

Officer Report

Application Number:	HGY/2026/0449
Application Type:	Change of use
Address:	2B Umfreville Road, Hornsey, London, N4 1SB
Proposal:	Change of use from C3 (single dwellinghouse) to C2 (Residential institutions) Children's care home.
Case Officer:	Nathan Keyte
Valid Date:	18/02/2026
Applicant:	-
Agent:	Silas Willoughby

RECOMMENDATION

Refuse

1. Site location

The site at 2B Umfreville Road is a two storey semi detached terrace dwelling house constructed between 2014 and 2016.

The property is located within a 'Family Housing Protection Zone' as introduced in the 2017 local plan to restrict further residential conversions in areas identified as already having a high concentration of converted properties.

The site is not located within a Conservation Area nor in the curtilage of a listed building.

2. Description of proposal

The application proposes the change of use of this property from a single-family dwelling (C3) to a 2 bed children's home (C2).

The proposed use is stated to be a small-scale children's residential home to provide care for two children ages 8-18 years with emotional and behavioural difficulties.

Staffing will include 2-4 support workers during the day and a manager (Monday to Friday) with 2 night staff to ensure 24-hour care.

Therefore, a maximum occupancy of 7 persons at any one time is proposed.

The applicant has contacted Ofsted regarding registration of the property, in conjunction with that of the adjoining 2A Umfreville Road (concurrent planning application ref. HGY/2026/0448), and each property is to be registered individually.

No external changes are proposed.

The application follows a previous refusal (ref: HGY/2025/2003) for a similar proposal. The difference between the applications is the level of information provided with the current proposal, with regard to demonstrating need for the change of use.

3. Relevant planning and enforcement history

HGY/2010/2108,

Address: 2A, Umfreville Road, London, N4 1SB, London

Proposal: Erection of 2 x 3 bedroom two storey dwellinghouses with associated landscaping.,

Decision Date: 6 January 2011

Decision: Approve with Conditions

HGY/2025/2003,

Address: 2B Umfreville Road, Hornsey, London, N4 1SB

Proposal: Change of use from C3 (single dwellinghouse) to C2 (Residential institutions) Children's care home.,

Decision Date: 22 October 2025

Decision: Refuse

Reason for refusal:

The proposal fails to comply with Development Management Policy DM15 as it fails to demonstrate an established need for this type of specialist housing in the area; contrary to part B (a) Development Management Policy DM15.

4. Internal and statutory consultation

Ward Councillor Zena Brabazon has submitted an objection to the application.

- Haringey Children's Services have stated that there is no established need for such a provision, and that there are sufficient residential places in the borough within the existing approved children's homes. In addition, you will know that the council's preference is to place children in families – either kinship or foster care.

There is nothing in the revised submission which suggest anything has changed.

- Loss of family housing.
- Community safety, not being the right environment for the proposed care.

Ward Councillor Anna Abela - objects

- Raises concerns regarding potential fire egress.
- Loss of family housing.
- Notes previous refused applications, and that there is unlikely to have been a change in 'need' since then.

Haringay Ladder Community Safety Partnership: Objects:

- Haringey Councils Children's Services have been rated as 'outstanding' by Ofsted and their awareness of local needs therefore demonstrably greater than that of the applicants.
- Loss of family housing.
- Community safety, not being the right environment for the proposed care.

LBH Transport: Details requested regarding refuse storage and cycle parking. Observes car parking space to the rear would have difficulty in access and manoeuvring. The proposal would be

required to be car free, noting the existing CPZ in place. A condition is required to ensure details of the provision of cycle parking is provided.

LBH children's services: Objects, comments are incorporated into the assessment below.

5. Neighbourhood consultation

The application has been publicised by way of letters, and public notices. The number of representations received in addition to the above in response to notification and publicity of the application were as follows:

No. of individual responses **12**

Objecting **12**

Support **0**

Neither **0**

Objections material to planning:

- Loss of Family Housing
- Additional pressure on local resources.
- Impact on neighbour amenity, from staffing, changes in shifts etc, impacts on privacy.
- Impacts on the character of the area.
- Safety of Children, noting crime levels in the area.
- Increase in traffic levels, impacts on traffic and parking.
- Lack of suitable outdoor space.
- Critiques/ disputes justification for need of the children's home.
- Defers key planning issues to future regulation by Ofsted.

Objections not material to planning:

- The operator has no proven track record.
- Unfairness at the applicant relodging after previous refusal.
- The proposal, along with that at no. 2B Umfreville Road, are interlinked and should be assessed together.

6. Assessment of planning considerations

The main planning considerations raised by the proposed development are:

1. Principle of development;
2. Design and appearance;
3. Standard and quality of residential accommodation;
4. Impact on neighbouring amenity.

Principle of conversion

Development Management DPD Policy DM15 states that proposals for new special needs housing must show; that there is an established local need for the type of special needs housing being sought, with regard to Haringey's Housing Strategy and Older People Strategy; The standard of housing and facilities are suitable for intended occupiers in terms of: provision of amenity space, parking and servicing, the level of independence, and the level of supervision, management, and care/support; That there is a good public transport accessibility level, and good access to local

shops; and lastly that the proposed development would not be detrimental to the amenity of the local area or to local services.

A number of objections have cited the loss of family housing resulting from the proposed change of use, and where the site is located within the Family Housing Protection Zone and Article 4 area restricting conversion of households to HMOs. While it is noted that Policy DM15 does not reference loss of family housing as a consideration, the presence of the site within the Family Housing Protection Zone reinforces the need to ensure any change of use to specialist housing meets the requirements of the policy and is based on proven local need. Otherwise, the purpose of the Article 4 direction and Family Housing Protection Zone would be undermined, creating unbalanced and unsustainable communities.

The application material has stated that the use will be for a 2 bedroom children's home that will have staff on the premises who will provide support on a 24/7 basis.

Policy DM15 requires that proposals show that there is an established local need for the form of special needs housing sought. Since the previous refusals, the Applicant has provided additional analysis to support their case of 'need' within the Borough. However, following a review of the information provided, local sufficiency data and strategic priorities, Children's Services maintains its objection to this proposal.

Haringey's Children's Services have been consulted on the application, reviewed the information provided, and their objection to the proposed change of use is stated to remain.

At present there are 12 Ofsted registered children's homes in Haringey with 5 more in the planning pipeline, giving an anticipated 17 homes (increase due to homes that were pending a decision), which exceeds local demand. Haringey's most recent FOI data shows that only 24–29 Haringey children are in residential care at any one time, and the borough's CiC population continues to decrease (now 297). Haringey's decisions are guided by Haringey's statutory duties, its own sufficiency strategy, and local need. The proposal therefore does not address any unmet need.

The applicant's case incorrectly uses the percentage of children placed out of borough across all placement types to imply a residential shortfall, only a very small number are in residential homes inside the borough, which reflects matching and specialist need, not lack of local capacity. This does not justify additional residential beds.

Haringey's Sufficiency Strategy 2022–2026, now under active review to agree priorities for the next 3 years, identifies several gaps. The strategy emphasises:

- Increasing fostering capacity, including specialist and emergency carers
- Expanding edge of care interventions
- Developing step up/step down options, therapeutic support, and semi independent pathways
- Improving placements for young people with disabilities, complex needs and those leaving Tier 4 mental health beds

The proposed home does not contribute to these identified priorities. It is understood from Council's Childcare Services that Haringey's strategic aim is to support more children into family based care, supported by Ofsted's 2026 inspection findings showing strong progress in early intervention and stability.

The additional information submitted with the current application does not sufficiently mitigate concerns about the suitability of the area for highly vulnerable children, given the wider context of youth vulnerability and community safety risk.

Based on current and projected need, the direction of the Sufficiency Strategy, the declining CiC population, and the existing and pipeline provision, there is no commissioning or strategic justification for this children's home. The proposal is not required, does not meet identified priorities, and carries safeguarding and market stability risks.

The application material has stated that no additional parking will be provided as part of this application, and where existing parking exists. The site does currently have off street parking spaces however these are via a right of way and aerial evidence indicates these may not always be accessible. The site is located within a PTAL 3, with access to nearby Harringay Train Station, Harringay Green Lanes Overground Line, and bus services, and where staff will be encouraged to come and go without public transport. While the area is noted to be within a CPZ, a requirement to amend the TMO would not be required for an application of this scale where no additional households are being created.

Given the information from Haringey's children services department, officers disagree with the applicant, for the reasons outlined above, and do not consider there to be a demonstrated local need for this type of specialist housing and therefore the proposal cannot meet Policy DM15.

Design and appearance

DPD Policy DM12 'Housing Design and Quality' states that extensions or alterations to residential buildings, including roof extensions will be required to be of a high, site specific, and sensitive design quality, and respect and/ or complement the form, setting, period, architectural characteristics, detailing of the original building, including external features such as chimneys, and porches. High quality matching or complementary materials should be used appropriately and sensitively in relation to the context. DPD Policy DM1 'Delivering High Quality Design' requires development proposals to relate positively to their locality, while Local Plan (2017) Policy SP11 requires the highest standard of design that respects local context and character and historic significance, which is equally supported by London Plan (2021) Policy D6.

The proposed development does not propose any external changes.

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 criteria set out within parts i-iii of part B of DMP policy DM15 largely echo some of the design aspects covered within policy D6 of the London Plan.

The proposal will have 2 bedrooms for children and potentially 5 staff on site at any one time with one small (4.90 sqm) dedicated staff office and good access to rear garden space. While the staff office is noted to be small, the ground floor remains as a large open plan kitchen/ living area with furniture and a dining table. The proposal would provide acceptable standard of accommodation for the number of residents.

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.

DPD Policy DM15 part B(d) specifies that proposals for special needs housing must demonstrate that the impact of the proposed development would not be detrimental to the amenity of the local area or to local services.

This proposal would see the change of use of a single family dwellinghouse, to a C2 (residential institution), which could see up to 2 children and potentially 5 adults occupying the site at any one time. With the occupation of staff rotating on a shift basis, officers deem that this would likely result in an increase in movement of people and vehicle of people over the current situation. The site is located within a PTAL 3, with access to nearby Harringay Train Station, Harringay Green Lanes Overground Line, and bus services, and where staff will be encouraged to come and go without public transport. Noting the existing building is a single family dwelling and the number of children and staff in this case, this is not likely to give rise to impacts beyond what may be anticipated in a residential neighbourhood.

As such, officers consider the scale of the proposal would introduce comings and goings that would not result in undue disturbance to neighbours, satisfying part B(d) of DPD Policy DM15.

Conclusion

Based on current and projected need, the direction of the Sufficiency Strategy, the declining CiC population, and the existing and pipeline provision, there is no commissioning or strategic justification for this children's home. The proposal is not required, does not meet identified priorities, and carries safeguarding and market stability risks. The proposal, for conversion from Class C3 Dwellinghouse to Class C2 children's home fails to comply with Development Management Policy DM15 as there is no need for this type of specialist housing in the area.

As such the proposal should be refused.

7. CIL Applicable

There will be no increase in floor area and therefore the proposal is not liable for Mayoral or Haringey's CIL charge.

8. Recommendation

The proposal for conversion from Class C3 (Dwellinghouse) to Class C2 (Residential Institution) should be refused for the following reason(s):

Refusal Reasons:

The proposal fails to comply with Development Management Policy DM15 as it fails to demonstrate an established need for this type of specialist housing in the area; contrary to part B

(a) Development Management Policy DM15.