

## REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE

### 1. APPLICATION DETAILS

**Reference Nos:** HGY/2022/4552 & HGY/2023/0236 **Ward:** Bounds Green

**Address:** Braemar Avenue Baptist Church, Braemar Avenue, Wood Green, London, N22 7BY

#### Proposals

Planning application for the demolition of existing Church Hall and 1950's brick addition to rear of main Church building and redevelopment of site to provide new part 1, part 4 storey building (plus basement), comprising a new church hall and associated facilities at ground and basement level and self-contained residential units at ground to fourth floor level with associated refuse, recycling storage, cycle parking facilities including landscaping improvements.

Listed building consent application for demolition of existing Church Hall and 1950's brick addition to rear of main Church building and redevelopment of site to provide new part 1, part 4 storey building (plus basement), comprising a new church hall and associated facilities at ground and basement level and self contained residential units at ground to fourth floor level with associated refuse, recycling storage, cycle parking facilities including landscaping improvements.

**Applicant:** Braemar Avenue Baptist Church

**Ownership:** Private

**Case Officer Contact:** Valerie Okeiyi

1.1 These applications have been referred to the Planning Sub Committee for a decision as it is a major application that is also subject to a section 106 agreement.

#### 1.2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

##### Full Planning Application

- The proposal to rationalise and improve the church hall which is a community facility is acceptable and will meet the operational requirements of the existing church use and the present and future needs of the local community.

- The development would introduce a high-quality residential development which responds appropriately to the local context and is supported by the Quality Review Panel.
- The development would provide 15 residential dwellings, contributing towards much needed housing stock in the borough.
- The works to the Grade II listed church are welcomed and will greatly improve and enhance the character of the church as a focal building within the conservation area and will have a positive impact on the character of the listed building.
- The proposed development will lead to very low, less than substantial harm to the significance of the conservation area and its assets, which would be outweighed by the public benefits of the development.
- The mix and quality of accommodation are acceptable and either meet or exceed relevant planning policy standards. The dwellings have private external amenity space and all dwellings are in close proximity to a substantial sized open space - Nightingale Gardens.
- The proposal provides good quality hard and soft landscaping.
- The proposal has been designed to avoid any material harm to neighbouring amenity in terms of a loss of sunlight and daylight, outlook, or privacy, and in terms of excessive, noise, light or air pollution.
- The development would be 'car free' and provide an appropriate quantity of cycle parking spaces for this location and would be further supported by sustainable transport initiatives. There would be no significant adverse impacts on the surrounding highway network or on car parking conditions in the area.
- The development would provide appropriate carbon reduction measures and a carbon off-setting payment to provide a zero carbon development, as well as site drainage and biodiversity improvements.
- The proposed development will secure several obligations including financial contributions to mitigate the residual impacts of the development.

## 2. RECOMMENDATION

- 2.1 That the Committee authorise the Head of Development Management or the Assistant Director of Planning, Building Standards & Sustainability to **GRANT planning permission** subject to the conditions and informatives set out below and the completion of an agreement satisfactory to the Head of Development

Management or the Assistant Director of Planning, Building Standards & Sustainability that secures the obligations set out in the Heads of Terms below.

- 2.2 That delegated authority be granted to the Head of Development Management or the Assistant Director Planning, Building Standards and Sustainability to make any alterations, additions or deletions to the recommended measures and/or recommended conditions as set out in this report and to further delegate this power provided this authority shall be exercised in consultation with the Chair (or in their absence the Vice-Chair) of the Sub-Committee.
- 2.3 That the agreement referred to in resolution (2.1) above is to be completed no later than 27/11/2023 within such extended time as the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability shall in his sole discretion allow; and
- 2.4 That, following completion of the agreement(s) referred to in resolution (2.1) within the time period provided for in resolution (2.3) above, planning permission be granted in accordance with the Planning Application subject to the attachment of the conditions.

Conditions/Informative Summary – Planning Application HGY/2022/4552 (the full text of recommended conditions/informative is contained in Appendix 2 of the report

## **Conditions**

1. Three years
2. Drawings
3. Materials
4. Boundary treatment and access control
5. Landscaping
6. Arboricultural Method Statement
7. Tree protection Plan
8. Lighting
9. Site levels
10. Secure by design accreditation
11. Secure by design certification
12. Land Contamination
13. Unexpected Contamination
14. Air Quality Assessment
15. NRMM
16. Demolition/Construction Environmental Management Plan
17. Delivery and Servicing Plan
18. Cycle parking
19. Event Management Plan
20. Piling Method Statement
21. Satellite antenna

22. Restriction to telecommunications apparatus
23. Architect Retention
24. Wheelchair Accessible Dwellings
25. Noise Management Plans
26. Energy Strategy
27. Overheating
28. Living roof (s)
29. Biodiversity Measures
30. Water Butts
31. BREEAM Pre-Assessment
32. Building user guide for overheating
33. Basement Construction
34. Fire Safety Solutions
35. Replacement Tree
36. Tree aftercare programme
37. Basement sound insulation
38. Water use

### **Informatives**

- 1) Co-operation
- 2) CIL liable
- 3) Hours of construction
- 4) Party Wall Act
- 5) Street Numbering
- 6) Sprinklers
- 7) Water pressure
- 8) Thames Water Groundwater Risk Management Permit
- 9) Thames Water Underground Asset
- 10) Asbestos
- 11) Secure by design

2.5 That the Committee authorise the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability is authorised to resolve to **GRANT Listed Building Consent** subject to conditions and informatives as set out below.

2.6 That delegated authority be granted to the Head of Development Management or the Assistant Director of Planning, Building Standards & Sustainability to make any alterations, additions or deletions to the recommended conditions set out in this report and to further delegate this power provided this authority shall be exercised in consultation with the Chair (or in their absence the Vice Chair) of the Sub-Committee.

Conditions/Informative Summary – Listed Building Consent application HGY/2023/0236 (the full text of recommended conditions/informative is contained in Appendix 2 of the report

**Conditions**

1. Three years
2. Drawings
3. Details of construction works
4. Method statement relating to demolition
5. Details of repairs works to the listed church
6. Detailed design
7. Details of services within the new church hall and entrance link
8. Details of the proposed lighting
9. Materials

**Informatives**

1. Co-operation
2. Materials

**Section 106 Heads of Terms\_- Planning Application HGY/2022/4552**

1. Affordable housing Provision
  - Early/Late Stage Review
  - The Manse restricted to use linked to the church
  - Works to the church to be undertaken and completed before no more than 50% of the residential units are occupied
2. Section 278 Highway Agreement
  - Footway improvement works, access to the Highway, measures for street furniture relocation, carriageway markings, and access and visibility safety requirements
  - The removal of the crossover to the site to reinstate the footway and the creation of any on-street disabled car parking bays which will require electrification.
3. Sustainable Transport Initiatives

- £4,000 (four thousand pounds) towards the amendment of the Traffic Management Order- to exclude residents from seeking parking permits
- Car Club – Three years free membership for all residents and a credit of £50 per year/per unit for the first three years.
- £5,000 towards monitoring of the Construction Logistics and Management Plan, which should be submitted 6 months (six months) prior to the commencement of development
- Church Hall Travel Plan - Monitoring of the travel plan initiatives £2,000 (two thousand pounds) for five years
- Residential Travel Plan - Monitoring of the travel plan initiatives £2,000 (two thousand pounds) for five years £10,000 (ten thousand pounds) in total

#### 4. Carbon Mitigation

- Be Seen commitment to uploading energy data
- Energy Plan
- Sustainability Review
- Estimated carbon offset contribution (and associated obligations) of £12,739.5 (indicative), plus a 10% management fee; carbon offset contribution to be re-calculated at £2,850 per tCO2 at the Energy Plan and Sustainability stages.

#### 5. Child playspace off site provision

£2,660 towards off site child playspace provision

#### 6. Employment Initiatives – participation and financial contribution towards Local Training and Employment Plan

- Provision of a named Employment Initiatives Co-Ordinator;
- Notify the Council of any on-site vacancies;
- 20% of the on-site workforce to be Haringey residents;
- 5% of the on-site workforce to be Haringey resident trainees;
- Provide apprenticeships at one per £3m development cost (max. 10% of total staff);
- Provide a support fee of £1,500 per apprenticeship towards recruitment costs.

#### 7. Monitoring Contribution

- 5% of total value of contributions (not including monitoring);
- £500 per non-financial contribution;
- Total monitoring contribution to not exceed £50,000

2.5 In the event that members choose to make a decision contrary to officers' recommendations members will need to state their reasons.

- 2.6 In the absence of the agreement referred to in resolution (2.1) above not being completed within the time period provided for in resolution (2.3) above, the planning permission be refused for the following reasons:
1. The proposed development, in the absence of a legal agreement to secure early and late stage reviews, limitations of the use of the manse and funding for repairs to the church the proposal would fail to mitigate for the provision of on-site affordable housing. As such, the proposals would be contrary to London Plan Policies H4 and H5, Strategic Policy SP2, and DM DPD Policies DM 11 and DM 13.
  2. The proposed development, in the absence of a legal agreement securing 1) Section 278 Highway Agreement for the footway improvement works, access to the Highway, measures for street furniture relocation, carriageway markings, and access and visibility safety requirements and the removal of the crossover to the site to reinstate the footway and the creation of any on-street disabled car parking bays which will require electrification. 2) A contribution towards amendment of the local Traffic Management Order 3) Three years free membership for all residents and a credit of £50 per year/per unit for the first three years. 4) A contribution towards a Construction Logistics and Management Plan, 5) Implementation of a residential and church travel plan and monitoring fee would have an unacceptable impact on the safe operation of the highway network and give rise to overspill parking impacts and unsustainable modes of travel. As such, the proposal is contrary to London Plan policies T1, Development Management DPD Policies DM31, DM32 and DM48
  3. The proposed development, in the absence of a legal agreement to work with the Council's Employment and Skills team and to provide other employment initiatives would fail to support local employment, regeneration and address local unemployment by facilitating training opportunities for the local population. As such, the proposal is contrary to Policy SP9 of Haringey's Local Plan 2017.
  4. The proposed development, in the absence of a legal agreement securing sufficient energy efficiency measures and financial contribution towards carbon offsetting, would result in an unacceptable level of carbon dioxide emissions. As such, the proposal would be contrary to Policies SI 2 of the London Plan 2021, Local Plan 2017 Policy SP4 and Policy DM21 of the Development Management Development Plan Document 2017.
- 2.7 In the event that the Planning Application is refused for the reasons set out in resolution (2.6) above, the Head of Development Management (in consultation with the Chair of Planning Sub-Committee) 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 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.

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## 3.0 PROPOSED DEVELOPMENT AND SITE LOCATION DETAILS

### 3.1 Proposed development

3.1.1. The proposal consists of two applications for:

1) **Full planning permission** for the demolition of the existing Church Hall and 1950's brick addition to the rear of the main Church building and redevelopment of site to provide a new part 1, part 4 storey building including basement comprising a new church hall and associated facilities at ground and basement level and creation of 15 self-contained residential flats over basement, ground, first and second floor levels.

2) **Listed building consent** for demolition of the existing Church Hall and 1950's brick addition to the rear of the main Church building including restoration works to the existing Grade II Listed church building

#### *Full planning application*

3.1.2. Planning permission is sought for the demolition of the existing Church Hall and 1950's brick addition to the rear of the main Church building and redevelopment of site to provide a new church hall and new 4 storey building. The new church hall would comprise of a single storey glass link between the main church and new residential block. The proposed glass link would provide an informal lobby/ meeting area, storage facility, toilet and lift access to the basement. The basement level of the new church hall will comprise a seating capacity for 97 people, toilet facilities, plant room and court yard.

3.1.3 The proposal residential development would include 7 one-bedroom units (46.6%), 5 x two-bedroom units (33.3%) and 3 x three-bedroom units (20%). One of the new dwellings would be wheelchair-accessible and located at ground floor level. The new residential block will be contemporary in style and finished in red brick and include powder coated window frames, pink metal cladding for the recessed top floor and light metal balustrades for the balconies. The link would be glazed and of contemporary style with black metal framing.

3.1.4 The proposed scheme would be 'car-free' whilst providing two on-street 'blue badge' parking spaces, with residents/occupiers applying for a designated on street blue badge bay. The development would include 26 long-stay and 2 short-stay cycle parking spaces for the new residential development located in a communal cycle parking storage facility at basement level, within the gardens at ground floor level and in the entrance courtyard. Four long-stay and 7 short-stay cycle parking spaces for the church are proposed within a cycle parking storage facility in the entrance courtyard of the church hall.

3.1.5 There will be no change to the church access from Bounds Green Road. A new secondary access is proposed on Braemar Avenue to the new church hall and the main church. The development would include a separate communal refuse store for the residential flats accessed via the entrance courtyard. The refuse store for the church is located at basement level.

3.1.6 Soft and hard landscaping is proposed around the boundaries of the site, within the landscaped entrance courtyard, private gardens, church amenity space and at roof level. The landscaping would comprise of new tree planting, hedge planting, a bio-diverse roof, grassland, permeable stone paving.

*Demolition and works to existing church*

3.1.7 Listed building consent and planning permission are sought for refurbishment/restoration works to the existing Church. The proposed works include the following:

- Demolition of the existing 1950s extension and church hall
- Repairs to the existing roof of the church where needed
- Stone/brickwork restorations where needed
- Cleaning of the existing elevation
- Repairs to the railings and dwarf plinth
- Upgrade to existing hard and soft landscaping where required
- 

*Fig 1 - The church in relation to the proposed development and repairs to the existing church*

Church Works  
1. Repairs to the existing roof where required including leak repairs and replacing missing terracota crestings  
2. Cleaning of external elevations  
3. Hard and soft landscaping  
4. Stone/ Brickwork restoration where required. Like for like brickwork would be laid to match the surrounding bond, using mortar with flush joints



3.1.9 The planning application has been amended since initial submission and includes the following changes:

- The 2 on-street car parking bays have been omitted
- One additional on street disabled parking bay is proposed
- The cycle parking space to unit 0.4 has been relocated to the main external cycle store along the site frontage
- The south facing windows to units 1.3 and 2.3 have been replaced with high level windows

## **3.2 Site and Surroundings**

3.2.1 This site is located at the top of Braemar Avenue to the eastern side, at the junction with Bounds Green Road. The main church building is built in a late Gothic Revival style in contrasting flintwork and dark red brickwork with terracotta dressings. To the north-western corner is a prominent tower that extends higher than the steeply pitched, gabled roof of the main church. On the southern elevation is the main entrance and extensions to the rear and southern elevation. To the south of the church is the original single storey, corrugated iron Church Hall, built as a temporary structure albeit older than the church itself.

3.2.2 The residential properties to the south are late-Victorian/Edwardian in age and of typical appearance of that time, comprising long terraces of two storey red brick dwellings with two storey bay windows.

3.2.3 Immediately east of the site is the New River Path and public park known as Nightingale Gardens. This linear park connects Bounds Green Road and Trinity Gardens with Station Road and Avenue Gardens to the south-west, close to Alexandra Palace Station. The wider surrounding area is predominantly residential in character, but with a number of institutional and community buildings along Bounds Green Road and Trinity Gardens.

3.2.4 The site has a public transport accessibility level (PTAL) of 6a, which is ranked as 'very good' access to public transport services.

- 3.2.5 The main church building is Grade II statutory listed and is located within the Trinity Gardens Conservation Area. The site is also located within a 'Critical Drainage Area'.

Fig 2 – Aerial View



### **3.3 Relevant Planning and Enforcement history**

- 3.3.1 The site has no previous planning history

## **4. CONSULTATION RESPONSES**

### **4.1 Quality Review Panel**

- 4.2.1 The scheme has been presented to Haringey's Quality Review panel on one occasion.
- 4.2.2 Following the Quality Review Panel meeting December 2021, Appendix 5, the Panel offered their 'warm support' for the scheme, with the summary from the report below;

*The panel thanks the design team for their comprehensive presentation and feels that the scheme offers a number of benefits, not least the improvements to the listed church and the provision of a valuable community facility. However, it is unconvinced by the case for the basement-level church hall and would like to see options explored for providing this at ground level to allow for a positive relationship with Nightingale Gardens.*

*The panel is comfortable with the proposed height and massing, and finds much that is positive in the architectural treatment. It does feel that the architecture could*

*be more assertive and would like to see some of the earlier materials proposed reconsidered for inclusion in the façades. The approach to landscape is positive and the panel would like to see indigenous species selected, as well as a green roof that provides the most biodiverse solution possible. It feels that the ambitions as regards sustainability are good, and the challenge now is to bring them to life and integrate the approach into the design of the scheme. In particular, the panel feels that the embodied carbon of the proposals should be formally assessed and should guide the design and selection of materials.*

### **4.3 Application Consultation**

4.4.1 The following were consulted regarding the application:

(Comments are in summary – full comments from consultees are included in appendix 4)

#### **INTERNAL:**

##### Design Officer

Comments provided are in support of the development

##### Conservation Officer

Comments provided and supports the proposal

##### Transportation

No objections raised, subject to conditions and relevant obligations

##### Waste Management

No objections

##### Building Control

No objection

##### Trees

No objection

##### Public Health

No objection

Surface and flood water

No objections

Carbon Management

No objections, subject to conditions and S106 legal clause

Pollution

No objection, subject to conditions

**EXTERNAL**

Thames Water

No objection subject to conditions and informatives

Designing out crime

No objections, subject to conditions

Environment Agency

No objections

Transport for London

No objection

London Fire Brigade

No objection

Historic England

No objection

The Ancient Monument Society

No comments

Council for British Archaeology

No comments

Georgian Group

No comments

The Victorian Society

Objection

Twentieth Century Society

No comments

Society for the Protection of Ancient Buildings

No comments

**5. LOCAL REPRESENTATIONS**

5.1 On January 2023, notification was sent to the following regarding planning application HGY/2022/4552: :

- 254 letters to neighbouring properties
- Site notices erected in the vicinity of the site

5.2 The number of representations received from neighbours, local groups etc have been collated for the planning application and listed building consent application HGY/2023/0236 are as follows:

No of individual responses: 109  
Objecting: 109  
Supporting: 0  
Others: 0

5.3 The issues raised in representations that are material to the determination of the application are set out in Appendix 1 and summarised as follows:

**Land Use and housing**

- No affordable housing provision
- Excessive number of dwellings proposed
- Concerns with the viability of the scheme
- An independent review of the viability should be undertaken
- The new community hall would not benefit the local community
- A community needs assessment is required
- Poor residential accommodation at basement level
- Housing is not ancillary to the existing use as a Church Hall

## **Impact on Heritage Assets**

- Demolition of a listed building;
- Demolition in a Conservation Area;
- Inappropriate development within the curtilage of the listed building
- Consideration should be given to the retention and restoration of the existing church hall
- Design and scale not in keeping with the Conservation Area
- Any proposal should be lower than the ridge of the listed building
- Harm to the Conservation Area
- The design and scale is harmful to the setting of the listed building
- The NPPF on listed buildings and heritage assets has not been adequately addressed
- The development fails the public benefit test in the NPPF
- Heritage statement flawed
- The listed buildings should be protected
- The proposal would fail to preserve or enhance the historic character of the Conservation

## **Size, Scale and Design**

- The architectural form does not respond to the context
- The design is not in keeping with surrounding properties
- The design is not in keeping with the church
- Poor quality design
- The scheme should be redesigned
- The development should be significantly reduced in scale
- Excessive height, bulk, massing and scale
- Overbearing in relation to neighbouring buildings
- Overdevelopment of site
- The skyline will be obscured by the development
- Balconies out of character with the street
- Visual impact
- Poor basement layout
- Obtrusive

## **Impact on neighbours**

- Loss of privacy/overlooking/overshadowing
- Loss of daylight and sunlight
- Noise and disturbance
- Increased sense of enclosure
- Overbearing

## **Parking, Transport and Highways**

- Pressure on parking



- Road safety concerns
- Parking should be provided
- Traffic congestion
- Concerns with emergency vehicle access
- Increased delivery vehicles
- Concerns with the 2 new car parking spaces
- Access concerns
- Construction logistics plan is misleading
- Transport statement flawed
- More electric car charging facilities are needed

### **Environment and Public Health**

- Significant increase in pollution
- Noise pollution
- Noise report flawed.
- Major disruption to the local community
- Impact on the quality of life of local residents
- Pressure on existing infrastructure
- Insufficient refuse provision
- Impact on the bat colony
- Impact on biodiversity
- Impact on wildlife
- Impact on Nightingale Gardens
- Loss of garden land and open space
- Loss of mature trees
- Concerns the basement development would result in structural damage to neighbouring buildings, damage to trees
- Excessive basement
- Public health concerns
- Impact on the water system
- Open space should be preserved

### **Sustainability**

- No mention of low carbon energy resources
- Concerns how a green roof with solar panels can coexist

### **Others**

- Fire Safety and Building Regulations should be adhered to

5.4 The following issues raised are not material planning considerations:

- Profit generating development (**Officers Comments:** This is not a material planning consideration)
- There is no evidence the church cannot fund the repairs (**Officer comments:** This is not a material planning consideration)
- Consultation process not adequate / Public engagement was poor (**Officer comments:** the applicants undertook their own consultation exercise)

through a public exhibition. The Council sent out 254 individual letters to surrounding residents informing occupiers of the proposals and site notices were erected around the vicinity of the site and the proposal was also included in the local press)

- Lack of transparency to the businesses that were engaged (**Officer comments:** The applicant has provided a statement of community involvement which sets out the engagement that took place Officers are satisfied that this meets the requirements for an application of this scale)
- The planning application needs to be referred to the planning sub committee (**Officer comments:** The planning application is being reported to Members for a decision)

## 6 MATERIAL PLANNING CONSIDERATIONS

### 6.1 Statutory Framework

6.1.2 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with policies of the statutory Development Plan unless material considerations indicate otherwise.

6.1.3 The main planning issues raised by the proposed development are:

1. Principle of the development
2. Affordable Housing and Housing Mix
3. Heritage Impact
4. Design and appearance
5. Residential Quality
6. Impact on Neighbouring Amenity
7. Parking and Highways
8. Basement development
9. Sustainability, Energy and Climate Change
10. Urban Greening, Trees and Ecology
11. Flood Risk and Drainage
12. Air Quality and Land Contamination
13. Fire Safety
14. Employment
15. Conclusion

## 6.2 Principle of the development

### *National Policy*

6.2.1 The National Planning Policy Framework 2023 (hereafter referred to as the NPPF) establishes the overarching principles of the planning system, including the requirement of the system to “drive and support development” through the local development plan process. It advocates policy that seeks to significantly boost the

supply of housing and requires local planning authorities to ensure their Local Plan meets the full, objectively assessed housing needs for market and affordable housing.

- 6.2.2 Paragraph 93 of the NPPF (2023) states that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

#### *Regional Policy*

- 6.2.3 The London Plan (2021) Table 4.1 sets out housing targets for London over the coming decade, setting a 10-year housing target (2019/20 - 2028/29) for Haringey of 15,920, equating to 1,592 dwellings per annum.
- 6.2.4 London Plan Policy H1 'Increasing housing supply' states that boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites, including through the redevelopment of surplus public sector sites.
- 6.2.5 London Plan Policy D6 seeks to optimise the potential of sites, having regard to local context, design principles, public transport accessibility and capacity of existing and future transport services. It emphasises the need for good housing quality which meets relevant standards of accommodation.
- 6.2.6 London Plan Policy S1 states that development proposals that provide high quality, inclusive social infrastructure that addresses a local or strategic need and supports service delivery strategies should be supported. New facilities should be easily accessible by public transport, cycling and walking and should be encouraged in high streets and town centres.

#### *Local Policy*

- 6.2.7 The Haringey Local Plan Strategic Policies DPD (hereafter referred to as Local Plan), 2017, sets out the long-term vision of the development of Haringey by 2026 and sets out the Council's spatial strategy for achieving that vision.
- 6.2.8 Local Plan Policy SP1 states that the Council will maximise the supply of additional housing by supporting development within areas identified as suitable for growth.
- 6.2.9 Local Plan Policy SP2 states that the Council will aim to provide homes to meet Haringey's housing needs and to make the full use of Haringey's capacity for housing by maximising the supply of additional housing to meet and exceed the stated minimum target, including securing the provision of affordable housing. The supporting text to Policy SP2 of the Local Plan specifically acknowledges the role these 'small sites' play towards housing delivery.

- 6.2.10 Local Plan Policy SP16 states that the Council will work with its partners to ensure that appropriate improvement and enhancements, and where possible, protection of community facilities and services are provided for Haringey communities.
- 6.2.11 The Development Management Development Plan Document 2017 (referred to as DM DPD from here on in) supports proposals that contribute to the delivery of the planning policies referenced above and sets out its own criteria-based policies against which planning applications will be assessed.
- 6.2.12 Policy DM10 of the DM DPD seeks to increase housing supply and seeks to optimise housing capacity on individual sites.
- 6.2.13 Policy DM49 of the DM DPD seeks to protect existing social and community facilities, and proposals for new and extended social and community facilities and the sharing of facilities will be supported by the Council provided such schemes meet specific criteria as set out in the DPD.

#### 5 Year Housing Land Supply

- 6.2.14 6.2.14 The Council at the present time is unable to fully evidence its five-year supply of housing land. The 'presumption in favour of sustainable development' and paragraph 11(d) of the NPPF should be treated as a material consideration when determining this application, which for decision-taking means granting permission unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole. Nevertheless, decisions must still be made in accordance with the development plan (relevant policies summarised in this report) unless material considerations indicate otherwise (of which the NPPF is a significant material consideration).

#### *Land Use Principles*

- 6.2.15 The proposed development would introduce new build residential units on the site and includes demolition of the existing church hall and 1950s extension to the main church building and its replacement with a new church hall and church entrance. The new church hall is assessed in land use policy terms as follows;

#### *Re-provision of community facility*

- 6.2.16 The site is currently occupied by a derelict corrugated iron church hall, which is located immediately south of the main church building and the 1950s brick link between the church hall and the main church. The proposal seeks to demolish the existing church hall and the 'link' and erect a part 1 to 4 storey building with a basement. The new church hall would occupy the basement and ground floor of

the new building, with a newly built glazed 'entrance link' that provides internal access between the existing church and the proposed church hall and an external access to both buildings.

6.2.17 Policy DM49 of the DM DPD - Managing the Provision and Quality of Community Infrastructure states that:

- A) The Council will seek to protect existing social and community facilities unless a replacement facility is provided which meets the needs of the community.
  
- E) Proposals for new and extended social and community facilities and the sharing of facilities will be supported by the Council provided they:
  - a) Are accessible by public transport, walking and cycling, preferably in town centres or local centres, Growth Areas or Areas of Change;
  - b) Are located within the community that they are intended to serve;
  - c) Provide flexible, multifunctional and adaptable space, where practicable;
  - d) Do not have significant adverse impact on road safety or traffic generation; and
  - e) Protect the amenity of residential properties.

6.2.18 Within the planning statement the applicant states that the new hall would replace the derelict hall building, which the church has been unable to maintain for a number of years due to lack of funds. The proposal seeks to provide a replacement church hall to serve the operational and functional needs of the church. The facility will serve the needs of the church including its Sunday school which currently takes place in the extension building, and other church related activities.

6.2.19 The applicant has confirmed that there would also be the opportunity for the new church hall to be used by the local community. The new hall will have a seating capacity for 97 people. It will also be flexible to accommodate other activities such as a creche, coffee mornings, meeting space, 'kids' club and polling station. The new church hall may also be hired for other appropriate events, which can be a vital small income stream for the church. Further consultation with the local community will take place to determine other potential uses that are desired

6.2.20 In terms of the quality of the space for community use, the new church facilities will be inclusive for all users, providing much more visible, welcoming, level access to the church, its hall and toilets. The new entrance and breakout area will be light and visible from both the street and the park, whilst the hall will be in the basement where noisy activities will be insulated from causing disturbance to the main church space and existing and proposed residential neighbours. The proposal is considered to improve and rationalise the existing church facility providing the church with a new hall that would meet the continued and future needs of the local community in a highly accessible location.

6.2.21 The proposed development for the new church hall is therefore supported by the above policies.

#### *Residential Use*

6.2.21 The proposal also seeks to create 15 residential units on the site, which would be located on lower ground, ground, first, second and third floor level. The new homes would contribute to meeting the identified housing targets for the borough. The site is a brownfield location, close to sustainable transport connections in an established residential area and the principle of residential use on the site and in this location is supported by national, regional and local policy, which identify housing as a strategic need subject to all other relevant considerations.

#### *Conclusion*

6.2.22 Given the above considerations, the proposal to provide a new hall for the church with the introduction of new homes on the site is welcomed and strongly supported by planning policies subject to all other policies and material considerations.

### **6.3 Affordable Housing and Housing Mix**

#### *Housing and Affordable Housing Provision*

6.3.1 The NPPF 2021 states that where it is identified that affordable housing is needed, planning policies should expect this to be provided on site in the first instance. The London Plan also states that boroughs may wish to prioritise meeting the most urgent needs earlier in the Plan period, which may mean prioritising low-cost rented units.

6.3.2 Local Plan Policy SP2 states that subject to viability, sites capable of delivering 10 units or more will be required to meet a Borough wide affordable housing target of 40%, based on habitable rooms, with tenures split at 60:40 for affordable rent and intermediate housing respectively. Policy DM13 of the DM DPD reflects this approach and sets out that the Council will seek the maximum reasonable amount of affordable housing provision when negotiating on schemes with site capacity to accommodate more than 10 dwellings, having regard to Policy SP2 and the achievement of the Borough-wide target of 40% affordable housing provision, the individual circumstances of the site Development viability; and other planning benefits that may be achieved.

6.3.3 The Mayor of London's Affordable Housing and Viability (AHV) SPG states that all developments not meeting a 35% affordable housing threshold should be assessed for financial viability through the assessment of an appropriate financial appraisal, with early and late-stage viability reviews applied where appropriate.

#### *Viability assessment and review*

- 6.3.4 The proposal is supported by a viability appraisal showing affordable housing is not viable on this site. The original viability assessment was based on 15 residential units within the development. One residential unit will be assigned as a manse to be used only by the Church and will not be income generating. The viability report also sets out that the development will provide funds to enable the required restoration works to the listed church to be carried out.
- 6.3.5 The viability appraisal has been reviewed by the Council's independent assessor who found that the proposal with 100% private housing generates a residual land value (RLV) of -£377,616 providing a deficit against the viability benchmark. The viability appraisal also takes into account that the church already own the land therefore there is no purchase cost. A S106 obligation has been imposed preventing the unit to be used as a manse (Unit 1.2) from being sold or rented on the open market and it must remain as living accommodation associated with the church. This has been accepted by the applicant and will be secured by a legal agreement.
- 6.3.6 Early and late-stage viability review mechanisms have been secured by legal agreement in order to capture any uplift in values on completion of the units. The applicant has agreed to a mechanism whereby no more than 50% of the residential units can be occupied until the restoration works to the Grade II listed church are completed. The proposal therefore would be acceptable in this instance.

#### *Overall Housing Mix*

- 6.3.7 London Plan (2021) Policy H10 states that schemes should generally consist of a range of unit sizes. To determine the appropriate mix of unit sizes in relation to the number of bedrooms for a scheme, it advises that regard is made to several factors. These include robust evidence of local need, the requirement to deliver mixed and inclusive neighbourhoods, the nature and location of the site (with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity), and the aim to optimise housing potential on sites.
- 6.3.8 The London Plan (2021) states that Boroughs may wish to prioritise meeting the most urgent needs earlier in the Plan period, which may mean prioritising low cost rented units of particular sizes.
- 6.3.9 Policy SP2 of the Local Plan and Policy DM11 of the DM DPD adopts a similar approach.
- 6.3.10 Policy DM11 of the DM DPD states that the Council will not support proposals which result in an over concentration of 1 or 2 bed units overall unless they are part of larger developments or located within neighbourhoods where such provision would deliver a better mix of unit sizes.

6.3.11 The overall mix of housing within the proposed development is as follows:

Unit type	Accommodation mix		
	Total units	%	Wheelchair accessible (M4 3)
1-bed	7	46.6%	1
2 bed	5	33.3%	
3 bed	3	20%	
Total	15	100%	1 (7%)

6.3.12 Officers consider the scheme provides a good mix of units which would deliver a range of unit sizes and includes 3 family sized units to meet local housing requirements.

6.3.13 As such, it is considered that the proposed tenure and mix of housing provided within this development and location is wholly acceptable.

## 6.4 Heritage Impact

### *Policy Context*

6.4.1 Paragraph 194 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting

6.4.2 Paragraph 202 of the NPPF states that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’

6.4.3 Policy HC1 of the London Plan seeks to ensure that development proposals affecting heritage assets and their settings, should conserve their significance. This policy applies to designated and non-designated heritage assets. Policy SP12 of the Local Plan and Policy DM9 of the DM DPD set out the Council’s approach to the management, conservation and enhancement of the Borough’s historic environment, including the requirement to conserve the historic significance of Haringey’s heritage assets and their settings.

6.4.4 Policy DM9 of the DM DPD further states that proposals affecting a designated or non-designated heritage asset will be assessed against the significance of the asset and its setting, and the impact of the proposals on that significance; setting out a range of issues which will be taken into account. It also states that buildings projecting above the prevailing height of the surrounding area should conserve and enhance the significance of heritage assets, their setting, and the wider historic environment that should be sensitive to their impact.



### *Legal Context*

- 6.4.5 There is a legal requirement for the protection of Conservation Areas. The legal position on the impact on these heritage assets is as follows, Section 72(1) of the Listed Buildings and Conservation Areas Act 1990 provides: "In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area." Among the provisions referred to in subsection (2) are "the planning Acts".
- 6.4.6 Section 66 of the Act contains a general duty as respects listed buildings in exercise of planning functions. Section 66 (1) provides: "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."
- 6.4.7 The *Barnwell Manor Wind Farm Energy Limited v East Northamptonshire District Council* case states that "Parliament in enacting section 66(1) intended that the desirability of preserving listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given "considerable importance and weight" when the decision-maker carries out the balancing exercise."
- 6.4.8 The judgment in the case of the Queen (on the application of *The Forge Field Society*) v *Sevenoaks District Council* says that the duties in Sections 66 and 72 of the Listed Buildings Act do not allow a Local Planning Authority to treat the desirability of preserving listed buildings and the character and appearance of conservation areas as mere material considerations to which it can simply attach such weight as it sees fit. If there was any doubt about this before the decision in *Barnwell*, it has now been firmly dispelled. When an authority finds that a proposed development would harm the setting of a listed building or the character or appearance of a conservation area or a Historic Park, it must give that harm considerable importance and weight.
- 6.4.9 The Authority's assessment of likely harm to the setting of a listed building or to a conservation area remains a matter for its own planning judgment but subject to giving such harm the appropriate level of weight and consideration. As the Court of Appeal emphasised in *Barnwell*, a finding of harm to the setting of a listed building or to a conservation area gives rise to a strong presumption against planning permission being granted. The presumption is a statutory one, but it is not irrebuttable. It can be outweighed by material considerations powerful enough to do so. An authority can only properly strike the balance between harm to a heritage asset on the one hand and planning benefits on the other if it is conscious

of the strong statutory presumption in favour of preservation and if it demonstrably applies that presumption to the proposal it is considering.

6.4.10 In short, there is a requirement that the impact of the proposal on the heritage assets be very carefully considered, that is to say that any harm or benefit needs to be assessed individually in order to assess and come to a conclusion on the overall heritage position. If the overall heritage assessment concludes that the proposal is harmful then that should be given "considerable importance and weight" in the final balancing exercise having regard to other material considerations which would need to carry greater weight in order to prevail.

6.4.11 The Conservation Officer has reviewed the proposal and its impact on heritage assets and notes that the site sits in the setting of the Grade II listed, late Gothic Revival style, dark red brickwork and contrasting flintwork Braemar Avenue Baptist Church which is characterised by its prominent north corner tower fronting Bounds Green Road. To the immediate south of the church stands a corrugated iron church hall in derelict condition. The church hall was built at approximately the same time as the church and is clad with corrugated metal with blue painted windows, which has a rustic appearance having limited contribution to the street scene. Both the listed church and the development site are located on the western edge of Trinity Gardens Conservation Area, a predominantly Victorian residential area that includes three distinctive church buildings, which along with the Nightingale Primary School, form the local landmarks. The conservation area is characterised by the landscaped openness of the Trinity Gardens and Nightingale Gardens which is a narrow-elongated park located to the immediate east of the development site and which extends south towards Wood Green Common and creates a green corridor by connecting Trinity Gardens with Avenue Gardens to the south. Trinity Gardens and Nightingale Gardens are included on the local list of Historic Parks and Gardens. The listed Braemar Avenue Baptist church and St Michael's church are defining landmarks in east and west views across and into the conservation area along Bounds Green Road. The Conservation Officer notes that only the northern section of Braemar Avenue is located within the Conservation Area concluded by the striking Baptist Church with its prominent tower a positive contributor and large, red-brick Edwardian house located on the opposite side of the street.

6.4.12 The Conservation Officer advises that the proposed design has benefitted from extensive pre-application discussion and a formal design review that have sought to address both the heritage sensitivity of the development site and the opportunity to manage change within the heritage setting through informed and context-sensitive design. The Conservation Officer further advises that the architectural and visual primacy of the listed church with its distinctive roofline and tower as a landmark of the Trinity Garden Conservation Area have been at the forefront of pre-application discussions.

6.4.13 The Conservation Officer advises that the tin tabernacle is ‘curtilage listed’, as it pre-dates the listed church and was ancillary to its construction and subsequent church functions and has been standing on the site in the same ownership as the church. However, the intrinsic design value of the tin tabernacle is low, as its fabric is in a decayed state, suffers from evident structural issues (“*Structurally the building is in a significant state of disrepair, with visible bulging of the elevations, timber window degradation, iron corrosion and broken windowpanes.*”). and all the architectural features that contributed to the architectural quality of the former church hall have been lost (“*the building has lost much of its detailing over time. Lost detailing includes timber finials to the gabled roof apex on the front elevation, arched ecclesiastical panes to the upper section of each window, small gabled dormers in the roof slope and marginally more shaped bargeboards.*”). This is articulated both in the heritage statement quoted above and in the planning statement. As per the heritage statement the Conservation Officers concur with its findings: “*The predominant significance of the hall lies in its historical value and former historical relationship with the church, through its demolition there would be harm to this relatively minor aspect of the significance of the listed building.*”

6.4.14 The unsightly 1950’s extension and the modest contribution of the dilapidated church hall to the significance of the listed church and its conservation area, all carefully debated upfront, confirmed and expanded on in the adopted conservation area appraisal and in the submitted heritage statement, which have shown that there is an opportunity for repairing and decluttering the listed church from insensitive past alterations and to accommodate the evolving and expanding community use needs of the church together with the opportunity to create much needed new residential development. The Conservation Officer advises that once the principle of decluttering and redevelopment had been accepted from the planning and heritage conservation perspective, the development ambitions were scaled down by embedding the necessary heritage impact testing throughout the design exploration process, by developing the proposed design not only on the context of the listed church, its immediate built and landscaped conservation area setting and related views of the listed building and views across and into this stretch of conservation area, but also considered how the proposed development could respond and complement the urban character of Braemar Avenue defined by its historic terraces adjoining the southern elevation of the site.

6.4.15 The Conservation Officer considers both the proposed plan form, scale, proportions, height, roofline, façade composition, pattern of fenestration, facade treatment and materials of the proposed development have been designed within the context, progressively drawing upon the established and distinctive geometries and features of the historic terraced houses on Braemar Avenue while aiming to design an honestly contemporary new building that has been visually tested for impact throughout its design evolution. The proposed repairs to the main church

and removal of the unsightly 1950's extension to the south elevation is a positive element of the proposed scheme.

*Figure 3 – 1950s extension*



Figure 4 – Iron church hall



6.4.16 The Conservation Officer advises that the impact of the new building and the need to link it to the listed church has been explored and mitigated by design at pre-application stage in full light of the planning and heritage constraints and opportunities posed by the existing site configuration, whose southern part is already developed with the 1950s extension and the church hall. The proposed footprint and scale of the proposed building would exceed the footprint of the existing buildings but stepping back the above ground plan form to be subordinate to the building line of the listed church and by breaking down and stepping back the above ground height and mass so to mediate between the scale and height of the listed church and the adjacent two storey terraced houses south of the church, just outside the conservation area boundary. The top floor of the proposed building has undergone various design testing and configurations and has been finally set back from all elevations further consistent visual testing in the setting of the listed building and its conservation area views aiming to successfully respect and retain both the full legibility, architectural and visual primacy of the listed building. The proposed building's western elevation has been brought forward and aligned to the building line of the terraced houses south of the listed building to respond to the different relationship with and heritage importance of the built context. The ground floor link between the church and the new development has been sensitively designed as a lightweight, transparent, contemporary structure that is well set back from the main elevation of the church.

6.4.17 The Conservation Officer considers that all of the above design measures, and accompanying visual testing, have successfully mitigated the potentially negative impact of the proposed development on the setting of the listed church and its conservation area character. The scheme would achieve a context-led, well-considered, carefully designed, low impact response to a challenging heritage site.

The Conservation Officer advises that further design refinements at detailed design stage can add to the design quality and contribute to raise the architectural quality of the area.

6.4.18 The Conservation Officer considers that the proposed repairs to the main church and demolition of the 1950's extension will enhance the character of the church as a focal building within the conservation area and will have a positive impact on the character of the listed building. The loss of the corrugated iron church hall is considered to have a very low negative impact on the character and appearance of the conservation area however promises to deliver substantial public benefits as discussed below. The proposed new building and related link will undoubtedly introduce unprecedented built form, scale, height and architectural language in the setting of the listed building and on this edge of the Conservation Area and will obscure the original scale and spatial relationship between the historic buildings on the listed site. However, by virtue of its careful design, forms, articulation of masses and heights the new building will preserve the architectural quality and visual primacy of the listed church in views of the conservation area, and whilst the built and visual setting of the listed building will change, the intrinsic qualities and the ability to appreciate the repaired and enhanced listed church within its conservation area environment will stay.

6.4.19 The Conservation Officer has advised that the harm would be 'less than substantial', (making Paragraph 202 of the NPPF relevant), and concludes that the proposed scheme is acceptable from a conservation perspective as it will lead to a very low, less than substantial harm to the significance of the conservation area and its assets. Officers consider this low level of harm would be more than outweighed by the public benefits of the proposed development namely repairing the listed church building, the provision of new church facilities which meet the current and future needs of the church and the local community, the provision of high-quality housing which will contribute to the Boroughs housing stock and targets, meet the Council's sustainability objectives and will provide an increase in urban greening and biodiversity. Conditions have been imposed on any planning permission granted requiring further details of the design, material specification and method statements related to demolition, repair works to the listed church and construction of the proposed basement level and ground floor link to ensure that the character and appearance of the conservation area are effectively enhanced.

6.4.20 Given the above and the support from the design officer and the QRP, the proposed development in conservation and heritage terms is therefore acceptable.

## **6.5 Design and Appearance**

### *National Policy*

- 6.5.1 Chapter 12 of the NPPF (2021) states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 6.5.2 Chapter 12 also states that, amongst other things, planning decisions should ensure that developments function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development and be visually attractive due to good architecture, layouts, and appropriate and effective landscaping.

*Regional Policy – London Plan*

- 6.5.3 The London Plan (2021) policies emphasise the importance of high-quality design and seek to optimise site capacity through a design-led approach. Policy D4 of the London Plan notes the importance of scrutiny of good design by borough planning, urban design, and conservation officers (where relevant). It emphasises the use of the design review process to assess and inform design options early in the planning process (as taken place here).
- 6.5.4 Policy D6 of the London Plan seeks to ensure high housing quality and standards and notes the need for greater scrutiny of the physical internal and external building spaces and surroundings as the density of schemes increases due the increased pressures that arise. It includes qualitative measures such as minimum housing standards.

*Local Policy*

- 6.5.5 Policy SP11 of the Haringey Local Plan requires that all new development should enhance and enrich Haringey's built environment and create places and buildings that are high quality, attractive, sustainable, safe and easy to use.
- 6.5.6 Policy DM1 of the DM DPD requires development proposals to meet a range of criteria having regard to several considerations including building heights; forms, the scale and massing prevailing around the site; the urban grain; and a sense of enclosure. It requires all new development to achieve a high standard of design and contribute to the distinctive character and amenity of the local area.
- 6.5.7 Policy DM6 of the DM DPD expects all development proposals to include heights of an appropriate scale, responding positively to local context and achieving a high standard of design in accordance with Policy DM1 of the DM DPD. For buildings projecting above the prevailing height of the surrounding area it will be necessary to justify them in in urban design terms, including being of a high design quality.

Assessment

*Quality Review Panel (QRP) Comments:*

6.5.8 The Quality Review Panel (QRP) has assessed the scheme in full at pre-application stage once (on 15 December 2021). The panel on the whole supported the scheme.

6.5.9 The full Quality Review Panel (QRP) report is attached in Appendix 4. The Quality Review Panel's summary of comments is provided below;

*The panel thanks the design team for their comprehensive presentation and feels that the scheme offers a number of benefits, not least the improvements to the listed church and the provision of a valuable community facility. However, it is unconvinced by the case for the basement-level church hall and would like to see options explored for providing this at ground level to allow for a positive relationship with Nightingale Gardens.*

*The panel is comfortable with the proposed height and massing and finds much that is positive in the architectural treatment. It does feel that the architecture could be more assertive and would like to see some of the earlier materials proposed reconsidered for inclusion in the façades. The approach to landscape is positive and the panel would like to see indigenous species selected, as well as a green roof that provides the most biodiverse solution possible. It feels that the ambitions as regards sustainability are good, and the challenge now is to bring them to life and integrate the approach into the design of the scheme. In particular, the panel feels that the embodied carbon of the proposals should be formally assessed and should guide the design and selection of materials.*

6.5.10 Detailed QRP comments from the most recent review together with the officer comments are set out below in Table 1.



Table 1

Panel Comment	Officer Response
<b>Height, massing and architectural treatment</b>	
<p>The panel is comfortable with the proposed height and massing of the building and feels that it achieves a successful transition from the housing along Braemar Avenue to the church.</p> <p>The proportions and verticality of the architecture are successful, although the panel feels that the elevations lack some confidence. A more assertive architectural language that relates more positively to its context, while recognising the supportive role the building plays in relation to the church, might be more appropriate.</p>	<p>QRP support noted</p> <p>QRP comment noted however the project team have explored the panel's comments and it was felt the architectural language although contemporary has a complimentary appearance, picking up on neighbouring existing heights, proportions and materials in a modest contemporary interpretation. This is further supported by the Design Officer who notes that the rhythm and proportions of the proposed fenestration will complement the residential terraced houses, with a predominantly vertical emphasis and larger windows matching those of the residential bay windows. The Conservation Officer advises that the plan form, proportions, roofline, façade composition and pattern of fenestration of the proposed development have been designed within context, progressively drawing upon the established and distinctive geometries and features of the historic terraced houses on Braemar Avenue while aiming to design an honestly contemporary new building that has been visually tested for impact throughout its design evolution.</p>
<p>The panel questions whether the stepping back of the building to reveal the church is necessary and feels that</p>	<p>The project team have explored the panel's comments however it was felt the setting back of the façade to reveal the church was considered a positive</p>

this is detrimental to the building's design; it would like to see further visualisations to explore this. It also feels that the additional break in the left-hand bay unbalances the composition.

The panel welcomes the design development of the architecture. However, it feels that the earlier materials, and particularly the metals, were more successful and had more potential than the red brick ultimately selected. The potential for integrating the metal into the façade, possibly replacing the proposed cladding material on the top floor, should be explored.

The use of MVHR within the building is positive, but the panel would like to see

step having due regard to the setting of the listed building. This is further supported by the Design Officer who notes that the building with its 'step backs' is designed to be complimentary to and act as a transition between the existing neighbouring housing and church. The Conservation Officer advises that the stepping back of the building mediates between the scale and height of the listed church and the adjacent two storey terraced houses south of the church, just outside the conservation area boundary

QRP comment noted however the project team have explored the panel's comments and it was felt the material proposed is appropriate complimenting and providing a transition between both the houses and church. The metal panels to the sides of windows and to the set-back top floor, picks up on the contrasting knapped flint panels of the church and acts as a lighter, more roof and sky-like material for the set-back top floor, picking up on the slate of the residential roofs. This is further supported by the Design Officer who notes that the brick, in a carefully chosen variegated pink compliments and provides a transition between both the houses and church. This will be complimented by metal panels to the sides of windows and to the set-back top floor, picking up on the contrasting knapped flint panels of the church and acting as a lighter, more roof and sky-like material for that set-back top floor, picking up on the slate of the residential roofs. This is also supported by the Conservation Officer.

QRP comment noted, the project team has located the MVHR units within the dwellings. The only minimal impact to the facade will be the air bricks termination

<p>the visual impact this will have on the elevations.</p>	<p>to the MVHR ductwork. The Project team has provided a plan identifying where the MVHR units will be located within the dwellings.</p>
<p><b>The church hall</b></p> <p>The panel questions the viability assumptions that underpin the decision to locate the church hall at basement level. It is similarly unconvinced by the acoustic argument, and feels that the opportunity to create a light, airy community space with a positive relationship to Nightingale Gardens outweighs the case for a basement solution.</p> <p>The view through the glass annex has the potential to contribute significantly to its setting, and the panel feels that a ground-level church hall would allow for more to be made of this.</p>	<p>QRP comment noted however the project team have explored the panel's comments and it was felt that relocating the community hall to the ground floor would result in a space that becomes unworkable as a 'hall' and would not facilitate the activities the church wish to accommodate in this space. The space required is quite utilitarian in order to serve a number of different activities and would not require windows onto the park as the brief is for a hard wearing, functional space which will wear well and not be damaged by balls and activities which may cause impact and markings. The project team has confirmed that other church sites that they have completed (Homerton and West Ham which are referenced in the submission documents), both feature the hall spaces at basement level. This has been supported over the course of pre-application discussions with officers, that views into and out of the church hall are not required, and therefore officers agree that a basement location is entirely suitable and appropriate in this instance.</p> <p>QRP comment noted however the project team have explored the panel's comments and it was felt that views into and out of the church hall are not what is envisaged for the church, and the basement location is suitable and appropriate in this instance – as noted above, this is a view supported by officers.</p>

<p>It questions whether there is scope for locating a ground-level hall at the back of the building, facing the park. The consequent loss of the residential units here could be offset by avoiding the need to excavate, to install a lift, and to provide a second kitchen.</p> <p>The panel would accept the additional public benefit of a ground-level hall as justification for not providing affordable housing on the site.</p> <p>As currently proposed, the ventilation of the basement hall requires further attention, and the panel questions where sufficient allowance has been made for ceiling height to accommodate the necessary plant.</p>	<p>QRP comment noted however the project team have explored the panel's comments and it was felt that locating the hall at ground floor level would make the space very odd shaped due to the retained tree to the rear of the site, the layout of the flats above and the core. The impact of the layouts would mean the bike store would need to move to the ground floor, which, with the bins also being relocated, would lead to a unactive, blank façade at ground level. This has been supported by officers as noted above.</p> <p>QRP comment noted however the project team have explored the panel's comments and it was felt that even with the hall at basement level the proposal would still not be able to viably provide affordable housing.</p> <p>QRP comment noted however the project team have confirmed that there is sufficient floor to ceiling height. The proposed location of the ceiling mounted plant will be positioned away from any main useful space within the basement hall.</p>
<p>The dwellings on the southeast corner of the building may be overshadowed by trees and this should be rigorously tested. The ratio of glazing on the west elevation should be optimised for heat gain and daylighting.</p> <p>The single aspect dwellings, particularly on the ground floor, may be dark and lack sufficient ventilation.</p>	<p>The project team has provided details of daylight/sunlight on the proposed dwellings and the results confirm that they will receive good daylight and sunlight in accordance with BRE guidelines. This is also supported by the Design officer.</p> <p>The project team has provided details to demonstrate that the single aspect dwellings will receive good daylight and sunlight in accordance with BRE</p>

<p>The panel notes that the location of the bin store, at the heart of the building, may well have a negative impact on the quality of the environment of the circulation around the core</p> <p>The basement-level private amenity space may be at risk of flooding and this should be tested and appropriate drainage put in place.</p> <p>The arrangement of the fire escape routes, in relation to the stairs, ground floor dwellings and exits, should be assessed to ensure they comply with the fire regulations.</p>	<p>guidelines and sufficient ventilation. This is also supported by the Design officer.</p> <p>The design officer is satisfied that the layout provides a good quality design.</p> <p>The project team has provided a comprehensive drainage strategy which confirms that the basement level amenity space will be served with appropriate drainage and will not be at risk from flooding.</p> <p>Details of a more detailed fire strategy/fire engineered design is secured via condition. The plans and details will be subject to a full check under the Building Regulations when the application is submitted to Building Control</p>
<p><b>Sustainable design</b></p>	
<p>The sustainability ambitions for the scheme are positive, and the challenge will be in integrating this approach within the design process as a whole.</p> <p>The embodied carbon of the scheme should be properly and formally assessed, and this assessment should inform the development of the design and materials selected.</p> <p>The panel understands the reasons for choosing to avoid heat pumps but suggests that the need for an upgraded electricity supply be properly considered.</p>	<p>QRP comment noted</p> <p>The project team has provided further details of the embodied carbon of the scheme to inform the development of the design and materials selected. Embodied carbon has been minimised with very low demand for heating</p> <p>The project team has provided further details of the heating strategy to ensure the development reduces its impact on</p>

	climate change by reducing carbon emissions on site.
<b>Landscape design and biodiversity</b>	
<p>The approach to landscape design is generally positive.</p> <p>The panel notes that the removal of the mature tree at the boundary with Nightingale Gardens may cause ground heave, and this will need to be properly considered, in consultation with the tree officer at Haringey.</p> <p>The panel would like to see it replaced with one, or potentially two, indigenous trees, and would prefer this to be the case for all trees introduced to the site.</p> <p>The panel would like to see the proposed green roof composed of indigenous species that provide an extensive, biodiverse living roof, rather than simply using sedum.</p>	<p>QRP support noted</p> <p>The arboricultural report submitted has concluded that the tree being referred to (T13) has significant deadwood throughout and symptoms of ash dieback. The Councils Park's team confirmed at the pre-application stage that they can accommodate a replacement tree on the park side of the boundary to compensate its loss. Further details of the replacement tree will be resolved at a later stage, and as such this matter can be secured by the imposition of a condition.</p> <p>QRP comment noted. A condition will be imposed that requires details of the extensive, biodiverse living roof</p>

Figure 5 – 3D view from Braemar Avenue





**Figure 6 – 3D view from Nightingale Gardens**



*Height, Bulk and Massing*

6.5.11 The Council's Design Officer has been consulted and notes that the height, massing and scale of the proposed 'new build' part of the development which is four storeys in height successfully responds to the site's context and existing built form of surrounding buildings in that it will appear as a three-storey building with a gentle step up of one floor over the two storey houses adjacent and opposite, transitioning in height towards the taller church towers. The set back third floor will appear as a subsidiary roof structure, and its overall height will remain below the ridge height of the main church roof. This height therefore represents an acceptable transition from the low-rise residential hinterland towards the greater height of more monumental buildings on the main Bounds Green Road frontage and is also appropriate for and compatible with the wider open space of Nightingale Gardens.

*Form, Rhythm and Fenestration*



- 6.5.12 The Design officer advises that the building line of the proposed building steps back (as its height increases), in a series of gradual steps from the residential building line close to the pavement towards the much greater set-back of the main body of the church. The three distinct bays created in the three set-backs also match the rhythm of the terraced houses, expressed in their forward projecting bays. To the rear, the new building line steps forward in four gradual steps from the well-set back rear building line of the neighbouring houses, with their relatively long back gardens, to align with the building line of the side wing of the church to the park side, giving the new flats a greater presence on, visibility from and views of Nightingale Gardens, whilst maintaining privacy to ground floor private gardens, with the new, more elegant, fence stepping up where the boundary of the church to the park becomes the residential boundary.
- 6.5.13 The Design officer advises that the rhythm and proportions of the proposed fenestration will compliment and echo that of the residential terraced houses, with a predominantly vertical emphasis and larger windows matching those of the residential bay windows. There are modest balconies on the street frontage, recessed on the right side closest to the houses, semi-recessed corner balconies to the left side closest to the church, similarly transitioning on the park side from recessed close to the houses, through corner balconies, to fully projecting where the building is closest to the park, making full use of the open public space and providing animation to the park. Their balustrades are to be in a predominantly solid perforated metal providing privacy to residents and hiding any clutter.

*Site Layout, Streetscape Character*

- 6.5.14 The church hall entrance would be in a single storey, glazed link, attached to the church in place of the 20th century extensions, that is well set-back from Braemar Avenue via an attractively landscaped entrance courtyard. The Design Officer advises that the new church facilities will improve its inclusivity for all users, providing much more visible, more welcoming, level access to the church, its hall and toilets. The new entrance and breakout area will be light and visible from both the street and the park, whilst the hall will be in the basement where noisy activities will be insulated from causing disturbance to the main church space and existing and proposed residential neighbours. The applicants have made it very clear that views into and out of the church hall are not wanted, and therefore Officers consider the basement location entirely suitable and appropriate in this instance.
- 6.5.15 The Design officers advises that the proposals have been carefully designed to minimize the impact on the existing trees. However, due to the density of trees along the park boundary, some impact is unavoidable. To permit the development and provide greater visibility and views of the park, one mature tree and four smaller trees will be removed from the boundary. These trees will be replaced with new ones within the park, which will improve landscaping and give the park greater animation and passive surveillance from the development. The development also includes repairs to the original listed church building.

### *Materials and Detailing*

6.5.16 The Design officer advises that the materials and detailing have been carefully considered. The main proposed materials are to be brick, in a carefully chosen variegated pink to compliment and provide a transition between both the houses and church. This will be complimented by metal panels to the sides of the windows and to the set-back top floor, picking up on the contrasting knapped flint panels of the church and acting as a lighter, more roof and sky-like material for that set-back top floor, picking up on the slate of the residential roofs. The use of high-quality materials is considered to be key to the success of the design standard. As such, a condition will be imposed that requires details physical samples of the materials.

### *Design Summary*

6.5.17 The proposal will be a modest but elegant new residential building, providing much needed new housing, as well as new, improved facilities for the church at ground and basement level. It is designed to be complimentary to and act as a transition between the existing neighbouring housing and church, as well as improving its animation of the neighbouring park. Height, proportions, fenestration and materials are appropriate, elegant, promise to be durable, and give the proposals a confident, contemporary, yet complimentary appearance, picking up on neighbouring existing heights, proportions and materials in a modest contemporary interpretation. The proposal promises to be of excellent quality and greatly improve their relationship to the street and its neighbourhood, whilst being sensitive to the heritage and parkland settings.

6.5.18 Therefore, the proposed design of the development is considered to be a high quality design and in line with the policies set out above.

## **6.6 Residential Quality**

### *General Layout*

Figure 7 - Proposed lower ground floor plan

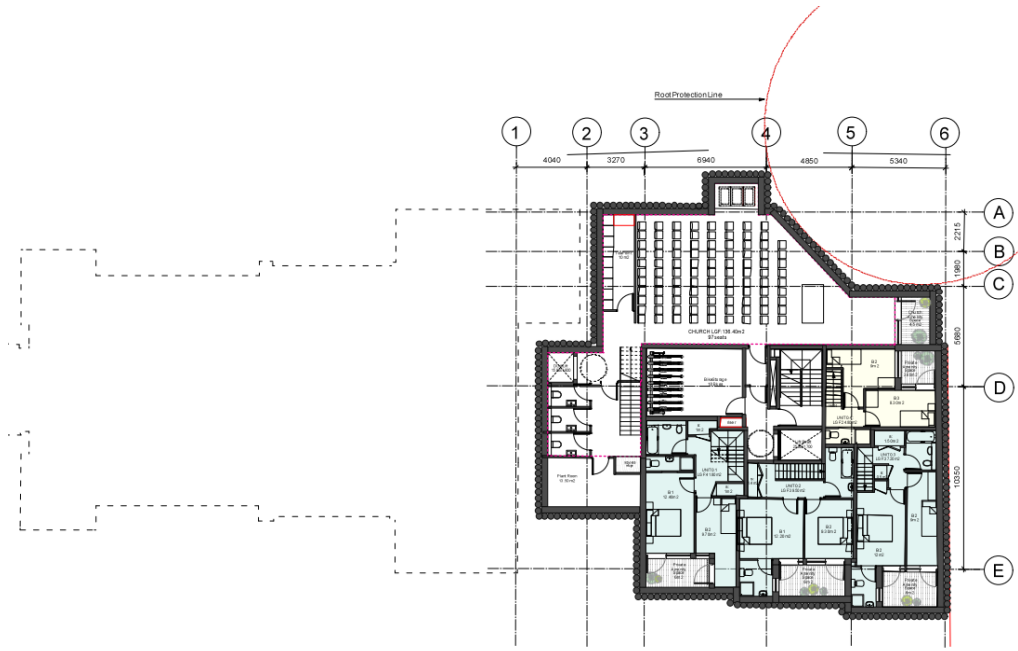


Figure 8 - Proposed ground floor plan

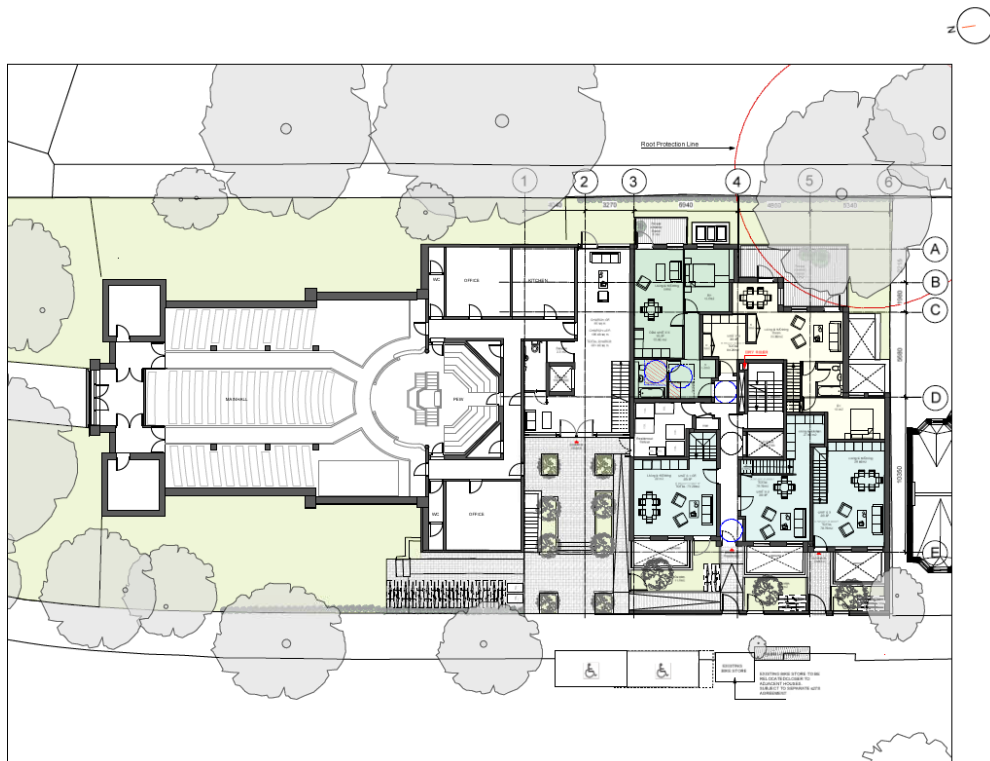
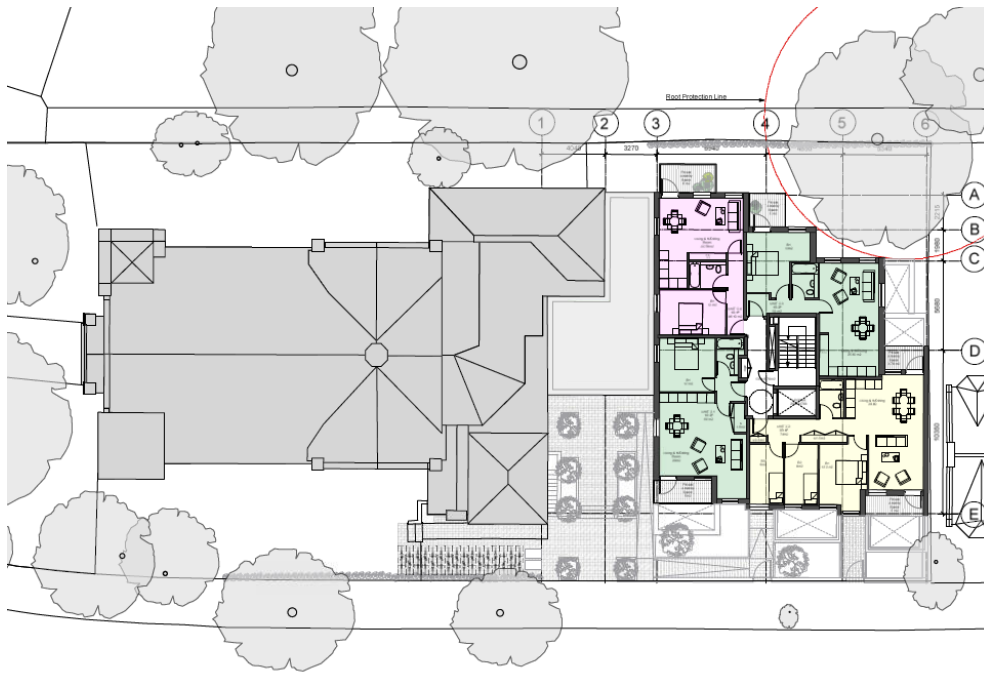


Figure 9 - Proposed first floor plan



6.6.1 The Nationally Described Space Standards set out the minimum space requirements for new housing. The London Plan 2021 standards are consistent with these. London Plan Policy D6 requires housing developments to be of high-quality design, providing comfortable and functional layouts, benefiting from sufficient daylight and sunlight, maximising the provision of dual aspect units and providing adequate and easily accessible outdoor amenity space. It provides qualitative design aspects that should be addressed in housing developments.

6.6.2 The Mayor of London’s Housing SPG seeks to ensure that the layout and design of residential and mixed-use development should ensure a coherent, legible, inclusive and secure environment is achieved.

*Indoor and outdoor space/accommodation standards*

6.6.3 All proposed dwellings exceed minimum space standards including bedroom sizes. All homes would have private amenity space in the form of private gardens, terraces and balconies that meets the requirements of the Mayor’s Housing SPG Standard 26. Notwithstanding this, the site is located immediately adjacent to a public park to the east known as Nightingale Gardens. All dwellings have a minimum floor to ceiling height of 2.5m. All dwellings are well laid out to provide useable living spaces and sufficient internal storage space. The units are acceptable in this regard. None of the balconies/private gardens would be north facing. The four flats which are single aspect are either east or west facing, the

upper floor flats on the first and second floor level are dual aspect with the flats on the third floor being triple aspect.

### *Accessible Housing*

- 6.6.4 London Plan Policy D5 seeks to provide suitable housing and genuine choice for London's diverse population, including disabled people, older people and families with young children. To achieve this, it requires that 10% of new housing is wheelchair accessible and that the remaining 90% is easily adaptable for residents who are wheelchair users. Local Plan Policy SP2 is consistent with this as is Policy DM2 of the DM DPD which requires new developments to be designed so that they can be used safely, easily and with dignity by all.
- 6.6.5 All dwellings achieve compliance with Building Regulations M4 (2), and 7% of the units achieve M4(3) (7%). Whilst this is marginally lower than 10% the opportunities for further M4(3) compliant flats is limited and the rest of the dwellings achieve compliance with Building Regulations M4 (2). The applicant has confirmed that the maisonettes (Units 0.1-0.4) will be able to achieve Building Regulations M4(2) compliance with an internal chair lift. The proposed building provides step free access throughout and incorporate a passenger lift suitable for a wheelchair user. Two accessible car parking spaces are provided on street.

### *Child Play Space provision*

- 6.6.6 London Plan Policy S4 seeks to ensure that development proposals include suitable provision for play and recreation. Local Plan Policy SP2 requires residential development proposals to adopt the GLA Child Play Space Standards and Policy SP13 underlines the need to make provision for children's informal or formal play space.
- 6.6.7 The applicant has provided a child yield calculation for the proposed development based on the mix and tenure of units in accordance with the current GLA population yield calculator. The proposed development requires 27.9 square metres of play space based on the latest GLA child playspace calculator. Due to the scale of the development and the site constraints, play space on site is not provided. However, in this instance the site is immediately adjacent to Nightingale Gardens to the east. The child yield for this development will be very low (2.8 children) and as well as Nightingale Gardens play area, there are large play areas for older children at Alexandra Park (494 metres walk from the site), Trinity Gardens (142 metres walk from the site) and Wood Green Common Fairland Park (441 metres walk from the site). These play areas are located within the distance requirements of the Mayor's Play and Informal Recreation SPG which sets out that play space for older children should be located within 800 metres walk from the site, them. However, notwithstanding GLA policy, there is still a shortfall in required onsite playspace and the applicant has agreed to a financial contribution of £2,660 for off-site child

play space provision which accords with the requirements set out in paragraph 9.20 of the Planning Obligation SPD. This can be secured by legal agreement.

#### *Outlook and Privacy*

- 6.6.8 The flats/maisonettes with an east facing aspect would benefit from the pleasant green outlook of the adjacent park with screening to mitigate overlooking whilst also allowing passive surveillance and animation to the park. The flats with a northern aspect will have an outlook onto the new inaccessible green roof of the single storey glazed link and new landscaped entrance courtyard and the flats with a western aspect will have an outlook onto the street frontage. Both outlooks provide passive surveillance on these areas
- 6.6.9 The proposed basement accommodation which serves bedrooms for four of the flats (Units 0.1-0.4) would be served by a good sized lightwell to enable sufficient outlook from the rooms. Units 0.1-0.3 will have a western aspect and unit 0.4 will have an eastern aspect. It should also be noted again that the units all benefit from double and triple aspects with the single aspect units being east or west facing.
- 6.6.10 In terms of privacy, the balconies have been carefully designed to ensure there is no overlooking/loss of privacy issues within the proposed development.
- 6.6.11 As such, it is considered that appropriate levels of outlook and privacy would be achieved for the proposed units.

#### *Sunlight/Daylight /overshadowing – Future Occupiers*

- 6.6.12 Daylight and sunlight studies have been undertaken to assess the levels of daylight within the proposed development. The study is based on the numerical tests in the new updated 2022 Building Research Establishment (BRE) guidance. Computer modelling software was used to carry out the assessments of the proposed habitable rooms at ground and first floor level where access to daylight will be most restricted.
- 6.6.13 It concludes that the proposals would achieve good levels of daylight to the proposed dwellings. The whole development will achieve or exceed the recommended level of daylight with 35 (83%) of the 42 rooms achieving or exceeding the recommended level of daylight. The 7 rooms which fall short of the guidelines include the kitchen/diner at first floor level and 6 bedrooms at basement level. It is worth noting that all 6 of these bedrooms are located within apartments which have main living rooms which exceed the guideline values. Taking into account that the BRE guidelines acknowledges that bedrooms are less important and considering the urban location of the site, it is considered that the analysis demonstrates that the scheme will provide accommodation with good access to daylight and the BRE guidelines are achieved.

6.6.14 It concludes that the proposals would achieve good levels of sunlight to the proposed dwellings. The sunlight exposure results demonstrate that 30 (71%) of the 42 rooms achieving or exceeding the recommended level of sunlight. All of the rooms which fall short of the guideline value are bedrooms which the BRE suggest are less important than main habitable rooms in terms of sunlight. Of the rooms which do meet the guideline values, 9 meet the BRE's high levels and 7 meet the BRE's medium levels.

6.6.15 Overall it is considered the units would benefit from adequate levels of daylight and sunlight.

#### *Other Amenity Considerations – Future Occupiers*

6.6.16 As set out below, further details of air quality will be adequately addressed at a later stage, and as such this matter can be secured by the imposition of a condition (This is covered in more detail under paragraph 6.13 of the report).

6.6.17 With regards to noise, the planning application is accompanied by a noise assessment which concludes that the background noise climate was dominated by road traffic noise from the surrounding roads. Furthermore, the applicant has confirmed that the new church hall located in the basement will be fully sound proofed. Further details of sound insulation will be adequately addressed at a later stage, and as such this matter can be secured by the imposition of a condition.

6.6.18 Lighting throughout the site is proposed, details of which will be submitted by the imposition of a condition so to ensure there is no material adverse impacts on future occupiers of the development.

6.6.19 With regards to noise, the application is accompanied by a noise assessment which sets out the glazing requirements to ensure suitable internal noise levels are achieved.

6.6.20 The development would include a separate refuse store for the residential flats accessed via the entrance courtyard, which is located 11m into the development. This exceeds the maximum drag distance requirement of 10m that is allowed for larger refuse bins from the collection point to the highway as such this issue can be adequately addressed at a later stage, and as such this matter can be secured by the imposition of a service and delivery condition. The Council's Waste Management Officer is satisfied with the proposed arrangements for the refuse/recycling bin.

#### *Security*

- 6.6.21 The adjacent park will be overlooked by residents of the proposed development, which will help to prevent any anti-social behaviour. To further deter any anti-social behaviour the following measures are proposed, CCTV, video entry system for all flats, and resident-only fob controlled access.
- 6.6.22 The Secured by Design Officer does not object to the proposed development subject to conditions requiring details of and compliance with the principles and practices of the Secured by Design Award Scheme. It is also recommended that a condition be imposed requiring provision and approval of lighting details in the interests of security.

## **6.7 Impact on Neighbouring Amenity**

- 6.7.1 London Plan Policy D6 outlines that design of new development proposals must not be detrimental to the amenity of surrounding housing, specifically stating that proposals should provide sufficient daylight and sunlight to surrounding housing that is appropriate for its context, while also minimising overshadowing. London Plan Policy D14 requires development proposals to reduce, manage and mitigate noise impacts.
- 6.7.2 Policy DM1 'Delivering High Quality Design' of the DM DPD states that development proposals must ensure a high standard of privacy and amenity for a development's users and neighbours. Specifically, proposals are required to provide appropriate sunlight, daylight and aspects to adjacent buildings and land, and to provide an appropriate amount of privacy to neighbouring properties to avoid overlooking and loss of privacy and detriment to amenity of neighbouring residents. These issues are considered below.

### *Daylight and sunlight Impact*

- 6.7.3 The applicant has submitted a Daylight and Sunlight Assessment that assesses daylight and sunlight to the windows of existing neighbouring residential properties.
- 6.7.4 The assessment finds that overall the impact of the development on existing neighbouring residential properties at 1-3 Braemar Avenue located immediately south of the development is favourable for daylight. The results show that 19 (79%) of the 24 windows will fully comply with the BRE guidelines. Some (five) windows to the immediate neighbour, no. 1 Braemar Avenue, would lose a noticeable amount of daylight, but these rooms would still also be lit by other windows that are unaffected, such that their room's daylight distribution is unaffected. The impact on existing neighbouring residential properties is very favourable for sunlight in that the sunlight assessment has considered eight rooms within the neighbouring properties. The test shows that all 8 rooms (100%) will achieve the BRE guidelines.

### *Privacy/Overlooking and Outlook*



- 6.7.5 Concerns have been raised that the proposed development would result in a loss of privacy/overlooking issues, particularly with regards to the terrace immediately south of the site on Braemar Avenue. The design measures to address this concern, includes the use of high level windows to the south facing living/dining/kitchen windows at first and second floor level of units 1.3 and 2.3 and non-accessible areas of the roof terrace which serves unit 3.2 on the third floor to minimise loss of privacy and overlooking into the neighbouring gardens. Such measures would serve to preserve privacy levels of neighbouring properties to a satisfactory degree. With regards to the properties on Park Avenue to the east of the site, given the 105 metre distance between the main rear wall of the properties on Park Avenue and that of the proposal, the proposed development would not cause an unacceptable loss of privacy to these neighbouring occupants. With regards to the properties immediately opposite on Braemar Avenue, the closest separation distance of 20m would ensure privacy is maintained and notwithstanding that there is less expectation of privacy to street facing windows.
- 6.7.6 In terms of outlook, existing surrounding residents would experience both actual and perceived changes in their amenity as a result of the depth of the development beyond the rear wall and height of 8.85 metres on the boundary shared with No. 1 Braemar Avenue. Nevertheless, taking account of the urban setting of the site and the established pattern and form of the neighbouring development the proposal is not considered to result in an unacceptable material impact on local amenity in this respect.
- 6.7.7 Therefore, it is considered that residents of nearby residential properties would not be materially affected by the proposal in terms of loss of outlook or privacy.

#### *Other Amenity Considerations*

- 6.7.8 Policy DM23 of the DM DPD states that new developments should not have a detrimental impact on air quality, noise or light pollution.
- 6.7.9 The submitted Air Quality Assessment (AQA) concludes that the development is not considered to be contrary to any of the national and local planning policies regarding air quality.
- 6.7.10 It is anticipated that light emitted from internal rooms would not have a significant impact on neighbouring occupiers in the context of this urban area.
- 6.7.11 Construction impacts are largely controlled by non-planning legislation. Nevertheless, conditions have been imposed requiring details and control over the demolition and construction methodology.
- 6.7.12 The increase in noise from occupants of the proposed development would not be significant to neighbouring occupants given the current use of the site as a church

and the current urbanised nature of the surroundings. A condition will be imposed ensuring a noise management strategy is provided.

6.7.13 Therefore, it is considered that the proposal would not have a material adverse impact on the amenity of residents and occupiers of neighbouring and surrounding properties.

## **6.8 Parking and Highways**

6.8.1 Local Plan Policy SP7 states that the Council aims to tackle climate change, improve local place shaping and public realm, and environmental and transport quality and safety by promoting public transport, walking and cycling. This approach is continued in Policies DM31 and DM32 of the DM DPD.

6.8.2 London Plan Policy T1 sets out the Mayor's strategic target for 80% of all trips in London to be made by foot, cycle or public transport by 2041. This policy also promotes development that makes the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport. Policy T6 sets out cycle parking requirements for developments, including minimum standards. T7 concerns car parking and sets out that 'car-free' development should be the starting point for all development proposals in places that are well-connected by public transport. Policy T6.1 sets out requirements for residential car parking spaces.

6.8.3 This site has a Public Transport Accessibility Level (PTAL) of 6a, which is considered 'very good' access to public transport services. The site has convenient access to local shops, services, facilities and transport links. Alexandra Palace Station is only a 6min walk and 2min bicycle ride from the development. Furthermore, Wood Green Underground station is easily accessible from the site with it only being approximately: 10min bus ride, 10min walk, and 4min bike ride. The site is located within the Wood Green Outer Controlled Parking Zones, which has operating hours of 0800 – 1830 Monday to Saturday.

6.8.4 The Transport officer has been consulted and notes that in terms of trip generation for both the church and residential use classes, the proposed church hall will have seating capacity for 97 and it is envisaged that the hall will be used for both Sunday school and occasional events. They consider that with the measures identified in the Travel Plan, the site's excellent PTAL, and extensive parking control measures no impacts are likely to be experienced. Also, considering the car free nature of the development and that residents would not be permitted from gaining a parking permit, the Highway Authority consider that no impact will be experienced, and that existing public transport infrastructure should be able to absorb any additional trips.

### *Parking*

6.8.5 The Transport officer notes that the proposal would be a car free development with the residents not being able to attain a parking permit, therefore there would be no need to increase on-street parking bays as no new demand will be generated from the development. This is further supported by the local CPZ, which restricts parking to permit holders only for 6 days of the week and for the majority of the day. The proposal provides two on street blue badge car parking spaces for the residential which would meet the 10% blue badge parking requirement. Additionally, all disabled bays associated with the development must be for resident use only.

#### *Car Free*

6.8.6 A 'car-free' development is proposed and permits would not be allocated to the new properties for on-street parking. Due to the site's public transport accessibility level (PTAL) (6a - 'very good' access to public transport services) the proposed development would therefore be acceptable as a car free development, in accordance with Policy DM32 of the DM DPD. The applicant will need to enter into a legal agreement to secure future parking control.

#### *Cycle parking*

6.8.7 In terms of the residential component of the proposal, 26 long stay and 2 short stay cycle spaces are proposed. The long stay cycle parking spaces are proposed in an internal cycle store at basement level with an access lift provided and within the private gardens of the dwellings at ground floor. The secure shelters for the garden cycle parking will comprise of domestic secure boxes and the basement cycle store will only be accessible by a fob system. The short stay cycle spaces are proposed in the secure cycle shelter fronting the street. In terms of the church, 4 long-stay and 7 short-stay cycle parking spaces are proposed in the same secure cycle shelter fronting the street. The details of cycle parking in line with the London Plan and the London Cycle Design Standards (LCDS) can be adequately addressed at a later stage, and as such this matter can be secured by the imposition of a condition.

6.8.8 The design and arrangement of all cycle parking will need to meet the requirements of TfL's London Cycle Design Standards.

6.8.9 As such, the cycle parking is acceptable subject to the relevant condition/legal agreement being imposed in respect of proposed cycle parking arrangements

#### *Highways Works*

6.8.10 The Transport officer notes that the development will see the reinstatement of the footway where the vehicle crossover has now become redundant on Braemar Avenue. This will enable safer crossing and traversal by pedestrians, especially for those with mobility issues. This is to be in accordance with the published London Plan 2021 Policy T4 Assessing and mitigating transport impacts, which states that

*'development proposals should not include increase road danger'*. This is further supported by the Haringey Council's Development Management DPD Policy DM33 which states that the council will only support proposal for a new crossover where it does not result in a *'reduction in pedestrian or highway safety'*. The applicant will need to enter into the appropriate Highways Act Agreement to facilitate improvements to the highway. This can be secured by legal agreement.

#### *Deliveries and Servicing*

6.8.11 The Transport officer notes that deliveries for the church will remain as present and up to 2 deliveries per day would be expected for the residential development. Although, a much higher number of deliveries could be expected over a day for the residential development given a lot of shopping is currently done online. Therefore, the Highway Authority would require the applicant to submit a Service and Delivery Plan. This can be secured by the imposition of a separate condition. The applicant will also need to enter into a legal agreement to make any alterations to the highway. In addition, an enhanced delivery and servicing plan to address the issues above will be required. This can be secured by the imposition of a separate condition.

6.8.12 In terms of refuse and recycling collection, the residential refuse and recycling can be accessed via a courtyard, which is located 11m into the development. This exceeds the maximum walking distance of 10m that is allowed for larger refuse bins from the collection point to the highway by the council's refuse operatives. This issue can be addressed as part of the service and delivery plan that will be secured by the imposition of a condition.

6.8.13 The proposed arrangements are considered to be satisfactory and this has been confirmed by the Waste Collection team.

#### *Construction Logistics and Management*

6.8.14 The outline Construction and Logistics Plan submitted makes reference to 4.3m of parking bays needing to be suspended for deliveries to the site and further entails the relocation of the on-street cycle hanger. For any changes to the Traffic Order or the suspension of any parking bays, the applicant will need to liaise with Haringey Council's Highways Team. The applicant will need to enter into a legal agreement to monitor the development proposal. A detailed Construction Logistics Management Plan is also required. This can be secured by a legal agreement.

6.8.15 Overall it is considered that the application is acceptable in transport and parking terms, and in terms of its impact on the public highway.

## **6.9 Basement Development**

- 6.9.1 London Plan policy D10 states Boroughs should establish policies in their Development Plans to address the negative impacts of large-scale development beneath existing buildings, where this is identified as an issue locally.
- 6.9.2 Policy SP11 of Haringey's Local Plan requires that new development should ensure that impacts on natural resources, among other things, are minimised by adopting sustainable construction techniques.
- 6.9.3 A Basement Impact Assessment (BIA) has been submitted with this application, which seeks to demonstrate that the impacts of the basement works would be acceptable, as required by Policy DM18 of the Council's DM DPD 2017. This policy requires proposals for basement development to demonstrate that the works will not adversely affect the structural stability of the application building and neighbouring buildings, does not increase flood risk to the property and nearby properties, avoids harm to the established character of the surrounding area, and will not adversely impact the amenity of adjoining properties or the local natural and historic environment.
- 6.9.4 The proposal seeks to create a basement level to facilitate cycle parking spaces, residential accommodation with lightwells and the new church hall with toilet facilities, plant room and a courtyard. The applicant has submitted a detailed Basement Impact Assessment which has been reviewed by the Council's Building Control and meets the above policy requirement. It will be the responsibility of the structural engineer and the applicant to ensure that the basement construction is sound.
- 6.9.5 While certain aspects of the works cannot be determined at this stage (i.e. structural works to the party walls) a detailed construction management plan is adequately able to be provided at a later stage, but prior to the commencement of works, and as such this matter can be secured by condition.
- 6.9.6 Other legislation provides further safeguards to identify and control the nature and magnitude of the effect on neighbouring properties. Specifically, the structural integrity of the proposed basement works here would need to satisfy modern day building regulations. In addition, the necessary party-wall agreements with adjoining owners would need to be in place prior to the commencement of works on site. In conclusion, the proposal is considered acceptable in this regard.

## **6.10 Sustainability, Energy and Climate Change**

- 6.10.1 The NPPF requires development to contribute to the transition to a low carbon future, reduce energy consumption and contribute to and conserve the natural environment.
- 6.10.2 London Plan Policy SI2 - Minimising greenhouse gas emissions, states that major developments should be zero carbon, and in meeting the zero-carbon target, a

minimum on-site reduction of at least 35 per cent beyond Building Regulations is expected. Local Plan Policy SP4 requires all new developments to introduce measures that reduce energy use and carbon emissions. Residential development is required to achieve a reduction in CO<sub>2</sub> emissions. Local Plan Policy SP11 requires all development to adopt sustainable design and construction techniques to minimise impacts on climate change and natural resources.

6.10.3 Policy DM1 of the DM DPD states that the Council will support design-led proposals that incorporate sustainable design and construction principles and Policy DM21 of the DM DPD expects new development to consider and implement sustainable design, layout and construction techniques.

#### *Carbon Reduction*

6.10.4 Policy SP4 of the Local Plan Strategic Policies, requires all new development to be zero carbon. The London Plan 2021 further confirms this in Policy SI2

6.10.5 The development now achieves a site-wide reduction of 58% in on-site carbon dioxide emissions calculated with Part L 2021. Electric boilers are proposed for heating the new build dwellings which will require a quality-assured construction method and design to deliver the low space heating demand in later stage as currently modelled. LBH Carbon Management raises no objection to the proposal

6.10.6 The revised overall predicted reduction in CO<sub>2</sub> emissions for the development shows an improvement of approximately 58% in carbon emissions with SAP10.2 carbon factors, from the Baseline development model (which is Part L 2021 compliant). This represents an annual saving of approximately 8.06 tonnes of CO<sub>2</sub> from a baseline of 13.09 tCO<sub>2</sub>/year.

6.10.7 The applicant has proposed a saving of 1.41 tCO<sub>2</sub> in carbon emissions (10%) through improved energy efficiency standards in key elements of the build, based on SAP10.2 carbon factors. The residential part of the development achieves 10% carbon reduction which marginally complies with the minimum 10% reduction set in London Plan Policy SI2. The non-residential part of the development achieves 14% carbon reduction which is below the 15% reduction set in London Plan Policy SI2. It is recommended to further improve the building fabric following the fabric first approach of the energy hierarchy. The Council's Carbon Officer is satisfied this can be adequately addressed at a later stage, and as such this matter can be secured by condition.

6.10.8 In terms of the installation of various renewable technologies, the report concludes that electric boiler are the most viable option. This is further supported by the reduced running costs with low space heating demand than the GLA benchmark. Whilst the space heating demand for the residential dwellings is fairly low, using an electric heating solution should only be progressed where a quality-assured construction method and design delivers the low space heating demand as modelled

6.10.9 The applicant is not proposing any Be Clean measures as the site is not within reasonable distance of a proposed Decentralised Energy Network (DEN). A Combined Heat and Power (CHP) plant would not be appropriate for this site.

6.10.10 The applicant confirms ASHP strategy is not feasible and viable option due to space, visual and noise impact on the adjacent residential buildings. The cost comparison between the use of electric boiler and ASHP presented in the report focuses on the capital costs, and embodied carbon concluding electric boiler to be viable option to deliver the Be Green requirement. This is further supported by the reduced running costs with low space heating demand than the GLA benchmark. Whilst the space heating demand for the residential dwellings is fairly low, using an electric heating solution should only be progressed where a quality-assured construction method and design delivers the low space heating demand as modelled. The Council's Carbon Officer is satisfied this can be adequately addressed at a later stage, and as such this matter can be secured by condition.

6.10.11 The applicant confirms sub-metering to be implemented for the residential and non-residential units.

6.10.12 The applicant submitted a BREEAM Pre-Assessment Report for the non-residential units. Based on this report, a score of 61.53 % is expected to be achieved, equivalent to 'Very Good' rating. A potential score of 79.37 % could be achieved which should be aimed.

6.10.13 The shortfall will need to be offset to achieve zero-carbon, in line with Policy SP4 (1). The estimated carbon offset contribution (£12,739 (indicative) inclusive of 10% monitoring fee) will be subject to the detailed design stage.

#### *Circular Economy*

6.10.14 In terms of Circular Economy the principles used for this development are as follows;

- 100% reuse of demolition waste on site,
- 95% construction waste to be diverted from landfill for reuse, recycling or recovery,
- 95% excavation waste to be diverted from landfill for beneficial use,
- 85% municipal waste rate by 2030,
- 50% building materials to incorporate recycled content.

#### *Overheating*

6.10.15 The applicant has undertaken a dynamic thermal modelling assessment in line with CIBSE TM59 weather files for predominantly mechanically ventilated dwellings have been applied to the duplex ground/lower ground floor flats due to potential security risks associated with openable windows.

6.10.16 The applicant has also undertaken a dynamic thermal modelling assessment in line with CIBSE TM52 weather files for the proposed non-domestic church building and the cooling hierarchy has been followed in the design.

6.10.17 The development would not overheat based on the London weather centre files this is based on a series of mitigating measures being built into the development including;

- Natural ventilation, with openable areas restricted to opening angle of 15° due to noise impacts.
- Glazing g-value of 0.4
- External shading for a number of dwellings utilising balcony
- External shading devices/buildups and external louvres to all windows facing the main road and rooms facing south.
- MVHR with summer overpass
- A water-cooled split cooling system for spaces at high risk of overheating without the requirement of an external unit i.e. ground floor flats.

6.10.18 An updated overheating report will need to be submitted to confirm the overheating mitigation strategy in the Overheating Assessment as well as future mitigation measures however the Council's Carbon Officer is satisfied this can be adequately addressed at a later stage, and as such this matter can be secured by condition.

#### *Summary*

6.10.19 The proposal satisfies development plan policies and the Council's Climate Change Officer supports this application subject to the conditions as this scheme will be build a new community hall and new residential dwellings around this, at a high standard. As such, the application is considered acceptable in terms of its sustainability.

## **6.11 Urban Greening, Trees and Ecology**

6.11.1 Policy G5 of The London Plan 2021 requires major development proposals to contribute to the greening of London by including urban greening as a fundamental element of site and building design. London Plan Policy G6 seeks to manage impacts on biodiversity and aims to secure biodiversity net gain.

6.11.2 Policy SP11 of the Local Plan promotes high quality landscaping on and off-site and Policy SP13 seeks to protect and improve open space and providing opportunities for biodiversity and nature conservation.

6.11.3 Policy DM1 of the DM DPD requires proposals to demonstrate how landscape and planting are integrated into the development and expects development proposals



to respond to trees on or close to a site. Policy DM21 of the DM DPD expects proposals to maximise opportunities to enhance biodiversity on-site.

- 6.11.4 London Plan Policy G7 requires existing trees of value to be retained, and any removal to be compensated by adequate replacement. This policy further sets out that planting of new trees, especially those with large canopies, should be included within development proposals. Policy SP13 of the Local Plan recognises, “trees play a significant role in improving environmental conditions and people’s quality of life”, where the policy in general seeks the protection, management and maintenance of existing trees.

#### *Urban Greening Factor*

- 6.11.5 The urban greening factor (UGF) identifies the appropriate amount of urban ‘greening’ required in new developments. The UGF is based on factors set out in the London Plan such as the amount of vegetation, permeable paving, tree planting, or green roof cover, tailored to local conditions. The London Plan recommends a target score of 0.4 for developments which are predominately residential. An assessment of the Urban Greening Factor (UGF) has been provided by the applicant based on the surface cover types. The existing site currently comprises of trees, grassland, hedging and shrubs and impermeable hardstanding. The proposed development would include permeable paving, amenity grassland, shrubs, planting, hedges, trees, and an intensive green roof. The site currently has an urban greening factor of 0.54 and the proposed development achieves an urban greening factor of 0.42. Whilst there is a reduction in the urban greening factor the proposed development would still exceed the minimum target set out in the London Plan. The final details of landscaping can be secured by the imposition of a condition to secure a high-quality scheme with effective long-term management.

#### *Trees*

- 6.11.6 Eleven trees will be retained within the church boundaries, the boundaries of the church and immediately adjacent to the site within Nightingale Gardens. A total of 5 trees have been identified for removal (T14, T12, G8 and T16) and one large mature Ash tree (T13). Of these trees 4 are Category C (T14, T12, G8 and T16). Trees classed as category C are defined as being trees of low quality or small specimens with a relatively low amenity value. One of the trees is Category B (T13) classed as moderate quality. Three of the trees to be removed (T13, T14 and T16) have either significant deadwood throughout or show the symptoms of the terminal disease chalara ash dieback and two of the trees to be removed (G8 and T12) are classed as a low quality trees. Although the removal of these trees is regrettable, it is proposed that ten new trees which comprise of 8 trees along the courtyard entrance and two in front of the new residential building are provided. The applicant has also agreed to fund a new replacement semi mature/mature tree on the

Nightingale Gardens boundary immediately east of the site to compensate the loss of T13. This can be secured by legal agreement.

6.11.7 The Council's Tree Officer has been consulted on the proposal and notes that encroachments within the Root Protection Areas are minimal and non-existent. The Council's Tree Officer advises that the loss of T13 will not have a significant impact on the line of mature trees. The Tree officer therefore raises no objection subject to the planting of three mature replacement trees and adherence with the Arboricultural Method Statement and the Tree Protection plan, and as such this matter can be secured by condition.

### *Ecology and Biodiversity*

6.11.8 Within the site, amenity grassland, hedges, trees, and an intensive green roof is proposed to maximise the number of native species assisting with achieving the highest ecological value.

6.11.9 Whilst these measures are acceptable in principle, further information is required in respect of proposed mitigation and enhancement measures. This can be secured by the imposition of a condition.

6.11.10 Therefore, subject to conditions the proposal is acceptable in terms of its impact on trees, ecology and biodiversity, and its provision of urban greening.

## **6.12 Flood Risk and Drainage**

6.12.1 Policy SP5 of the Local Plan and Policy DM24 of the DM DPD seek to ensure that new development reduces the risk of flooding and provides suitable measures for drainage. The site is located within Flood Zone 1 which has the lowest risk of flooding from tidal and fluvial sources and a Critical Drainage Area.

6.12.2 The applicant has submitted a Flood Risk Assessment and Drainage Strategy report. These have been reviewed by the LBH Flood and Water Management officer who has confirmed that they are satisfied that the impacts of surface water drainage will be addressed adequately. A number of mitigation measures are recommended to address the risk of flooding from surface water, in the form of blue roofs, permeable paving and a below ground tank. The below ground tank is to serve all external amenity areas located at lower ground floor level, external hardstanding areas which lie over the basement footprint and all rainwater downpipes serving the building terraces. The outlet from the blue roofs and permeable paving will discharge to the sewer by gravity; the outlet from the below ground tank will be pumped. It is proposed that runoff from the small external hardstanding area which is to be served by the permeable paving be restricted via an orifice plate to control the runoff rate to 0.4l/s. It is proposed that the pump rate from the below ground attenuation tank be set at 1.0l/s. Runoff rates from the blue

roof areas have been calculated by a blue roof manufacturer; it should be noted that the runoff rate, storage depth and number of outlets for each blue roof area may be subject to alteration if another blue roof manufacturer is approached at a later design stage.

6.12.3 Thames Water raises no objection with regards to water network infrastructure capacity and surface water drainage if the developer follows the sequential approach to the disposal of surface water. Thames Water recommends imposing a condition regarding piling and an informative regarding groundwater discharge, underground water assets and water pressure.

## **6.13 Air Quality and Land Contamination**

6.13.1 Policy DM23 of the DM DPD requires all development to consider air quality and improve or mitigate the impact on air quality in the borough and users of the development. An Air Quality Assessment ('AQA') was prepared to support the planning application and concluded that the site is suitable for residential use and that the proposed development would not expose existing residents or future occupants to unacceptable air quality. It also highlighted that the air quality impacts from the proposed development during its construction phase would not be significant and that in air quality terms it would adhere with national or local planning policies.

6.13.2 The proposed development is considered to be air quality neutral however the applicant is required to provide an updated Air Quality Assessment of the proposed development in order to determine the actual existing baseline concentration in order to know the level of mitigation that will be required for the various floors of the development. The Council's Pollution Officer is satisfied this can be adequately addressed at a later stage, and as such this matter can be secured by the imposition of a condition.

6.13.3 Concerns have been raised about construction works however, these are temporary impact and can be mitigated through provision of the construction management plan which will include air quality control measures such as dust suppression. The proposal is not considered an air quality risk or harm to nearby residents, or future occupiers. The proposal is acceptable in this regard.

### *Land Contamination*

6.13.4 Policy DM23 (Part G) of the DM DPD requires proposals to demonstrate that any risks associated with land contamination can be adequately addressed to make the development safe.

6.13.5 A Basement Impact Assessment assess the potential of contamination on the residential development and concludes from a review of the relevant findings, that the proposed site is likely to be suitable for a residential development, subject to

further detailed investigation and any subsequent recommended remedial works that may be required for the proposed end use secured by condition, the Council's Pollution Officer raises no objections.

## **6.14 Fire Safety**

6.14.1 London Plan Policy D12 states that all major development proposals should be submitted with a Fire Statement, which is an independent fire strategy, produced by a third party, suitably qualified assessor. The applicant has submitted a fire safety strategy report alongside updated plans which confirms that that fire safety details are sufficient for the purpose of planning. A formal detailed assessment will be undertaken for fire safety at the building control stage.

## **6.15 Employment**

6.15.1 Local Plan Policies SP8 and SP9 aim to support local employment, improve skills and training, and support access to jobs. The Council's Planning Obligations Supplementary Planning Document (SPD) requires all major developments to contribute towards local employment and training.

6.15.2 There would be opportunities for borough residents to be trained and employed as part of the development's construction process. The Council requires the developer (and its contractors and sub-contractors) to notify it of job vacancies, to employ a minimum of 20% of the on-site workforce from local residents (including trainees nominated by the Council). These requirements would be secured by legal agreement.

6.15.3 As such, the development would have a positive impact in terms of employment provision.

## **6.16 Conclusion**

- The proposal to rationalise and improve the church hall which is a community facility is acceptable and will meet the operational requirements of the existing church use and the present and future needs of the local community.
- The development would introduce a high-quality residential development which responds appropriately to the local context and is supported by the Quality Review Panel.
- The development would provide 15 residential dwellings, contributing towards much needed housing stock in the borough.

- The works to the Grade II listed church are welcomed and will greatly improve and enhance the character of the church as a focal building within the conservation area and will have a positive impact on the character of the listed building.
- The proposed development will lead to very low, less than substantial harm to the significance of the conservation area and its assets, which would be outweighed by the public benefits of the development.
- The mix and quality of accommodation are acceptable and either meet or exceed relevant planning policy standards. The dwellings have private external amenity space and all dwellings are in close proximity to a substantial sized open space - Nightingale Gardens.
- The proposal provides good quality hard and soft landscaping.
- The proposal has been designed to avoid any material harm to neighbouring amenity in terms of a loss of sunlight and daylight, outlook, or privacy, and in terms of excessive, noise, light or air pollution.
- The development would be 'car free' and provide an appropriate quantity of cycle parking spaces for this location and would be further supported by sustainable transport initiatives. There would be no significant adverse impacts on the surrounding highway network or on car parking conditions in the area.
- The development would provide appropriate carbon reduction measures and a carbon off-setting payment to provide a zero carbon development, as well as site drainage and biodiversity improvements.
- The proposed development will secure several obligations including financial contributions to mitigate the residual impacts of the development.

## **7.0 COMMUNITY INFRASTRUCTURE LEVY (CIL)**

Based on the information given on the plans, the Mayoral CIL charge will be £59,295.63 (918.6 sqm x £64.55) and the Haringey CIL charge will be £225,139.67 (918.6sqm x £245.09). This will be collected by Haringey after/should the scheme is/be implemented and could be subject to surcharges for failure to assume liability, for failure to submit a commencement notice and/or for late payment, and subject to indexation in line with the construction costs index. An informative will be attached advising the applicant of this charge.

## **8.0 RECOMMENDATIONS**

GRANT planning permission and listed building consent for the reasons set out in Section 2 above.