Ashby Road
28-48 Newton Road
86a, b Rangemoor Road
38-40, 38c Wakefield Road
65-75, 65a Rangemoor Road

RESPONSES

Thames Water – public sewers crossing site. Prior approval from Thames Water required in terms of surface water discharge.

Transportation – no objections

Waste management – satisfied with proposals

Building Control – satisfied with fire vehicle access to development

Arboriculturist - The majority of the trees on the site are Category 3 trees under BS5837. All have been subject to previous maintenance works, e.g. crown reduction and pollarding. However, as a group the existing trees make a positive contribution to the amenity of the surrounding area.

J A Coles - Local Business – no objection but wish to make clear that their business generates a number of lorry movements along Herbert Road often early in the mornings.

Local residents – do not object in principle. However, concerned at loss of trees, number of units proposed, and parking.

A DC Forum was held for this scheme on 15 July 2008 at Apex House. Cllr Bevan and 2 local businesses attended. The minutes of the Forum are attached. The main issues raised were the potential effect of noise from the existing factories on the proposed housing and the loss of the trees along the rear boundary of the application site.

RELEVANT PLANNING POLICY

National Policies

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

London Plan 2008

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

HSG1 New Housing Developments

HSG 4 Affordable Housing
HSG 9 Density Standards
HSG10 Dwelling Mix

Supplementary Planning Guidance

Housing SPD October 2008
SPG1a Design Guidance
SPG8a Waste and Recycling
SPG10a The 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 residential use
- ii) Density
- iii) Dwelling mix
- iv) Size, bulk & design
- v) Amenity / Noise
- vi) Trees
- vii) Affordable housing and education contributions
- viii) Parking
- ix) Private amenity provision
- x) Waste management
- xi) Sustainability

These issues are discussed below:

- i) The principle of residential use 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. The 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 set out in Table 3A.1 of the London Plan and reflected in Unitary Development Plan Policy G3.

ii) Density

Table 3A.2 of The London Plan sets a density of 200 – 700 habitable rooms per hectare for developments in urban areas within 10 minutes walking distance of a town centre with an accessibility index of 4 - 6. The application site falls within this band.

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.

The scheme proposes a total of 18 residential units. The development would provide a mix of 7 x 1-bed, 4 x 2 bed and 4 x 3 bed and 3 x 4-bed units. In total, the scheme has 57 habitable rooms. Therefore, applying the method set out in the Housing SPD October 2008 the density of the proposed development is approximately 316 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 the Housing SPD October 2008.

iii) Dwelling mix of new building

In terms of the mix and standard of accommodation provided, Policy HSG 10 'Dwelling Mix' and SPG3a "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 1-bed, 4 x 2 bed and 4 x 3 bed and 3 x 4-bed units, which accord with policy guidelines. The floor areas of the proposed units comply with the Councils standards are 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 unit capable of adaptation as a disability unit. The proposed units are considered to comply with policy HSG10 and SPG3a.

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, conservation area and the amenity of residents.

The proposed development is between 2 and 3-storeys in height which is appropriate to the surrounding area. The scheme is designed to reinstate the street frontage by creating a new terrace along the south side of Herbert Road set back behind small front gardens with a low boundary wall.

The main elevations will be in brick to match the predominant material of the existing buildings in Herbert Road with artificial slate roofs and powder coated aluminium windows.

It is considered that the proposal fits well on the site and will be complementary to the existing terraces and to the surrounding locality. It is also considered that the proposed design and materials will blend well with the immediate locality. As such the proposal accord with the aims of policies UD3 'General Principles' & UD4 'Quality Design'

v) Amenity / Noise

Policy UD3 'General Principles' seeks to protect existing residential amenity and avoid loss of light and overlooking issues. The proposal will not adversely affect the existing amenity of the residential properties in Herbert Road in terms of sunlight and daylight or loss of aspect or views.

The application site does however back onto the Rangemoor Road DEA and the commercial units in Norman Road behind share a common boundary. Following concerns expressed by the occupiers of one of those units, the applicant has carried out a noise survey to assess the level of noise generated by the existing commercial units and its likely effect on the proposed dwellings. This survey concluded that the noise levels generated by the units was minimal over and above the general ambient noise levels existing in the area and therefore no significant disturbance or loss of amenity should occur to the potential occupiers as a result of noise.

The application site abuts a small open space at its eastern end. This space is currently mainly grass with a few small trees and shrubs. The applicant has undertaken to contribute to the improvement of this space through additional tree planting and general enhancement of the planting within this space. As such, it is considered that the proposal complies with the aims of policy UD3.

vi) Trees

At present, the site has two main groups of trees, i) the conifers located in front garden areas of the existing temporary buildings and ii) the row of trees along the rear boundary of the site. The scheme involves the loss of most of the existing trees on the site. The loss of the conifers is not regarded as significant. These trees are not native species and are in relatively poor condition. As such, they are not regarded as contributing significantly to the amenity of the area. However, in order to achieve a satisfactory setting for the development in Herbert Road, the applicant has undertaken to plant a row of new street trees along Hebert Road in front of the development. With regard to the trees at the rear of the site, these comprise a mixed group of trees considered by the Councils arboriculturist as being of moderate quality although as a group they do contribute positively to the amenity of the area. As such, he recommends that at least some of these trees should be retained. However, due to the narrow nature of the site it is not possible to retain the trees. In this light the applicant has prepared an enhanced planting and landscape management plan which is designed to upgrade and improve the planting particularly to the rear boundary of the site and the open amenity areas at either end. The intention of this plan, when combined with the new buildings designed for the site, is to result in a scheme which improves the appearance of the area relative to the buildings that currently occupy the site as well as improving the setting of the development by the introduction to the new street trees and the enhanced planting to the adjacent open spaces, particularly the area directly to the east of the application site.

In order to achieve these upgrading and improvements, a financial contribution of £25,000 has been agreed with the applicant as part of the S106 package.

vii) Affordable housing and Education contributions.

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 units for affordable housing. In this case there are 18 units proposed all of which will be affordable.

SPG10c requires an education contribution in relation to development comprising 5 or more 2-bed and above units. This scheme falls within this category. Applying the formula set out in SPG10c a contribution of £62,000 is appropriate for this development.

viii) Parking

National planning policy seeks 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 Councils requirements for parking for this type of use.

The site has a PTAL rating of 4 which is a medium/good classification. It is within 10 minute walk of Seven Sisters transport interchange and the shopping facilities in Tottenham High Road/Broad Lane. A reduced level of parking provision is therefore appropriate for this site. The scheme incorporates a total of 7 spaces within the site, including 1 disabled space. This level of provision is considered acceptable by Transportation. In addition, the scheme includes 35 secure sheltered bicycle parking spaces which also complies with the Councils requirements.

ix) Private Amenity Space

Amenity space has been designed into scheme - The houses all have private front and rear gardens between 45 and 65 square metres. The proposed flats benefit from the provision of ground floor garden space as well as private balconies. Overall the proposed development achieves the requirements for amenity space set out in Housing SPD and therefore the amenity space provision is considered sufficient and acceptable.

x) 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.

xi) Sustainability

The proposed scheme is within a short walking distance of good public transport links and local shops and facilities. Reduced car parking is provided with a good provision of secure cycle parking.

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

- Reuse of previously developed land
- Affordable housing
- Level access with one Wheelchair unit
- All units to Lifetime Homes standards
- Buildings are orientated to maximise natural light and ventilation
- Solar preheating of water included in scheme
- Approved Condensing gas boilers to all units
- Lifetime Home Standards compliance
- Timber from approved and sustainable sources as approved by FSC

- Use BRE methodology for assessing environmental impact
- Low Energy light fittings
- External insulated building envelope to high levels of U Values.
- Indigenous flora and fauna for landscaping

PLANNING OBLIGATION

The applicant has agreed to enter into a S106 agreement in line with national guidance and advice in SPG10a. The agreement includes contributions towards:

- Affordable housing
The scheme proposes 100% affordable housing provision.
- Education provision
The applicant undertakes to make a contribution of £62,000 towards local education provision based on the formula contained in Supplementary Planning Guidance 10c.
- Environmental improvement/enhancement - £25,000 for street tree planting and enhancement of the adjacent open space.
- Monitoring charge @ 5% of total value - £4,350

RECOMMENDATION

GRANT PERMISSION

That planning permission be granted in accordance with planning application reference number HGY2008/1293 subject to a pre-condition that the applicant shall first have entered into an Agreement with the Council under Section 106 of the Town and Country Planning Act 1990 (As Amended) and Section 16 of the Greater London Council (General Powers) Act 1974] in order to secure:

Affordable housing @ 50% habitable rooms
Education contribution of £62,000
Environmental improvements £25,000 and
Monitoring charge of £4,350

Registered No. HGY/2008/1293

Applicant's drawing Nos. 370/1/pr, 02/pr, 03/pr, 04/pr, 05/pr, 06, 07, 08, P198/001 Rev B & P198/002 Rev A.

Subject to the following conditions:

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. Notwithstanding the description of the materials in the application, no development shall be commenced until precise details of the materials to be used in connection with the development hereby permitted have been submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority.

Reason: In order to retain control over the external appearance of the development in the interest of the visual amenity of the area.

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. That the levels of all thresholds and details of boundary treatment be submitted to and approved by the Local Planning Authority.

Reason: In order to safeguard the visual amenity of the area and to ensure adequate means of enclosure for the proposed development.

7. 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.

8. 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.

9. That not more than 18 separate units, whether flats or houses shall be constructed on the site.

Reason: In order to avoid overdevelopment of the site.

10. 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.

11. That the accommodation for car parking and/or loading and unloading facilities be specifically submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority before the occupation of the building and commencement of the use; that accommodation to be permanently retained for the accommodation of vehicles of the occupiers, users of, or persons calling at the premises and shall not be used for any other purposes.

Reason: In order to ensure that the proposed development does not prejudice the free flow of traffic or the conditions of general safety along the neighbouring highway.

12. 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.

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: There are public sewers crossing this site, and no building works will be permitted within 3 metres of the sewers without Thames Water's approval. Should a building over / diversion application form, or other information relating to Thames Waters assets be required, the applicant should be advised to contact Thames Water Developer Services on 0845 850 2777. Surface Water Drainage - With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer.

In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of Ground Water. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.

REASONS FOR APPROVAL

The application has been assessed in the light of current relevant national and local policies and is regarded as complying with these policies. As such, the proposal is considered to be acceptable and planning permission should be granted.