

Planning Applications Sub Committee 31 October 2005 Item No

REPORT FOR CONSIDERATION AT PLANNING APPLICATION SUB-COMMITTEE

Reference No: HGY/2005/0734

Ward: Seven Sisters

Date received: 25/04/2005

Last amended date: N/A

Drawing number of plans P/017, P/018, P019, P/020

Address: Oakdale Arms 283 Hermitage Road N4

Proposal: Demolition of existing building and erection of a three storey building comprising 4 x 1 bed, 2 x 2 bed, 2 x 3 bed and 1 x 4 bed self contained flats and parking at basement level.

Existing Use: Public House

Proposed Use: Residential

Applicant: C & S Builders Merchants (Stamford Hill) London Ltd.

Ownership: Private

THIS ITEM WAS DEFERRED FROM THE 10 OCTOBER 2005 PLANNING APPLICATIONS SUB COMMITTEE MEETING FOR A MEMBERS SITE VISIT.

PLANNING DESIGNATIONS

RIM 1.2 Upgrading Greatest Need
Road - Classified
Area Plans and Planning Briefs
Area of Community Regeneration

Officer Contact: John Ogenga P'Lakop

RECOMMENDATION

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

SITE AND SURROUNDINGS

The site is located at the corner of Oakdale Road and Hermitage Road. Around the Oakdale Arms exist an open space use for parking. Opposite the site is a small block of flats referred to as Green Court. The surrounding area is predominantly residential. At the rear along Beechfield Road is located a single storey light industrial unit.

PLANNING HISTORY

There is no previous planning history on the site

DETAILS OF PROPOSAL

The proposal is for the demolition of the existing Public House building and the erection of a three storey building to comprise of 4 x 1 bed, 2 x 2 bed, 2 x 3 bed and 1 x 4 bed self- contained flats and parking at basement level.

CONSULTATION

Internal

Transportation Group
Design Team
Waste Management
Ward Councillors

Local Residents

265-271 (o), 285-293 (o), 272-320 (e) Hermitage Road
65-85 (o) Oakdale Road
53, 72-82 (e) Beechfield Road

RESPONSES

Transportation Group comments

The highways and transportation authority would not object to this application on the condition that:

(1) Eight cycle racks with secure shelter are provided.

Informative

(1) Work relating to alteration to the dropped kerb access must be carried out by the Council at the expense of the developer. The developer is advised to contact 020 8489 1316.

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

Design Team comments

The Design team commented that there are 2 issues:

- Demolition of the Public House

The ground floor of the pub has an attractive facade with stone columns, cornicing and what looks like Victorian detailing. The upper floors are much altered with a series of very unsightly additions at roof level. I am not convinced that the pub is of sufficient quality to locally list. In any event local listing would not provide protection from demolition. The site is not in a conservation area and consent for demolition is not therefore required.

- Quality of the replacement scheme

Height and Bulk

The proposed scheme comprises 3 floors plus basement car parking in a simple brick envelope on a very slightly larger footprint than the existing pub. The proposed building is set back from the site boundary and has soft landscaping around it at street level. On the Hermitage road elevation, the proposed building is slightly higher than the apex of the adjoining domestic property and there is a gap between it and the adjoining house. The site is surrounded by buildings of varying heights with a much taller residential block on the other side of the road. The proposed height sits comfortably with the scale of the surrounding area and is considered acceptable in urban design terms.

Detailed design

The main elevations are detailed in brick with metal balconies and large windows. The top storey is set back and has a metal facing finish with metal railing detail. The corner junction has a circular balcony detail with stone facing panels on the corner which are also shown on the main elevations.

The height bulk and detailed design are considered acceptable in this location subject to detailed conditions relating to elevation and materials and including larger scale drawings of the windows/ doors/entrance canopies/roof facing.

Also samples of all facing materials should be submitted and agreed by the Council before any work on site commences.

Waste Management

No comment provided.

Ward Councillors

Initial objection was received from Councillor Richard Reynolds on the 16 May 2005.

Local Residents

There have been several objections and a petition from at least 500 people. Having looked at the objection raised, I summarise the main reasons for the objections as follows:

- The effect on local amenities
- Environmental impact
- Effect on character and appearance of the area
- Loss of valued building
- Effect on provision of local facilities - open space
- Effect on vitality and viability of shopping centre

RELEVANT PLANNING POLICY

NATIONAL POLICY BACKGROUND

Planning Policy Guidance 3 Housing

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

PPG3 states that Local planning authorities should:

- provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of Greenfield sites;
- promote improved quality of developments which in their design, layout and allocation of space create a sense of community; and

- Introduce greater flexibility in the application of parking standards, which the Government expects to be significantly lower than at present.

Planning Policy Guidance 13 Transport

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

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

THE LONDON PLAN

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

The Plan sets housing targets for individual boroughs for the period up to 2016. The target for Haringey is 19370 additional 'homes' (970 per year) out of a target for London of 457950 (23000 per year). Future target will include the more efficient use of existing stock as well as new-build.

LOCAL POLICY BACKGROUND

Current Haringey Council Unitary Development Plan

HSG 1.1: Strategic Housing Target

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

HSG 2.1: Dwelling Mix for New Build Housing

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

HSG 2.2: Residential Densities

In considering applications for residential development (including redevelopment, conversions and mixed-used schemes) the density of the development should normally be in the density range of 175 hrh - 250 hrh (70 hra - 100 hra).

DES 1.1 Good Design and how Design Will Be Assessed

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

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

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

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

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

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

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

DES 1.9 Privacy and Amenity of Neighbours

Seeks to protect the reasonable amenity of neighbour's planning permission for development

TSP 7.1: Parking for Development

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

CSF 1.4: Existing Community, Social and Religious Facilities

Planning permission will not normally be granted for a development that results in the loss of any existing community facility

Emerging Unitary Development Plan

UD3 Good Design

Sets out criteria for quality design.

Reflects the advice in the London Plan and increased densities.

HSG9 Dwelling Mix

Requires that dwelling mix meet the Councils housing requirements.

Supplementary Planning Guidance 12 Education needs generated by new housing developments.

ANALYSIS/ASSESSMENT OF THE APPLICATION

It is considered that the main issues in determining this proposal are as follows

1. The principle of residential use.
2. Design and Layout and effect upon the character and appearance of the local area.
3. Amenity
4. Existing Community Facilities
5. Density.
6. Affordable Housing
7. Dwelling Mix
8. Car Parking and cycle parking.
9. Waste Management
10. Section 106, Educational contribution

1. Principle of residential use

The surrounding area is predominantly residential. The proposed building would be three storey with the dwelling mix above. The redevelopment of the site for residential purposes complies with UDP Policy HSG 1.2 and HSG 1.3 in that the site is not within a Defined Employment Area.

The Council has acknowledged that the site can make a contribution to housing supply and provides an acceptable environment for residential use. Furthermore, the principle of making full re-use of previously developed and accessible urban land for housing purposes is in PPG3. It is therefore considered that the regeneration potential of the scheme complies with UDP Policy RIM 1.2.

2. Design, layout and effect upon character and appearance of local area.

The proposed building has been designed to fit in with the street frontages to Hermitage and Oakdale Road. The building also responds to being at a focal point in the street at the junction of Hermitage Road and Oakdale Road.

The design solution meets the aims of policy DES1.1 in that the proposal contributes positively to the character of the street, amenity of neighbours and the immediate locality. The design team in the Council considers the scheme acceptable. Their comment has been included in the response above.

It is intended that the north façade be step down in a form of a chiselled element to represent the street juncture at ground floor level. This would be a prominent element as viewed from Hermitage Road as well as Oakdale Road. The upper storey is set back to minimise the overall bulk.

The proposed footprint creates an urban form of enclosure with height relating to the surrounding area. The formal elevations are prominent and provide a modern design interpretation that would create a building of interest.

The applicant intends to have partial facing brick facades with painted textured render, a dry powder painted aluminium fenestration and dry painted aluminium handrails. The second floor would have aluminium-panelled facades with an inverted aluminium panelled roof.

At ground floor level there is an access way fronting Hermitage Road

3. Amenity

The aims of policy DES1.9: Privacy and Amenity of Neighbours and the principles set out in Supplementary Design Guidance 1.3 have been applied to the proposed development. The windows on the rear of the building have been design to ensure that there is no adverse overlooking of the neighbouring properties in that the development meets the minimum distance standard between principle facing windows. Additionally the building steps back at upper floor level.

4. Existing Community Facilities

Notwithstanding the argument for the retention of the Oakdale Arms as community facility, it is considered that without control over demolition it is not possible to seek to preserve the use.

5. Density

- PPG3 recommends that more efficient use be made of land by maximising use of previously developed land. It recommends that Local Authorities "avoid housing development which makes inefficient use of land and provide for more intensive housing development in and around existing centres and close to public transport nodes". Para. 58 states: Local planning authorities should... encourage housing development which makes more efficient use of land (between 30 and 50 dwellings per hectare net)
- The London Plan also sets higher densities for development in urban areas and recommends a density range of 450-700 habitable rooms per hectare for flatted developments in urban areas with 10 minutes walking distance of town centre such as this one.
- Policy HSG 2.2/HSG8 'Residential states that densities which are above the normal range of 175-250 habitable rooms per hectare and up to 350 habitable rooms per hectare may be acceptable on sites with good design and where a community benefit can appropriately be gained. This site is considered to urban in terms of the London Plan having a PTAL rating 5 – The plan states that in such locations up to 700 habitable rooms per hectare may be acceptable. The site has a density of approximately 397 habitable rooms per hectare.

6. Affordable Housing

Policy HSG 2.23 requires all new housing developments above a certain threshold to make contribution towards meeting the Borough's need for affordable housing. This proposal however falls below the threshold as it is for 9 units.

7. Dwelling Mix

The proposal provides for a 1, 2, 3, 4 bed flats. It is considered that it matches the aims of the Council policy.

8. Car Parking and Cycle parking

The Council's Transportation Group is satisfied that the proposed development will generate less vehicular traffic movements compared with that generated by the lawful use as a public house. The scheme provides for 10 parking spaces and cycle parking. The site has good transport accessibility.

9. Waste Management.

The bin storage and waste collection facility would be located at the rear in a purpose made facility in line with the aims of SPG8a.

10. Section 106 Agreement

Educational Contribution

Accordingly, it is recommended that the applicant enters into an Agreement or Agreements with the Council in order to secure £ 49,480.00 educational contribution because of the expected child yield from the development an environmental improvement of the immediate locality and administrative/recovery cost. This figure is based on the guidance (formula) set out in Supplementary Planning Guidance SPG 8a (SPG 8a)

Environmental Contribution

As part of S106, this report recommends that a financial contribution of £ 20,000.00 is required from this development through a legal agreement in order to secure contributions towards the improvement of the immediate locality.

Administrative/Recovery cost

It is also recommended that as part of S106, the applicant pays £ 4,500.00 as an administrative/recovery cost.

Comment on the objections raised as a result of notification

As highlighted above, there have been six main reasons for the objections raised.

The first concern raised is the effect of the proposed development on the local amenities. The main concern to nearby residents here is that the proposed development would create more harm in terms of parking and traffic to the detriment of the quality of life. It is considered however that the proposal meets the requirements of policy TSP 7.1 'Parking for Development'. Furthermore Transportation Group have raised no objection in principle to the proposed development.

The second concern raised is the environmental impact the proposed development would have on the nearby properties. The points raised here are loss of light and domestic refuse. The proposed development with the upper level set back will not unduly affect adjoining properties by reasons of

loss of daylight, overlooking and loss of privacy. and refuse bin provided for would not detract from the amenity being enjoyed.

The third concern raised is the effect on the character and appearance of the area. As pointed out above, the north façade would be stepped down to relate to adjoining properties in the street juncture at ground floor level. The upper storey is set back so that the overall bulk of the building would be minimised in the street scene.

The fourth concern raised is loss of valued building. The existing building is not Listed neither is it in a Conservation Area. The Design team consider that it is not of sufficient quality of design to warrant being locally listed and that local listing would not be sufficient to prevent its demolition.

The fifth concern raised is the effect of the development on provision of local facilities. The Council considers that the site can make a contribution to housing supply and provides an acceptable environment for residential use. Furthermore, the principle of making full re-use of previously developed and accessible urban land for housing purposes is provided for in Planning Policy Guidance 3.

The sixth concern raised is the effect of the proposed development on the vitality and viability of shopping centre. The corner of Hermitage Road and Oakdale Road is not a designated shopping frontage as such the proposed development would not cause any significant harm.

SUMMARY AND CONCLUSION

The proposed development is considered appropriate for the site. It is considered that the proposed development will contribute beneficially to housing provision and sustainability in the borough. It has produced a development scheme that relates well to its surroundings in respect of scale, massing, height, design and external materials and finishes.

The proposed development as amended has produced a high quality design solution that is both practical in terms of the use and accessibility whilst also having regard to the UDP design objectives and policies especially DES1.1, DES 1.2, DES 1.3 and DES 1.9.

It is considered that the proposal has no adverse impact upon local amenity. It is therefore in compliance with the provision of policy DES 1.9 that seeks to protect the reasonable amenity of neighbours.

It is also considered that the proposal would have no adverse impact on the local environment and traffic conditions. I recommend that the proposal be approved.

RECOMMENDATION 1

- (1) That planning permission be granted in accordance with planning application reference number HGY/2005/0734 subject to a pre-condition that C&S Builders Merchants (Stamford Hill) London Ltd shall first have entered into an Agreement with the Council under Section 106 of the Town and Country Planning Act 1990 (As Amended) and Section 16 of the Greater London Council (General Powers) Act 1974] in order to secure: of £49,480.00 as educational contribution, £20,000 for environmental improvement and £4,500.00 as recovery cost/administration.

RECOMMENDATION 2

GRANT PERMISSION

Registered No. HGY/2005/0734

Applicant's drawing No.(s) S/001, 002, P/009, 010 & 011

Subject to the following conditions:

1. The development hereby authorised must be begun not later than the expiration of 5 years from the date of this permission, failing which the permission shall be of no effect.
Reason: This condition is imposed by virtue of Section 91 of the Town & Country Planning Act 1990 and to prevent the accumulation of unimplemented planning permissions.
2. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.
Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.
3. Samples of all materials to be used for the external surfaces of the development shall be submitted to, and approved in writing by, the Local Planning Authority before any development is commenced. Samples should include sample panels or brick types and a roofing material sample combined with a schedule of the exact product references.

Reason: In order for the Local Planning Authority to retain control over the exact materials to be used for the proposed development and to assess the suitability of the samples submitted in the interests of visual amenity.

4. Details of a scheme depicting those areas to be treated by means of hard landscaping shall be submitted to, approved in writing by, and implemented in accordance with the approved details. Such a scheme to include a detailed drawing of those areas of the development to be so treated, a schedule of proposed materials and samples to be submitted for written approval on request from the Local Planning Authority.

Reason: In order to ensure the development has satisfactory landscaped areas in the interests of the visual amenity of the area.

5. No building shall be occupied and no use commenced pursuant to this permission until the said development has been completed in all respects in accordance with the approved plans.

Reason: In order to ensure a satisfactory form of development and to avoid detriment to the character of the area of any works remaining uncompleted.

6. That a detailed scheme for the provision of refuse, waste storage and recycling within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the works. Such a scheme as approved shall be implemented and permanently retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order to protect the amenities of the locality.

7. The proposed development shall have a central dish/aerial system for receiving all broadcasts for all the residential units created, details of such a scheme shall be submitted to and approved by the Local Planning Authority prior to the occupation of the property and the approved scheme shall be implemented and permanently retained thereafter.

Reason: In order to protect the visual amenities of the neighbourhood.

8. That a scheme for the provision of 8 cycle racks under a secured shelter be submitted and approved by the Local Planning Authority.

Reason: In order to encourage sustainable travel modes.

9. That the underground car parking spaces shall be implemented and retained permanently for the sole use of residents of the block only.
Reason: In order to ensure safety and free flow of traffic in the neighbouring highway

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

INFORMATIVE: That all works on or associated with the public highway be carried out by The Transportation Group at the full expense of the developer. Before the Council undertakes any works or incurs any financial liability the developer will be required to make a deposit equal to the full estimated cost of the works.

REASONS FOR APPROVAL

It is considered that the proposed development would not detract from the amenity being enjoyed by the nearby occupiers. The height of the proposed building is fairly in keeping with the surrounding area. The proposal in general therefore meets the standards set out in the Haringey adopted Unitary Development Plan policies HSG 2.1 'Dwelling Mix for New Development', DES 1.1 'Good Design and How Design Will be Assessed', DES 1.2 'Assessment of Design Quality (1): Fitting New Buildings into the Surrounding Area', DES 1.3 'Assessment of Design Quality (2): Enclosure, Height and Scale', DES 1.9 'Privacy and Amenity of Neighbours' and policies UD3 'Good Design' and HSG9 'Dwelling Mix' of the emerging Unitary Development Plan.