

Officer Report

Application Number:	HGY/2026/0607
Application Type:	Full planning permission
Address:	Land to the rear of 28 Sidney Road, Shropshire Road, London, N22 8LS
Proposal:	Demolition of existing garages, partial excavation and construction of a new two-storey residential dwelling, with refuse and secure cycle storage (RECONSULTATION)
Case Officer:	Eunice Huang
Valid Date:	04/03/2026
Applicant:	Mr Adnan Sllamniku
Agent:	Mr Alejandro Masson

RECOMMENDATION

Refuse

1. SUMMARY OF RECOMMENDATION

REFUSE PERMISSION

2. PROPOSED DEVELOPMENT AND LOCATION DETAILS

Proposed development

2.1 This is an application for the demolition of existing garages, partial excavation and construction of a new two-storey residential dwelling, with refuse and secure cycle storage.

Site and Surroundings

2.2 The application site contains a large single storey double garage located on the eastern side of Shropshire Road on land to the rear of No. 28 and 26 Sidney Road. The flank wall of No. 17 Shropshire Road is located to the northern boundary of the site. The site borders the rear gardens of Nos. 26 and 28 Sidney Road. The rear garden of No. 24 Sidney Road forms the eastern boundary of the site. The surrounding uses are residential. The site is not located within a conservation area.

Relevant Planning and Enforcement History

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

- OLD/1966/0814 - 28 Sidney Road N22 - Determination use of front part of premises for sale of dresses and shoes and rear for mf. of dresses and shoes - Unknown.
- OLD/1966/0815 - 28 Sidney Road N22 - Change of use of ground floor room to office and rear rooms as staff toilet accommodation and rest room - Approved with Conditions
- OLD/1966/0816 - 28 Sidney Road N22 - Installation of freezing plant - Refused.
- OLD/1966/0817 - 28 Sidney Road N22 - Change of use at ground floor front roof to office & rear rooms as staff toilet accommodation & rest room - Refused.
- OLD/1967/0799 - 28 Sidney Road N22 - Erection of three locking up garages - Approved with Conditions.
- OLD/1968/0819 - 28 Sidney Road N22 - Erection of single storey lock-up shop - Refused.
- OLD/1971/1083 - 28 Sidney Road N22 - Change of use of 3 garages at rear to use for storage of hardware - Refused.
- OLD/1973/1615 - 28 Sidney Road N22 - Erection of single storey rear extension to store - Approved with Conditions.
- HGY/2009/1058 - 28 Sidney Road London N22 8LS London - Conversion of ground floor offices into a two bedroom ground floor flat - Approved with Conditions.
- HGY/2019/2096 - Land adjacent to, 17, Shropshire Road, London, N22 8LX - Demolition of existing garages, erection of a single storey detached dwellinghouse - Approved with conditions 10/09/2019.
- HGY/2020/0606 - Land to rear of, 26-28, Sidney Road, London, N22 8LS - Proposed two bedroom, two storey detached house replacing disused garages - Refused 16/04/2020.

3. Consultation response

3.1 The responses below were received following consultation on the application:

- 1) LBH Transport: Additional details required in respect to cycle parking and waste storage design, servicing and delivery arrangements, Construction and Demolition Management Plan, and number of residential parking permits sought.
- 2) LBH Carbon Management: No objection, subject to conditions and Unilateral Undertaking for carbon offset contribution.

4. LOCAL REPRESENTATIONS

4.1 The application has been publicised by way of 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: 6

Objecting: 6

Supporting: 0

4.2 The following issues were raised in representations that are material to the determination of the application and are addressed in the next section of this report:

- Out of character with street
- Overshadowing adjoining dwellings and gardens

- Overbearing impact and visual dominance - similar development in the area is single storey
- Overlooking
- Inconsistency with previous refusals for two storey development

4.2.1 The following issues raised are not material planning considerations:

- No site notice erected during consultation and letters were received late. *(Officer note: In accordance with Council's Statement of Community Involvement, letters were sent to neighbouring residents for consultation. Site notices are not required for this type of development, pursuant to the Statement of Community Involvement. The consultation period was extended and letters were reissued to neighbours to allow more time to submit representations).*

5 MATERIAL PLANNING CONSIDERATIONS

5.1 The main planning considerations raised by the proposed development are:

1. Background;
2. Principle of the development;
3. Design and appearance;
4. Standard and quality of residential accommodation;
5. Inclusive access;
6. Impact on neighbouring amenity;
7. Transport considerations;
8. Energy and sustainability; &
9. Land contamination.

Background

5.2 A scheme was previously approved for a single storey development on the site under planning reference HGY/2019/2096. The single storey development incorporated a studio flat, with a rear garden partially occupying the rear garden of no. 26 Sidney Road. This consent was not implemented.

5.3 Planning application HGY/2020/0606 was refused on 16/04/2020 for a proposed two bedroom, two storey detached house replacing disused garages, for reasons of bulk, massing and design and impact on neighbouring properties. This scheme included a dwelling footprint and rear garden that extended into the existing garden of no. 26 Sidney Road.

Principle of the development

5.4 Government policy as set out in the NPPF 2024 requires Local Planning Authorities to significantly boost the supply of housing (para. 61). Paragraph 73 supports approval on small sites and outlines that such sites can make an important contribution to meeting the housing requirement of an area, and often can be built out relatively quickly.

5.5 The principle of additional housing is supported by the London Plan (2021) Policies H1 'Increasing Housing Supply' and H2 'Small Sites'. It is also supported by Haringey's Local Plan Policy SP2 'Housing'. Policy SP2 states that the Council will seek to ensure a mix of dwelling sizes arising from development and recognises that there is a lack of family sized housing in the Borough. The Haringey Local Plan has a target of 19,820 dwellings between 2011 and 2026. The proposal would add another dwelling to the site that would work towards meeting adopted housing targets within the borough. The principle of additional housing on the site is therefore acceptable.

5.6 Policy DM7 covers development on infill, backland and garden land sites. Part A of the policy outlines that there will be a presumption against the loss of garden land unless it represents comprehensive redevelopment of a number of whole land plots. Part B of the policy focuses on the design quality and response to local character, amenity impact and the layout of the proposal, all of which shall be considered further in the report.

5.7 The proposed site relates to garages, which are understood to be vacant. There is therefore no resistance to their loss in principle. The proposed development would not result in the loss of garden land, and thus the principle of development is acceptable in respect to part A of Policy DM7.

Design and appearance

5.8 London Plan (2021) policies emphasise the importance of high-quality and seek to optimise site capacity through a design-led approach. Policy D3 states that development proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to street hierarchy, building types, forms and proportions.

5.9 Local Plan Policy SP11 (2017) and Development Management Development Plan Document (DPD) Policy DM1 seek to secure the highest standard of design which respects local context and character to contribute to the creation and enhancement of Haringey's sense of place and identity. DPD Policy DM1 'Delivering High Quality Design' requires development proposals to meet a range of criteria having regard to the following: building heights; form, scale and massing prevailing around the site; urban grain; sense of enclosure and where appropriate following existing building lines; rhythm of neighbouring or local regular plot and building widths; active, lively frontages to public realm; and distinctive local architectural styles, detailing and materials.

5.10 Policy DM7 in meeting the design expectations of Policies DM1 and DM2, requires development proposals for backland/ infill sites to meet specific criteria; specifically to relate appropriately and sensitively to the surrounding area as well as the established street scene, to provide a site specific and creative response to the built and natural features of the area and to safeguard privacy and amenity to neighbouring occupiers.

5.11 The proposal would involve the erection of a two storey, two bedroom dwelling. Its footprint would be similar to the existing garages, with the same alignment on the eastern rear boundary, and northern and southern side boundaries. The main front façade would be setback 1m from the front boundary. The front elevation includes a projecting bay window, 0.9m deep and 2.3m wide. The dwelling would have a height of 4.9m. The ground floor level

would be dropped 0.5m from the existing external areas, with the aim of reducing the overall height of the dwelling.

5.12 The house would be composed of a brick base painted white. The brick parapet would partially conceal the height of the first floor level which would be clad in corten steel. The first floor element has a flat roof that curves down at the southern side, and is set in from the southern side boundary. The front boundary treatment would include a masonry wall with integrated planters and bin storage. Cycle parking would be located in the small front garden.

5.13 Despite the proposed excavation and the proposed parapet design, the dwelling takes the appearance of a two storey dwelling. The parapet increases the height of the single storey brick base from 2.2m to 2.9m. This materially increases the overall bulk and volume of the dwelling at the ground floor, adjacent to neighbouring dwellings and gardens. Further to this, the first floor element maintains the same façade alignment of the ground floor at the rear (east) and northern side.

5.14 Given the limited depth and restricted separation between the side wall of no. 17 Shropshire Road and rear wall of no. 28 Sidney Road, the design would result in a building that appears cramped on the small, constrained site. The development would particularly have a dominating appearance on the adjoining dwellings and rear gardens. Despite the use of a contrasting upper level material and the 1.15m setback from the southern side boundary, the overall size, mass and volume of the dwelling dominates the site and neighbouring properties.

5.15 It was advised in pre-application discussions that a 1.5 storey scale could be acceptable for the appearance of the site, subject to design details and assessment of the neighbouring amenity impact. In this case, the design does not successfully present a suitable scale for the site, particularly with the inclusion of tall flank walls that fail to be sympathetic to neighbouring properties.

5.16 The development is not sensitive to the constraints of this site and its immediate surroundings. Specifically, the siting, bulk and design of what is proposed would introduce a building that is unsympathetic to the street scene and neighbouring properties.

Standard and quality of residential accommodation

5.17 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.

5.18 The minimum internal space requirement for a 2 storey 2 bedroom 3 person dwelling is 70m². The proposed development narrowly meets this requirement.

5.19 Due to the constraints of the site, the dwelling has a single western aspect, towards Shropshire Road. Although it is not ideal, the development is designed with habitable areas

on the western side of the dwelling and inhabitable areas to the rear. This would provide a satisfactory outlook from habitable rooms in the dwelling. The development also includes a rooflight above the kitchen.

5.20 The proposed building would encompass most of the plot with no provision for outdoor amenity space. Each bedroom is provided with a Juliet balcony facing onto the street. This would not be considered meaningful access to outdoor amenity space.

Inclusive access

5.21 London Plan Policy D5 requires all new development to achieve the highest standard of accessible and inclusive design, seeking to ensure new development can be used easily and with dignity by all. London Plan Policy D7 require that 10% of new housing is wheelchair accessible and that the remaining 90% is easily adaptable for residents who are wheelchair users. DPD Policy DM2 also requires new developments to be designed so that they can be used safely, easily and with dignity by all.

5.22 The proposed dwelling is directly accessed from the street level, but includes steps down from the entrance into the living areas, due to the excavated design. As such, the proposed dwelling would not provide step free entry into the ground floor areas. The development therefore does not satisfy Policies D5 or DM2 in ensuring that the development, at a minimum, can be visited easily and with dignity by all.

Impact on neighbouring amenity

5.23 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.

5.24 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 residents.

5.25 The arrangement of the property would not result in any unacceptable loss of privacy to neighbouring properties. Proposed windows are orientated to the street only.

5.26 The two storey dwelling would have an overbearing effect on adjoining properties, particularly on nos. 26 and 28 Sidney Road. The height and length of the rear flank wall would have an enclosing effect on the windows and garden of no. 26. The minor southern setback of the first floor element does not provide acceptable relief from the visual bulk and volume of the proposed development. The overbearing impact at this location is pronounced because no. 26 Sidney Road is enclosed by the flank wall of no. 17 Shropshire Road on its rear boundary. Further to this, no. 28 Sidney Road has a small, shallow rear garden, with

only 3.8m separation distance from the proposed development to its rear windows. The size and scale of the proposed dwelling would thus also have an enclosing and overbearing effect from the internal and external areas of the no. 28.

5.27 The overall size and mass of the proposed dwelling would also have an adverse impact on the daylight and sunlight access to the adjoining properties at nos. 26 and 28 Sidney Road. In particular, there would be an overshadowing impact on the rear garden of no. 26 during the afternoon hours. The proposed development is not deemed to have an adverse impact on the daylight/sunlight access of dwellings further away, including houses on the western side of Shropshire Road.

5.28 The proposal would result in an unacceptable impact on the amenity of neighbouring residential occupants by way of enclosure, overbearing impact and daylight/sunlight conditions.

Transport considerations

5.29 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.

5.30 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'.

5.31 The site is located within an area with a Public Transportation Accessibility Level (PTAL) of 3, which is deemed to be average. The site is located within a controlled parking zone (CPZ) which is in operation between Monday to Friday 11am -1pm. Whilst the proposal would result in the loss of a double garage, the garage is understood to be redundant, and therefore the proposal would not result in the loss of used off street parking space. Currently there is a dropped curb serving the double garage that is in excess of 10 metres width, which would become redundant following the development. The crossover serving the garage could be reinstated to pavement level to facilitate the extension of the CPZ, which could be required to be undertaken by the applicant at their expense if the proposal was to be recommended for approval.

5.32 A satisfactory level of covered secured cycle storage space would be provided with access off the street frontage. A construction management plan would be required to be submitted to and approved by the LPA prior to the commencement of works, to minimise impact on the free flow of traffic and to safeguard the amenities of neighbouring occupants, if recommended for approval. The proposal is therefore acceptable with regards to parking, transport and highway safety considerations.

Energy and sustainability

5.33 The London Plan sets out detailed policies in relation to energy efficiency, renewable energy, climate change and water resources. Local Plan Policy SP4 promotes and requires all new developments to take measures to reduce energy use and carbon emissions during design, construction and occupation. Low- and zero-carbon energy generation are required with all new development, specifically to achieve a reduction in predicted carbon dioxide emissions through on-site renewable energy generation.

5.34 DPD Policy DM21 also requires new development to consider and implement sustainable design, layout and construction techniques, with proposals required to apply the energy hierarchy to minimise energy use in order to meet/ exceed, minimum carbon dioxide reduction requirements.

5.35 An energy report has been submitted to support the application. The development could achieve a 61% reduction in regulated CO2 emissions, over the Part L (2021) baseline, which is supported in principle. This is achieved through significant fabric improvements, MVHR and the installation of Air Source Heat Pumps (ASHP). However, it is recommended solar PV panes are incorporated into the strategy to satisfy Local Plan Policy SP4: 20% onsite reduction with renewable generation. The investigation of PV feasibility could be investigated as part of a condition that could be imposed on the development requiring further details to be provided as part of an updated Energy Report.

5.36 The proposed scheme would comply with the Council's Local Plan policy SP4 of aiming for 'zero carbon' for all new residential developments by reducing regulated CO2 emissions as far as possible. The remaining regulated CO2 emissions reduction could be met via a carbon offset payment were this application to be approved.

Land contamination

5.37 DM policy DM23 states that proposals for new development will only be permitted where it is demonstrated that any risks associated with land contamination, including to human health and the environment, can be adequately addressed to make the development safe.

5.38 The site is understood to have been historically in use as a domestic garage that is unlikely to have been exposed to contamination of a medium or high risk. A condition can be imposed requiring the submission of a desk-based contamination report and risk-assessment, and to be approved by the LPA prior to the commencement of all works on site.

Conclusion

5.39 The scheme is considered unacceptable for the reasons outlined above, in summary as the bulk, scale and design of such a scheme would introduce a dominant and discordant building harmful to the character of the streetscene and wider locality, and the amenity of neighbouring properties. Further to this, the development not provide a satisfactory quality of residential accommodation, by lack of inclusive access and outdoor amenity space.

5.40 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.

6. CIL APPLICABLE

6.1 The development is less than 100 square metres but is for a whole new unit and as such is liable for CIL. Based on the information given on the plans, the Mayoral CIL charge will be £5,091.10 (70sqm x £72.73) and the Haringey CIL charge will be £19,331.20 (70sqm x £276.16 (Indexation included)). This would be collected by Haringey should the scheme be allowed on appeal. This would 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.

7. RECOMMENDATION

REFUSE PERMISSION for the following reasons:

1. The proposed development, by virtue of its bulk, scale, massing and design, notably with the inclusion of a 2-storey element, would result in a cramped, visually unsympathetic development that is detrimental to the spatial relationship with surrounding buildings and the character and appearance of the streetscene and wider locality, contrary to Policy D3 of the London Plan 2021, Policy SP11 of Haringey's Local Plan Strategic Policies (2017) and Policies DM1 and DM7 of the Haringey Development Management DPD (2017).
2. The bulk, scale, massing and design of the proposed development would result in an unacceptable sense of enclosure and a visually overbearing and overshadowing impact on the occupants of neighbouring properties. The development is therefore contrary to policy D6 of the London Plan 2021 and policies DM1 and DM7 of the Haringey Development Management DPD 2017.
3. The design of the proposed dwelling would not provide a satisfactory quality of residential accommodation, by virtue of the absence of a level or step free access into the property and the lack of outdoor amenity space, contrary to policies D5 and D6 of the London Plan 2021 and policies DM1, DM2, DM7 and DM12 of the Haringey Development Management DPD 2017.

Refusal Reasons:

The proposed development, by virtue of its bulk, scale, massing and design, notably with the inclusion of a 2-storey element, would result in a cramped, visually unsympathetic development that is detrimental to the spatial relationship with surrounding buildings and the character and appearance of the streetscene and wider locality, contrary to Policy D3 of the London Plan 2021, Policy SP11 of Haringey's Local Plan Strategic Policies (2017) and Policies DM1 and DM7 of the

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Haringey Development Management DPD (2017).

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The design of the proposed dwelling would not provide a satisfactory quality of residential accommodation, by virtue of the absence of a level or step free access into the property and the lack of outdoor amenity space, contrary to policies D5 and D6 of the London Plan 2021 and policies DM1, DM2, DM7 and DM12 of the Haringey Development Management DPD 2017.