

## **REPORT FOR CONSIDERATION AT PLANNING COMMITTEE**

**Reference No:** HGY/2007/2354

**Ward:** Bounds Green

**Date received:** 14/11/2007

**Last amended date:** N / A

**Drawing number of plans:** 202/P/100-105, 106 & 107.

**Address:** Shaftesbury Hall, Herbert Road N11

**Proposal:** Demolition of existing buildings and redevelopment of site to provide new Samaritans operation centre at ground floor level and 3 x 1 bed flat at first floor level and 1 x 1 bed flat at second floor level.

**Existing Use:** Training / Meeting Hall

**Proposed Use:** Call Centre / Residential

**Applicant:** Hornsey H.T & EHB Samaritans

**Ownership:** Private

### **PLANNING DESIGNATIONS**

Road Network: Borough Road

**Officer Contact:** John Ogenga P'Lakop

### **RECOMMENDATION**

GRANT PERMISSION subject to conditions

### **SITE AND SURROUNDINGS**

The site is located at the far end of Herbert Road next to property number 21 which is a two storey detached building. To the eastern side of the site is located Bowes Park railway station. Herbert Road is off Queen's Road and can be accessed from Ireland Place via a foot-bridge across the railway station. The surrounding area is predominantly residential. Currently being use as a training centre for the Samaritans, the building on the site is of no architectural merit.

### **PLANNING HISTORY**

The only planning history recorded on the site is an application submitted in 1981 for the demolition of the then existing sheds and WC and the erection of new cloakroom/WC. This application was however withdrawn.

Demolition of existing building and redevelopment of the site to provide new call centre at ground floor level and 4 x 1 bed flats at first floor level. Application was withdrawn.

## **DETAILS OF PROPOSAL**

The scheme is for the demolition of the existing building in order to allow the redevelopment of the site to provide a three storey building comprising a call centre on the ground floor for the Samaritans and a 3 x 1 bed flats at first floor level and 1 x 1 bed flat at second floor level for Hornsey Housing Trust. The activities on the site would involve Samaritans volunteers taking calls from people in distress. Some of these people (maybe five or less in a week) will visit the centre to talk. Various Samaritans committees will meet at various times in the building (approx one meeting per fortnight). Some of these meetings are already held at the Herbert Road site. Open days and volunteer selection and training currently carried out at the Herbert Road site will continue at the same location.

## **CONSULTATION**

Transportation Group  
Building Control  
Ward Councillors  
Network Rail

### Local Residents

Owner/occupiers of 13-21, 14-26 Herbert Road  
Owner/occupiers of 30-40 Richmond Road

## **RESPONSES**

- Transportation Group raised no objection
- Building Control observed that means of access for Fire Fighting vehicles is acceptable
- Network Rail raised no objection in principle. Some of their comments however would be translated into conditions and informative.
- No response from ward Councillors
- A petition of signatures received from local residents.

## **RELEVANT PLANNING POLICY**

The Councils new Unitary Development Plan was adopted by the Council in July 2006 following its Public Inquiry and modifications procedures. It incorporates relevant national policy guidance and complies with the London Plan. The principle policies which are relevant to this case area set out below.

## **PLANNING POLICY STATEMENT 3 'HOUSING'**

Planning Policy Statements (PPS) set out the Government's national policies on aspects of planning in England. PPS3 sets out the national planning policy framework for delivering the Government's housing objectives. This complements, and should be read together with, other relevant statements of national planning and housing policy (in particular *PPS1: Delivering Sustainable Development* and the forthcoming PPS on Climate Change 2).

PPS3: Housing and accompanying advice and guidance have been developed in response to recommendations in the *Barker Review of Housing Supply* in March 2004. The proposals draw on a range of research and consultation exercises since. A principal aim of the new PPS3 is to underpin the Government's response to the *Barker Review of Housing Supply* and the necessary step-change in housing delivery, through a new, more responsive approach to land supply at the local level.

There will be sites that come forward for housing other than those already identified. These sites are known as "windfall sites" and will contribute towards meeting the housing need in Haringey. Such sites will be assessed against Policy HSG1 to ensure that they meet the needs of the community and do not harm the environment.

### **POLICY G3: HOUSING SUPPLY**

The Council will aim to provide enough housing to meet the needs of Haringey residents and to contribute towards achieving a draft London wide target of 31,090 additional households a year. Draft alterations to the London Plan identify a revised housing target for Haringey of 6,800 additional homes between 2007/8 and 2016/17.

The Council will also seek to maximise new housing opportunities.

### **POLICY UD3: GENERAL PRINCIPLES**

New development in the borough should complement the existing pattern of development in that part of Haringey. The policy aims to ensure that future development in the borough will not worsen the quality of life for those living and working in Haringey.

### **POLICY UD4: QUALITY DESIGN**

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

The Council considers that people deserve a safe environment in which they can live and move around without fearing that they might be a victim of crime. This is an important component of peoples' quality of life. Good design of buildings and

their relationship with their environment affects the perception of an area, as well as the opportunity for disorderly or criminal behaviour.

Any proposals for developments and alterations or extensions, which require planning permission or listed building consent, will be expected to be of high design quality.

## **POLICY UD2: SUSTAINABLE DESIGN AND CONSTRUCTION**

This policy is primarily concerned with the environmental/natural resource aspects of sustainable development. (The social and economic aspects of sustainable development are addressed elsewhere in the UDP). The Council would prefer, all things being equal, that all development in the borough is designed in a way that maximises the potential of the site without causing any unnecessary local or global environmental consequences.

## **POLICY HSG4: AFFORDABLE HOUSING**

Housing developments capable of providing 10 or more units will be required to include a proportion of affordable housing to meet an overall borough target of 50%. The proportion negotiated will depend on the location, scheme details or site characteristics. The proposed scheme is below this threshold.

## **POLICY HSG9: DENSITY STANDARDS**

Residential development in the borough should normally be provided at a density of between 200 – 700 habitable rooms per hectare (hrh) and should have regard to the density ranges set out in Table 4B.1 of the London Plan.

## **POLICY HSG10: DWELLING MIX**

All new residential development (including conversions) should, where possible, provide a mix of dwelling types and size in order to meet the housing needs of the local community.

## **POLICY ENV9: MITIGATING CLIMATE CHANGE: ENERGY EFFICIENCY**

The Council will encourage energy efficiency and a reduction in carbon dioxide (CO<sub>2</sub>) emissions.

Energy efficient designs can be achieved through careful layout, design and landscaping to maximise the use of natural sunlight and ventilation. This may include south facing aspects and small windows on north facing walls. More detail on design and layout is contained in SPG9 Sustainability Statement – Including Checklist.

## **POLICY ENV10: MITIGATING CLIMATE CHANGE: RENEWABLE ENERGY**

The Council will contribute to mitigating climate change by:

- c) Encouraging non-major developments to have an energy assessment and on site energy provision from renewable sources.

#### **POLICY M10: PARKING FOR DEVELOPMENT**

The Council will apply its parking standards to restrain car use, to reduce congestion, to improve road safety, to give priority to essential users and people with disabilities, to improve the environment, to improve local accessibility and to encourage sustainable regeneration.

#### **OS6: ECOLOGICALLY VALUABLE SITES AND THEIR CORRIDORS**

The Council will not permit development on or adjacent to Site of Special Scientific Interest (SSSIs), statutory Local Nature Reserves, or other sites of importance for nature conservation value or ecological importance. An ecological site is one that supports a range of flora and fauna considered to be of ecological value and nature conservation importance to the borough.

#### **UD7: WASTE STORAGE**

In new developments the provision of enough space to store waste until it can be collected is important to avoid the storage of waste on street/pavements. The Council requires schemes to include adequate waste storage details on initial submission of a scheme.

SPG8a Waste and Recycling provides more guidance on space and location for waste storage and also on the form and content of waste management plans for large developments.

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

The main issues in this case are considered to be as follows:

- The principle of the use
- The impact on the amenities of adjoining neighbours.
- Residential density
- Demolition of the existing building
- Design
- Parking
- Waste Disposal
- Comments on the petition received

#### **PRINCIPLE OF THE USE ON THE SITE**

The proposed call centre is designed to provide for a satisfactory facility for what is currently the use of the site. The building is already used by the Samaritans for training. The Samaritans are not a commercial organisation. They are volunteers who provide confidential emotional support for people who are experiencing feelings of distress or despair, including those which may lead to suicide. The applicant's intention therefore is to consolidate the activities currently taking place in Queen's Road/Herbert Road in a new office in the current Shaftesbury Hall site

in Herbert Road. With Queen's approximately only 100 yard away, it is considered that the proposed scheme at shaftesbury Hall Herbert Road would not cause any significant harm in terms of amenity of local residents.

Guidance from central government and the London Plan set housing targets for Local Authorities. RPG3 sets minimum net additional dwelling targets for Haringey of 6700 units for the period 1992 – 2006. The London Plan sets housing targets for individual boroughs for the period up to 2016. The target for Haringey is 19370 additional 'homes' (970 per year), with the exception of the recent target in the London Plan, which the Council is challenging. These targets are generally reflected in Unitary Development Plan Policy G3 'Housing Supply'. This development will contribute toward the Council meeting its target.

The pressure of land for new housing in the Borough means that infill and previously developed sites are increasingly considered for housing development. In the Borough's tight urban fabric the opportunities for an acceptable form of this development are increasingly limited as the available sites decrease. Policy UD3 'General Principles' recognises this pressure and seeks to ensure an appropriate level of development for these sites which ensures that existing amenity is not harmed.

### **IMPACT ON THE AMENITY OF ADJOINING PROPERTIES**

The surrounding properties are terraced 2 storey houses. The proposed erection of 3-storey building to comprise of a call centre at the ground floor level and 3 x 1 bed flats at first floor level and 1 x 1 bed flat at second floor level conform with the character and pattern of development within the local environment. The intended level of development of the site, together with the overall bulk and proportions of the new building, are thought appropriate in relation to neighbouring buildings. The impact of the new development upon the rear garden of 40 Richmond Road has been reduced by reducing the height of the building to single storey on the boundary with the rear garden. It is thought that the proposal generally conforms to the provision of UDP design policies

The proposed building would replace the existing which is at a poor state of repair and of little architectural merit. In terms of effect on privacy and amenity of neighbours, it is considered that the proposal is in line with Policy UD3 'General Principles' that seeks to protect the existing privacy and amenity of neighbouring occupiers. The use of the ground floor as a training and centre for providing confidential support for people experiencing feelings of distress or despair would not detract from the amenity currently enjoyed by local residents. The property would be located at the end of Herbert Road close to a train station compared to 40 Queen's Road which is mid-terrace.

### **DENSITY**

Policy HSG9 'Density Standards' sets out the density range for the borough. PPS 3 underpins the Government's response to the *Barker Review of Housing Supply* and the necessary step-change in housing delivery, through a new, more responsive approach to land supply at the local level. This advice supersedes the housing density policy in the Unitary Development Plan.

The London Plan also sets higher densities for development in urban areas. The Plan recommends a density range of 300 - 450 habitable rooms per hectare for flatted developments in urban areas with a PTAL rating of 3 such as this one.

The Unitary Development Plan sets a density range of 200 – 700 habitable rooms per hectare.

The scheme has a total density of 464hrh which include the ground floor office, training room and call centre space. With the local area having access to numerous bus routes and Bounds Green Underground station, it is considered that the scheme would not have any detrimental effect or harm.

## **DEMOLITION OF THE EXISTING BUILDING**

The application site is not in a Conservation Area. The existing building is not statutory or locally listed. There is therefore no control over the demolition of the existing building.

## **DESIGN**

The proposal is design to house the Samaritans on its ground floor with residential accommodation of the first and second floors. The upper floors would be southerly facing and looking outward to the railway truck. Proposed to be made of steel brick glass and bronze panels, it is considered that the proposed building would provide a local landmark at the corner of Herbert Road and Bowes park station. The proposal would therefore not be harmful to the amenity of the local area it is considered.

## **PARKING**

The Samaritans are currently using the site at 40 Queen's Road as a centre for providing confidential support for people who are experiencing feelings of distress or despair. In essence therefore, the new site at Herbert Road approximately 100 yards away would not have a significant change in usage. The number of people coming and going, parking and levels of traffic will remain exactly the same. The only increase in activities would come from the fact that a family may occupy the old building at Queen's Road and also from the new flats above the proposed centre at Herbert Road. The PTAL rating in the adopted UDP identifies the application site as falling within a 3 rated area. The emerging UDP however puts the application site as a 5 rated area thereby indicating that there is good public transport availability. This provision can be taken to mean that the car free residential element of the development on this site is acceptable. Transportation Group commented that the site is within walking distance of Bounds Green Underground and Bowes Park rail station and they raised no objection.

## **WASTE DISPOSAL**

Refuse storage has been allocated at the side of the building for the scheme. The location is considered suitable and in accordance with the provision in the

adopted Haringey Unitary Development Plan and guidance in Supplementary Policy Guidance 8a. There has been no comment from Waste Management Team.

### ***Comment on the petition received as a result of consultation***

A petition signed by 30 nearby residents have been received as a result of the formal notification. The issues raised here spans from parking to impact on local amenities. The application recently held a public meeting attended by local residents where the reasons for the development and the issues raised by the residents were discussed.

#### Parking

The applicant has indicated that there will be no additional parking as the proposal would just be moved from Queens Road to the application site still within close proximity. The Council's Transportation Officer observed that the proposed residential development is in an area with high public transport accessibility level, with Bounds Green tube station and Bowes Park surface rail station, a short walking distance away. He subsequently considered that majority of the prospective residents/patrons/staff of this development would use sustainable travel modes for their journeys to and from the site. In addition, this site has not been identified within the Council's Adopted 2006 UDP as that renowned to have car parking pressure. It is also deemed that this proposed development would not have any significant adverse impact on the existing generated traffic or indeed car parking demand at this location. Moreover, the applicant has proposed a cycle storage within the development, as detailed on Plan No.202/P/100.

#### Impact of the proposed use

It is considered that there would not be a significant additional increase in usage. As already pointed out in part of this report, a nearby house at 40 Queens Road is currently being use as a call centre. This would be brought back to normal residential usage if and when planning permission is granted for the current proposal for the demolition of the existing building in order to allow the redevelopment of the site to provide a two storey building comprising a call centre on the ground floor for the Samaritans and a 3 x 1 bed flats at first floor level and 1 x 1 bed flat at second floor level for Hornsey Housing Trust.

#### Ecological Impact

The site is adjacent to but not located in the designated ecological corridor. It is considered that the redevelopment of the site would not impact upon the ecological corridor.

#### Design

The proposed upper floors would be southerly facing and looking outward to the railway track. Proposed to be made of steel brick glass and bronze panels, it is considered that the proposed building would provide a local landmark at the corner of Herbert Road and Bowes park station. In addition the proposal is



designed to complement and reinforce the street line and corner of Herbert Road. It is considered that the proposal takes a form of design that is acceptable.

## **SUMMARY AND CONCLUSION**

The proposal site is at Shaftesbury Hall along Herbert Road. The scheme is as describe above. The Samaritans are currently using the site at 40 Queen's Road as a centre for providing confidential support for people who are experiencing feelings of distress or despair. In essence therefore, the new site at Herbert Road approximately 100 yards away would not have a significant change in usage. The number of people coming and going, parking and levels of traffic will remain exactly the same. The only increase in activities would come from the fact that a family may occupy the old building at Queen's Road and also from the new flats above the proposed centre at Herbert Road. The PTAL rating in the adopted UDP identifies the application site as falling within a 3 rated area. The emerging UDP however puts the application site as a 5 rated area thereby indicating that there is good public transport availability. This provision can be taken to mean that the car free residential element of the development on this site is acceptable. Transportation Group commented that the site is in walking distance of Bounds Green Underground and Bowes Park rail station and they raised no objection.

It is considered that the proposal would if implemented not cause any demonstrable harm. The impact on 40 Richmond Road would not be significant. The property has a relatively long garden and will not be ordinarily affected by the proposed building. The height of the proposed new building would reflect the street scene within the local area, the proposal would adds to the Council's housing stocks by providing 4 x 1 bed flats and building that is modern in nature. The proposal does not detract from the Council policy intention as such it is recommended that is should be approved.

## **RECOMMENDATION**

GRANT PERMISSION subject to conditions

Registered No. HGY/2007/2354

Applicant's drawing No.(s) 202/P/100-105, 106 & 107.

Subject to the following condition(s)

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.

3. Samples of all materials to be used for the external surfaces of the development shall be submitted to, and approved in writing by, the Local Planning Authority before any development is commenced. Samples should include sample panels or brick types and a roofing material sample combined with a schedule of the exact product references.

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

4. Notwithstanding the details of landscaping referred to in the application, a scheme for the landscaping and treatment of the surroundings of the proposed development to include detailed drawings of:

- a. those existing trees to be retained.
- b. those existing trees to be removed.
- c. those existing trees which will require thinning, pruning, pollarding or lopping as a result of this consent. All such work to be agreed with the Council's Arboriculturalist.
- d. Those new trees and shrubs to be planted together with a schedule of species shall be submitted to, and approved in writing by, the Local Planning Authority prior to the commencement of the development. Such an approved scheme of planting, seeding or turfing comprised in the approved details of landscaping shall be carried out and implemented in strict accordance with the approved details in the first planting and seeding season following the occupation of the building or the completion of development (whichever is sooner). Any trees or plants, either existing or proposed, which, within a period of five years from the completion of the development die, are removed, become damaged or diseased shall be replaced in the next planting season with a similar size and species. The landscaping scheme, once implemented, is to be maintained and retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order for the Local Authority to assess the acceptability of any landscaping scheme in relation to the site itself, thereby ensuring a satisfactory setting for the proposed development in the interests of the visual amenity of the area.

5. The roof of the extension hereby permitted shall only be used in connection with the repair and maintenance of the building and shall at no time be converted to or used as a balcony, roof garden or similar amenity or sitting out area without the benefit of the grant of further specific permission in writing from the Local Planning Authority.

Reason: To ensure that the amenities of the occupiers of adjoining properties are not prejudiced by overlooking.

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. 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.

INFORMATIVE: The applicant is advised to contact Network Rail in order to get their prior approval if the new building would require deep or pile driven foundation and for any work that would involve any significant alterations to existing ground level at the railway boundary before tipping, excavation and levelling.

## REASONS FOR APPROVAL

The scheme is as described in the report. It is considered that the existing building is of no architectural merit and that its demolition and redevelopment would improve and add to a satisfactory community facility while also contributing towards the Council's housing stock. The proposal it is considered would not cause any significant harm as it complies with the provision of Policies UD3 'General Principles', UD4 'Quality Design', M10 'Parking for Development', G3 'Housing Supply' and UD2 'Sustainable Design and Construction' of the adopted Unitary Development Plan.