

Officer Report

Application Number:	HGY/2023/0251
Application Type:	Full planning permission
Address:	665 High Road, Tottenham, London, N17 8AD
Proposal:	Erection of rear double storey extension on first and second floor to accommodate 2x 2b3p flats with associated amenities and facilities, refuse storage, bicycle parking etc.
Case Officer:	Gareth Prosser
Valid Date:	25/01/2023
Applicant:	Mr Ibrahim Aslan
Agent:	MR KENAN KARA

RECOMMENDATION

Refuse

PROPOSED DEVELOPMENT AND LOCATION DETAILS

Proposed development

This is an application for a rear double storey extension on the first and second floor to accommodate 2x 2b3p flats with associated amenities and facilities, refuse storage, bicycle parking etc.

Site and Surroundings

The site is a three storey, terraced property with a commercial unit at ground floor level facing Tottenham High Road.. The property has been extended to the rear, to provide more space for the commercial unit.

The property sits on the corner of Cedar Road and the High Road with its North elevation free. The existing commercial unit entrance is situated on the corner of Cedar Road & the High Road along with the residential entrance situated on the south elevation. The mixed-used building is occupied at the ground floor by the Use Class E as an Organic food market and Cafe at the ground floor and the first, second and third floor is occupied as Use Class C3-Dwelling home.

The site is located within the Tottenham High Road Historic Corridor/ North Tottenham Conservation Area and is locally listed.

Relevant Planning and Enforcement history

The most recent planning history in relation to the site is as follows.

- HGY/2015/3057 – Refused on 10/12/2015 Display of 2 x non-illuminated fascia signs.
- HGY/2004/0132 – Approved on 27/04/2004 Change of use of ground floor to (A3) restaurant and takeaway.
- HGY/2001/1010 - Approved on 17/12/2001 Enlargement of ground floor retail area, the erection of a two storey rear extension and conversion of 1st, 2nd & 3rd floors to provide 1 X 2 bed and 1 X 1 bed self-contained flats.
- OLD/1988/1144 – Refused on 18/10/1988 23/5/88 Demolition of the existing rear extension, slaughter house, stables and external W.C. and the erection of a 2 storey building comprising 2 no. self-contained flats, together with car parking

CONSULTATION RESPONSE

The responses below were received following consultation on the application:

Internal:

- 1) LBH Conservation: Objection
- 2) LBH Transportation Team: No objection, subject to conditions

LOCAL REPRESENTATIONS

The application has been publicised by way of 1 site notice displayed in the vicinity of the site and 11 letters. The number of representations received from neighbours, local groups, etc in response to notification and publicity of the application were as follows:

No of individual responses: 0

The following local groups/societies made representations:

- None

The following Councillor(s) made representations:

- None

MATERIAL PLANNING CONSIDERATIONS

The main planning considerations raised by the proposed development are:

1. Principle of development;
2. Impact on the character and appearance of the conservation area;
3. Standard and quality of residential accommodation;
4. Impact on neighbouring amenity;
5. Transport considerations;
6. Other considerations.

Principle of development

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. Policy H1 'Increasing housing supply' states that boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites, especially sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800m of a station or town centre boundary.

London Plan (2021) Policy H2A outlines a clear presumption in favour of development proposals for small sites (below 0.25 hectares in size) and sets out a minimum target in Table 4.2 for boroughs (Haringey –10 year target is 2,600).

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.

The proposal would retain a ground floor commercial unit facing the High Road and as such would not undermine the commercial use. Residential uses, in addition to the commercial on this site is considered acceptable.

Impact on the character and appearance of the conservation area

London Plan Policy HC1 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. Local Plan Policy SP12 and DPD Policy DM9 set out the Council's approach to the management, conservation and enhancement of the Borough's historic environment.

DPD Policy DM9 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. In relation to extensions or alterations to residential buildings, including roof extensions, Policy DM9 requires proposals to be of a high, site specific, and sensitive design quality, which respect and/ or complement the form, setting, period, architectural characteristics, detailing of the original buildings, including external features such as chimneys, and porches. The policy also requires the use of high-quality matching or complementary materials, in order to be sensitive to context.

The applicant proposed a two-storey extension at first and second floor levels with each level providing an additional residential unit. The proposed extension would be almost full width with a small setback from the adjoining property. Fully clad in aluminium, the proposal is in stark contrast with the host property, which is a locally listed building, forming part of a locally listed terrace of building facing Tottenham High Road. The site lies on the corner of Tottenham High Road and Cedar Road, thus giving the site a highly visible location within the Tottenham High Road Conservation Area. Significantly, there are no other first and second floor extensions to the rear of the wider terrace, so the original 'backs' are fully intact above ground floor level. The extensive massing would be a highly significant and incongruous addition to the terrace with no precedent to support it.

The proposal is considered to be out of scale and character with the locally listed properties and are not considered 'subordinate' to the host property as required in the North Tottenham Conservation Area Appraisal which states that 'Extensions will only be permitted if subordinate in size and appearance to the original building'. The appraisal goes on to state 'Design, detailing and materials (including roofing material, windows and doors) should be carefully considered to reflect or complement the existing building and the character of the area, and to be visually subordinate to

the existing building. The design might reflect the style of the original building, or provide a modern contrast which complements (and does not compete with) the original.'

The proposed design is not considered of a sufficient standard to complement the notable quality of the locally listed building. The basic design lacks any design features or detailing that would relate to the character and appearance of the host building or the wider conservation area accordingly.

In addition, the prominent location of the proposal at first and second floor level to an end-of-terrace property means the proposal would be highly visible within the conservation area, exacerbating the unsympathetic design.

As such the proposal is considered to detract from the character and appearance of the locally listed building and the wider conservation area and as such fails to either preserve or enhance the character and appearance of the conservation area in accordance with the above policies.

Standard and quality of residential accommodation

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 storage space as well as outdoor amenity space. Table 3.1 sets out the internal minimum space standards for new developments, while Table 3.2 of the London Plan provides qualitative design aspects that should be addressed in housing developments.

The applicant proposes two, entirely new residential units. Whilst minimum floor space standards are met, neither unit provides any external amenity space. Whilst in some case, namely conversions of existing properties, it is not possible to provide amenity space, in this case, the proposed units are entirely new. As such, the proposal would result in two, poor quality units with a poor living environment for future occupiers. The proposal is considered contrary to the above policies

Impact on neighbouring amenity

London Plan Policy D6 outlines that design must not be detrimental to the amenity of surrounding housing, in specific 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.

DPD Policy DM1 'Delivering High Quality Design' 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 resident.

The proposed extension would be approximately 11m in length, 5.7m in height and 7.6m in width. This reflects the depth of the ground floor rear extension. The proposal is thus extremely large when viewed from the neighbouring properties, with an 11m depth mass to be located outside the windows of the adjoining property at No667 High Road. Given the location of the two-storey extension atop an existing rear extension, the proposed would result in a three storey structure and is also considered excessive and overbearing when viewed from the terraced homes to the rear, notably No1 Cedar Road. Whilst setback, No1 would still suffer from the looming, overbearing and overshadowing nature of the extension.

As such, the proposed development, by reason of its excessive bulk and mass would result in unacceptable harm to the amenity of the neighbouring properties by way of overbearing development and an unacceptable increase in the sense of enclosure experienced by neighbours, contrary to the above policies.

Transport considerations

London Plan Policy T1 requires all development to make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and to ensure that any impacts on London's transport networks and supporting infrastructure are mitigated. Policies T4, T5 and T6 set out key principles for the assessment of development impacts on the highway network in terms of trip generation, parking demand and cycling provision.

Local Plan Policy SP7 'Transport' 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 and seeking to locate major trip generating developments in locations with good access to public transport. This is supported by DPD Policy DM31 'Sustainable Transport'.

DPD Policy DM32 'Parking' states that the Council will support proposals for new development with limited or no on-site parking where there are alternative and accessible means of transport available, public transport accessibility is at least 4 as defined in the Public Transport Accessibility Index, a Controlled Parking Zone (CPZ) exists or will be provided prior to the occupation of the development, parking is provided for disabled people; and parking is designated for occupiers of developments specified as 'car capped'.

The Council's Transportation Team has been consulted and have no objections subject to the site should being formally designed as car free/permit free via the appropriate Planning Agreement and pre commencement conditions

Other considerations

This application is subject to the Housing Delivery Test. The 2020 Housing Delivery Test (HDT) results were published on 19 January 2021 and as a result the LPA is now subject to the 'presumption in favour of sustainable development' and paragraph 11d of the NPPF is relevant. The Council's delivery of housing over the last three years is substantially below its housing target and so paragraph 11d) of the NPPF is engaged by virtue of footnote 7 of the NPPF. Nevertheless, the proposed development has been found to be in accordance with development plan policies and therefore consideration of para 11(d) is not required in this instance.

The Council's delivery of housing over the last three years is substantially below its housing target and so paragraph 11(d) of the NPPF is engaged by virtue of footnote 7 of the NPPF. An assessment of the proposal against the Development Plan has been carried out as required by S.38(6) of TCPA and the proposal has been found contrary to both policies in the Development Plan and the Plan as a whole. The NPPF is not part of the Development Plan but is a material consideration that must be given substantial weight. Paragraph 11d) of the NPPF states that where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years, where an application involves the provision of housing, the policies within the Development Plan must be treated as out-of-date and permission must granted unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

The site is located within a Conservation Area which is a designated heritage asset. Great weight has been given to the asset's conservation as required by para 193 of the NPPF, and as set out above has been found to result in harm to the significance of a designated heritage asset, this has been weighed against the public benefits of the proposal as required by Para 196 and it has been found that the public benefits would not outweigh the harm to the Conservation Area. This is considered to be clear reason for refusing the development proposed as set out in para 11d) i).

Conclusion

The proposed development would result in the provision of two new residential units providing a poor living environment for future occupiers by reason of no external amenity space.

The proposed development by reason of its height, bulk, scale, massing and design would introduce a prominent and discordant feature to the area, failing to preserve or enhance the character and appearance of the North Tottenham Conservation Area and locally listed building, resulting in harm to the heritage assets which is not outweighed by any identified public benefit

All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be refused for the reasons set out above. The details of the decision are set out in the RECOMMENDATION

CIL APPLICABLE

N/A

RECOMMENDATION

REFUSE PERMISSION

Refusal Reasons:

The proposed development at first and second floor levels by reason of its depth, bulk, scale, massing and design would introduce a prominent and discordant feature to the area, failing to preserve or enhance the character and appearance of the THRHC/ North Tottenham Conservation Area and locally listed building, resulting in harm to the heritage assets which is not outweighed by any identified public benefit. As such, the proposal is contrary to London Plan (2021) Policy HC1, policies SP11 and SP12 of the Haringey Local Plan (2013), and policies DM1 and DM9 of Development Management DPD (2017).

The proposed development would result in the provision of two substandard units which would provide a poor living environment for future occupiers by reason of no external amenity space. As such, the proposal would be contrary to policies Policy D6 of the London Plan 2021, policies SP2 and SP11 of the Haringey Local Plan (2013), the Mayor of London's Housing SPG and policies DM1, DM11 and DM12 of Development Management DPD (2017).

The proposed development by reason of excessive and overbearing bulk and massing would be detrimental to the amenities of neighbouring properties in the vicinity. As such, this development is contrary to Policy DM1 of The Development Management DPD 2017 and Policies SP0 and SP11 of the Haringey Local Plan 2013, London Plan Policy D6 and is inconsistent with guidance in the National Planning Policy Framework