

REPORT FOR CONSIDERATION AT PLANNING APPLICATIONS SUB COMMITTEE

Reference No: HGY/2005/2215

Ward: Noel Park

Date received: 02/12/2005

Last amended date: N/A

Drawing number of plans: 583/TP.F 01; 583/TP.F 02; 583/TP.F 03; 583/TP.F 04 & 2611-1 & 2611-2.

Address: 22 - 24 High Road, N22

Proposal: Erection of part 2/3/5 storey building comprising retail at ground and rear first floor level and residential at 1st, 2nd, 3rd and 4th floor levels consisting of 4 x one bed and 5 x two bed flats. Associated refuse and cycle storage at ground floor level.

Existing Use: Ground Floor Shop/Upper Floor Residential

Proposed Use: Ground Floor Shop/Upper Floor Residential

Applicant: Parkdale Estates Ltd.

Ownership: Parkdale Estates Ltd.

PLANNING DESIGNATIONS

Road - Metropolitan
RIM 1.2 Upgrading Areas In Greatest Need
STC 1.4 Metropolitan Centre – Primary Frontage

Officer contact: Brett Henderson

RECOMMENDATION

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

SITE AND SURROUNDINGS

The subject site is situated at 22 - 24 High Road and contains a part single, part two storey, part three storey mid terrace building on a section of street

frontage with predominantly commercial uses on the ground floors within a metropolitan centre primary frontage zone.

The building on the subject site contains a ground floor shop and upper floor residential uses.

There are residential land uses on the upper floors of the terrace building on the opposite side of the street.

The site has an area of 462.4 square metres.

PLANNING HISTORY

15/02/94 – Conditional Consent – 1994/0095 – Installation of new shopfront.

15/02/94 – Conditional Consent – 1994/0096 – Display of internally illuminated fascia sign and projecting box sign.

01/11/05 – Refuse – 2005/1538 – Erection of a 6 storey building comprising retail at ground and 1st floor levels and 10 x 1 bed and 4 x 2 bed self contained flats. Provision of roof terraces at 5th and 3rd floor level and refuse storage and bicycle store at ground floor level.

DETAILS OF PROPOSAL

The proposal involves the demolition of the existing building occupying the site and the erection of a part 2, part 3, part 5 storey building comprising retail at ground and rear first floor level and residential at 1st, 2nd, 3rd and 4th floor levels consisting of 4 x one bed flats and 5 x two bed flats. Associated refuse and cycle storage will be proposed at ground floor level.

The building will have a maximum height of 15 metres. The height on the street frontage will be 10.6 metres, which is 0.6 metres taller than the adjacent street frontages of the neighbouring terrace buildings to the side.

Communal amenity space measuring 149 square metres will be provided on the second floor, while 5 of the flats will have access to private balconies.

No car parking is provided on site.

12 bicycle parks will be provided on the ground floor.

The proposal has a density of 373 habitable rooms per hectare (hrh).

The application is for less than 10 dwellings therefore, no affordable housing will be required however, an education contribution will be sought.

The demolition of the existing building on site does not require Planning permission.

CONSULTATION

Waste Management

Building Control

T.W.A.

Transportation Group

Ward Councillors

Manager 'Garage' Whymark Avenue, N22

Wood Green Town Centre Manager

14 – 20 (e), 26, 13 – 29 (o) High Road, N22

1st & 2nd Floor Flats, 14 – 20 (e), 26, 13 – 29 (o) High Road, N22

RESPONSES

Transportation – No objection – Please attach the following Informatives:

- (1) The residential units are defined as 'car free' and therefore no residents therein will be entitled to apply for a residents parking permit under the terms of the relevant Traffic Management Order controlling on-street parking in the vicinity of the development.*
- (2) The new development will require 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.*

5 Malvern Road, N8 – Objection – Overdevelopment. Poor amenities for dwellings. Piecemeal development of the retail area inappropriate.

Waste Management – No objection

T.W.A. – No objection.

Borough Arboriculturalist – No objection.

Building Control – No objection.

Ward Councillors – No objection.

Wood Green Town Centre Manager – No objection.

RELEVANT PLANNING POLICY

National Policy Background

Planning Policy Guidance 3 Housing

The principal national policy guidance relating to residential development is contained in Planning Policy Guidance Note 3: Housing. This PPG provides guidance on a range of issues relating to the provision of housing. Circular 6/98 *Planning and Affordable Housing* will continue to apply, within the framework of policy set out in this guidance.

PPG3 states that Local Planning authorities should:

- provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites;
- promote improved quality of developments which in their design, layout and allocation of space create a sense of community; and
- Introduce greater flexibility in the application of parking standards, which the government expects to be significantly lower than at present.

Planning Policy Guidance 13 Transport

Planning Policy Guidance 13 Transport was issued in March 2001. It aims to:

- promote more sustainable transport choices for people and for moving freight.
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling.
- reduce the need to travel especially by car.

The London Plan

The London Plan was adopted in February 2004 by the Greater London Authority and forms the Spatial Development Strategy for Greater London. It contains key policies covering housing, transport, design and sustainability in the capital. It replaces Regional Planning Guidance Note 3 - Regional Planning Guidance for London.

The London Plan sets housing targets for individual boroughs for the period up to 2016. The target for Haringey is 19,370 additional 'homes' (970 per year) out of a target for London of 457,950 (23000 per year).

The London Plan also sets out density targets for residential development in London. Various ranges are specified. Of particular relevance to this site - urban sites within 10 mins walking distance of a town centre with a high accessibility index proposed for flatted development may have a range of 450-700 hrh.

Local Policy Background

Current Unitary Development Plan 1998

HSG 1.1 Strategic Housing Target

Sets out the Council's strategic housing targets based on central government advice.

HSG 2.1 Dwelling Mix For New Build Housing

The Council will normally expect all new development to include a mix of housing types to cater for both family and non-family households.

HSG 2.2 Residential Densities

In considering applications for residential development (including redevelopments, conversions and mixed-used schemes) the density of the development should normally be in the density range of 175 hrh - 250 hrh. This policy has been superseded by the London Plan and the Emerging Unitary Development Plan which reflects the requirements of the London Plan

DES 1.1 Good Design and How Design Will Be Assessed

The Council will require development to be of good design. The overall quality of the design of a proposal will be assessed and poorly designed schemes will be refused.

DES 1.2 Assessment of Design Quality (1): Fitting New Buildings into the Surrounding Area.

Infill development in areas of varied townscape of significant quality. (including most conservation areas) can create new compositions and points of interest but should be disciplined by building lines, scale of area, heights, massing, characteristic or historic plot widths.

DES 1.3 Assessment of Design Quality (2): Enclosure, Height and Scale

The Council will assess the design of development schemes in relation to enclosure, height and scale.

DES 1.4 Assessment of Design Quality (3): Building Lines, Layout, Form, Rhythm and Massing

In assessing the design of new development, alterations and extensions the Council will have regard to building lines, layout and form, rhythm and massing.

DES 1.9 Privacy and Amenity of Neighbours

Seeks to protect the reasonable amenity of neighbours.

TSP 1.1 Transport and New Development

All development proposals will be assessed for their contribution to traffic generation and their impact on congestion and against the present and potential availability of public transport and its capacity to meet increased demand.

TSP 7.1 Parking for Development

The proposal should provide an acceptable level of parking in line with current national and local policy advice.

EMP 1.2 New Employment Uses

Council will promote employment generating uses through new mixed developments.

STC 1.4 Town Centre Primary Frontages

The predominant use in primary frontages should be A1 retail

RIM 1.2 Upgrading Areas in Greatest Need

Council will give priority for public and private sector investment in regeneration projects.

Emerging Unitary Development Plan – Revised Deposit September 2004

HSG1 New Housing Developments

The Council will increase the supply of housing in the Borough in order to meet targets.

HSG8 Density Standards

Reflects the advice in the London Plan and increased densities.

HSG9 Dwelling Mix

Requires that the dwelling mix meet the Council's housing requirements.

UD1A Sustainable Design and Construction

This policy is concerned with the environmental/natural resource aspects of sustainable development.

UD2 General Principles

New development in the Borough should complement the existing pattern of development.

UD3 Quality Design

The Council wishes to support good and appropriate design, which is sustainable, improves the quality of the existing environment, reinforces a sense of place and promotes civic pride.

UD5 Mixed Use Developments

Where appropriate, developments should include a mix of uses in order to ensure sustainable development, particularly where such developments are located in town centres, areas of high public transport accessibility and within major new developments.

UD 10 Planning Obligations

The Council, where appropriate, will enter into Planning agreements under section 106 of the Town and Country Planning Act.

TCR3 Protection of Shops in the Main Town Centres

The Council will seek to retain all A1 use within the primary shopping frontage.

ANALYSIS/ASSESSMENT OF THE APPLICATION

The main issues created by the proposal are i) principal of the residential use of the land, ii) principle of retail use, iii) density, iv) size, bulk and design, v) privacy and overlooking, vi) access and parking, vii) sustainability, viii) objectors comments, ix) contributions. Each of these issues is discussed below:

Principle of Residential Use

The existing building on site contains residential uses on the upper floors, while on the opposite side of the street the prevailing development consists of residential land uses on the upper floors of the terrace building. A precedent is set at this location for ground floor commercial and retail uses and upper floor residential uses.

The London Plan sets housing targets for Local Authorities for the period up to 2016. The target for Haringey is 19,370 additional 'homes' (970 per year). These targets are generally reflected in Unitary Development Plan policy HSG 1.1: 'Strategic Housing Target'. This development will contribute toward the Council meeting its target.

PPG 3 and the London Plan encourage the residential development of brownfield sites. The pressure of land for new housing in the Borough means that brownfield sites such as this one are increasingly considered for housing development. In the Borough's tight urban fabric the opportunities for an acceptable form of this development are increasingly limited as the available sites decrease. Policy DES 1.9 'Privacy and Amenity of Neighbours' recognises this pressure and seeks to ensure an appropriate level of development for these sites which ensures that existing amenity is not harmed. In this case, the proposed development has been designed to fit in without having an unduly overbearing affect on the neighbouring properties or the streetscape in general. It is considered that the High Road location will not have a significant negative impact on the future residents of the site.

Policy HSG 2.1 'Dwelling Mix For New Build Housing' requires a mix of unit sizes to provide some family, (i.e. over 1-bed), units. This scheme proposes 4 one bed flats and 5 two bed flats, which generally meet the flat size and room size requirements of Supplementary Planning Guidance Note 2.3 'Standards for New Build Residential Development'. Given the close proximity of the site to Turnpike Lane tube station and it's location on a "High Street", it is considered to be a suitable location for predominantly one and two bed flats.

Principle of Retail Use

The existing building on site contains retail uses on the ground floor, which matches the prevailing retail and commercial uses on the High Road. The continuation of this use does not require Planning permission.

Density

PPG3 recommends that more efficient use of land be made by maximising use of previously developed land. It recommends that local Planning authorities "avoid housing development which makes inefficient use of land and provide for more intensive housing development in and around existing centres and close to public transport nodes".

The London Plan sets higher density for developments in urban areas than the local Planning policies and recommends a density range of 450 – 700 habitable rooms per hectare for flatted developments in urban areas within 10 minutes walking distance of a town centre.

Policy HSG 2.2 of the adopted Unitary Development Plan sets a density range of 175 – 250 habitable rooms per hectare. Where higher densities may be acceptable in all cases the upper limit will be 350 habitable rooms per hectare.

Policy HSG 8 of the emerging plan policy sets the density range between 200 – 400 habitable rooms per hectare. This policy is the most recent local Planning policy and therefore more closely reflects the density ranges set at a regional level, in the London Plan.

The scheme proposes to create 9 residential flats, consisting of 4 one bed flats and 5 two bed flats. In total, the scheme would have 23 habitable rooms. The site area including the street frontage is 615.6 square metres. Therefore, applying the method set out in Supplementary Planning Guidance (SPG) 2.2 “Density for Residential and Mixed Use Developments” and 3a “Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes”, the density of the proposed development would be 373 habitable rooms per hectare.

The site is within a Town Centre and has a high public transport accessibility rating (PTAL 6). The proposed density is quite low however, considering the shape of the site and prevailing development in the vicinity, it would not be possible to increase the density further without a negative overbearing impact on the area resulting. Therefore, the density is considered to be appropriate in this location.

Size, Bulk and Design

Policies DES 1.1 ‘Good Design and How Design Will Be Assessed’, DES 1.2 ‘Assessment of Design Quality (1): Fitting New Buildings into the Surrounding Area’ and DES 1.4 ‘Assessment of Design Quality (3): Building Lines, Layout, Form, Rhythm and Massing’ require that new buildings are of an acceptable standard of design and fit in with the surrounding area.

The proposed building generally reflects the height of the adjoining buildings to the sides and the height of the terrace building on the opposite side of the street. The fourth floor of the building has been setback from the front of the building, which has helped to reduce the visible bulk at street level. The result is a contemporary building, which respects and assimilates with the prevailing development in the area. It is considered that the development will not have an adverse affect on any adjoining property. In fact it will have a positive regenerative impact on the streetscape and the amenity of the area.

Privacy and Overlooking

Policy DES 1.9 'Privacy and Amenity of Neighbours' seeks to protect the existing privacy and amenity of neighbouring occupiers. In this case, the proposed building meets the requirements of SPG 3b 'Privacy/Overlooking, Aspect/Outlook and Daylight/Sunlight' and will not result in loss of privacy from overlooking. Furthermore, it is considered that there will be no significant loss of sunlight or daylight to any adjoining property as a result of the development.

The proposal will not be unacceptably detrimental to the amenity of adjacent users, residents and occupiers or the surrounding area in general.

Access and Parking

The scheme is car parking free, which meets the Council's standards for this type of development in this location which has a high public transport accessibility rating (PTAL 6) and has been approved by Council's Transportation department.

Twelve bicycle parking spaces will be provided on the ground floor, which is considered adequate for this type of development.

A bin storage area is located within 25 metres of Whymark Avenue, which meets the requirements of Council's Waste Management Department.

Sustainability

The applicant has provided a completed sustainability checklist as part of the application submission in line with SPG 8c "Environmental Performance" and SPG 9 "Sustainability Statement – Including Checklist". The use of the site, which is 'brownfield' for the proposed mixed-use development fundamentally, addresses the principal of sustainability and this approach is demonstrated in the design of the scheme.

The development has an EcoHomes initial rating of "Good". EcoHomes assesses the environmental quality of a development by considering the broad concerns of climate change, use of resources, pollution and impacts on bio-diversity. These concerns are balanced against their need for a high quality internal environment.

Objectors Comments

1. Overdevelopment

The proposal has taken into account prevailing development in the vicinity of the area. It is considered that the number of flats proposed can be adequately contained within the subject site and will not lead to overdevelopment, Policy guidance in the London Plan allows for a higher density of development on the site.

2. Poor amenities for dwellings

Policy HSG 2.1 'Dwelling Mix For New Build Housing' requires a mix of unit sizes to provide some family, (i.e. over 1-bed), units. This scheme proposes 4 one bed flats and 5 two bed flats, which generally meet the flat size and room size requirements of Supplementary Planning Guidance Note 2.3 'Standards for New Build Residential Development'. Given the close proximity of the site to Turnpike Lane tube station and its location on a "High Street", it is considered to be a suitable location for predominantly one and two bed flats.

Furthermore, communal amenity space measuring 149 square metres will be provided on the second floor, while 5 of the flats will have access to private balconies. The amenities for the dwellings are most certainly not poor.

3. Piecemeal development of the retail area inappropriate

The retail use and the size of the retail unit proposed matches the prevailing development in the area and complies with policy.

Contributions

Education - Supplementary Planning Guidance Note 8.2 'Education Needs Generated by New Housing Development' requires the applicant enter into a legal agreement with the Council to provide a financial contribution towards the impact of the development on local education provision. The Guidance recognises that all, new development, with 5 or more units are likely to have an impact. The Guidance sets out a formula for assessing the contribution based on figures provided by the Department of Education and Science of the cost of school places. This report recommends that a contribution is required for this development through a legal agreement should Planning permission be granted. The applicant is required to contribute a sum of £27,743.58.

Cost Recovery – £1,387.18.

SUMMARY AND CONCLUSION

The proposed development is of a type and scale which is appropriate to this location. The scheme meets the relevant policy requirements for sites of this type as well as being in line with general national policy and guidance.

The surrounding occupiers will not suffer loss of amenity as a result of additional overlooking or loss of sunlight or daylight. The design approach is modern which fits in with the surrounding area and adequate amenity space is provided.

Planning permission is therefore recommended subject to a legal agreement and conditions.

RECOMMENDATION 1

The Sub-Committee is recommended to **RESOLVE** as follows:

- (1) That Planning permission be granted in accordance with Planning application no. HGY/2005/2215, subject to a pre-condition that the owners of the application site shall first have entered into an Agreement or Agreements with the Council under Section 106 of the Town & Country Planning Act 1990 (as amended) in order to secure a contribution of £27,743.58 toward educational facilities within the Borough and a contribution of £1,387.18 toward cost recovery.

RECOMMENDATION 2

GRANT PLANNING PERMISSION

Registered No. HGY/2005/2215

Applicant's drawing Nos: 583/TP.F 01; 583/TP.F 02; 583/TP.F 03;
583/TP.F 04 & 2611-1 & 2611-2.

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 Section 91 of the Town & Country Planning Act 1990 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. Notwithstanding the details of landscaping referred to in the application, a scheme for the “green roof” of the proposed development to include detailed drawings of those new trees and shrubs to be planted together with a schedule of species shall be submitted to, and approved in writing by, the Local Planning Authority prior to the commencement of the development. Such an approved scheme of planting, seeding or turfing comprised in the approved details of landscaping shall be carried out and implemented in strict accordance with the approved details in the first planting and seeding season following the occupation of the building or the completion of development (whichever is sooner). Any trees or plants, either existing or proposed, which, within a period of five years from the completion of the development die, are removed, become damaged or diseased shall be replaced in the next planting season with a similar size and species. The landscaping scheme, once implemented, is to be maintained and retained thereafter to the satisfaction of the Local Planning Authority.
Reason: In order for the Local Planning Authority to assess the acceptability of any landscaping scheme in relation to the site itself, thereby ensuring a satisfactory setting for the proposed development in the interests of the visual amenity of the area.
5. 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.
6. Notwithstanding the description of dustbin enclosures submitted as part of the permission hereby granted the enclosures shown shall be constructed in complete accordance with the requirements of the Local Planning Authority and be installed prior to the occupation of the buildings (please contact Michael McNicholas in Council’s Waste Department on 020 8489 5668 for further details).
Reason: In order to ensure a satisfactory appearance to the building and to safeguard the enjoyment by neighbouring occupiers of their properties and the appearance of the locality.
7. That not more than 9 separate units, whether flats or houses, shall be constructed on the site.
Reason: In order to avoid overdevelopment of the site.

8. Details of design, materials and location of the bicycle racks shall be submitted to the Local Planning Authority, agreed to in writing and installed prior to the occupation of the buildings. At least 12 bicycle racks are to be provided and enclosed within a secure shelter. Such an approved scheme shall be carried out and implemented in strict accordance with the approved details and be maintained and retained thereafter to the satisfaction of the Local Planning Authority.
Reason: To provide adequate bicycle parking for residents.
9. Notwithstanding the provisions of the Town & Country Planning (Use Classes) Order 1987 the retail floor space hereby approved shall be used for retail purposes only and shall not be used for any other purpose unless approval is obtained to a variation of this condition through the submission of a Planning application.
Reason: In order to restrict the use of the premises to one compatible with the surrounding area because other uses within the same Use Class or another Use Class are not necessarily considered to be acceptable.
10. This approval does not include any signage associated with the ground floor retail use. A separate application for this signage shall be submitted to, and approved in writing by the Local Planning Authority prior to its installation.
Reason: To protect the streetscape and the amenity of the area.
11. The proposed development shall have no more than 2 central dishes/aerial systems 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.

INFORMATIVES

- (i) The applicant is advised that in the interests of the security of the development hereby authorised that all works should comply with BS 8220 (1986), Part 1 - 'Security Of Residential Buildings'.
- (ii) 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.

- (iii) The residential units are defined as 'car free' and therefore no residents therein will be entitled to apply for a residents parking permit under the terms of the relevant Traffic Management Order controlling on-street parking in the vicinity of the development

REASONS FOR APPROVAL

The proposal at 22 – 24 High Road for the erection of a part 2, part 3, part 5 storey building comprising retail at ground and rear first floor level and residential at 1st, 2nd, 3rd and 4th floor levels consisting of 4 x one bed flats and 5 x two bed flats, together with associated refuse and cycle storage, complies with policies HSG 1.1 'Strategic Housing Target'; HSG 2.1 'Dwelling Mix For New Build Housing'; HSG 2.2 'Residential Densities'; DES 1.1 'Good Design and How Design Will Be Assessed'; DES 1.2 'Assessment of Design Quality (1): Fitting New Buildings into the Surrounding Area'; DES 1.3 'Assessment of Design Quality (2): Enclosure, Height and Scale'; DES 1.4 'Assessment of Design Quality (3): Building Lines, Layout, Form, Rhythm and Massing'; DES 1.9 'Privacy and Amenity of Neighbours'; TSP 1.1 'Transport and New Development'; TSP 7.1 'Parking for Development'; EMP 1.2 'New Employment Uses'; STC 1.4 'Town Centre Primary Frontages'; and RIM 1.2 'Upgrading Areas in Greatest Need' within the Haringey Unitary Development Plan. It is therefore considered appropriate that Planning permission be granted.