



Officer Report

Application Number:	HGY/2023/2989
Application Type:	Full planning permission
Address:	22 Upper Tollington Park, Hornsey, London, N4 3EL
Proposal:	Ground floor rear extension, and roof extension with loft conversion with roof terrace. Internal alterations to accommodate the amalgamation of six studio flats into the following: one 3-bedroom flat on the ground floor, one 1-bedroom flat on the 1st floor and one 2 bedroom maisonette flat on the 2nds and loft floors.
Case Officer:	Zara Seelig
Valid Date:	06/11/2023
Applicant:	Mr A DINGLIS
Agent:	Kyriacou

RECOMMENDATION

Approve with Conditions

1. Site Description

The application site is a three-storey end of terrace building situated on the South-Eastern side of Upper Tollington Park, that has been converted into 6 self-contained flats (this was recently confirmed lawful by the Council). The site is adjacent to Osborne Grove Nursing Home. The site is located within Stroud Green Conservation Area.

2. Description of Development

Ground floor rear extension, and roof extension with loft conversion with roof terrace. Internal alterations to accommodate the amalgamation of six studio flats into the following: one 3-bedroom flat on the ground floor, one 1-bedroom flat on the 1st floor and one 2 bedroom maisonette flat on the 2nds and loft floors. (This scheme omits the first and second floor extension and reduces the occupancy and bedroom numbers to the flats)

3. Relevant Planning and Enforcement History

HGY/2022/1120 - Use of property as 6 self-contained flats arranged as 5 x 1-bed flats and 1 studio flat (certificate of lawfulness: existing use) - Granted Permission

HGY/2022/2499 - Side and rear ground floor extension, 1st & 2nd floor rear infill extension and formation of butterfly pitched roof and loft conversion with roof terraces located at 1st floor and loft floor levels. Internal alterations to accommodate the amalgamation of 6no. studio flats into the following: 3bed flat to ground floor, 2bed flat to 1st floor and 3bed masionette flat to 2nd floor and loft floor. – Refused Permission:

HGY/2022/4492 - Side and rear ground floor extension, 1st & 2nd floor rear infill extension and formation of butterfly pitched roof and loft conversion with roof terraces located at 1st floor and loft

floor levels. Internal alterations to accommodate the amalgamation of six studio flats into the following: one 3-bedroom flat on the ground floor, one 2-bedroom flat on the 1st floor and one 3-bedroom maisonette flat on the 2nds and loft floors. – Refused permission:

HGY/2023/1710 - Side and rear ground floor extension, 1st & 2nd floor rear extension and formation of butterfly pitched roof and loft conversion with roof terraces located at 1st floor and loft floor levels. Internal alterations to accommodate the amalgamation of six studio flats into the following: one 3-bedroom flat on the ground floor, one 2-bedroom flat on the 1st floor and one 3-bedroom maisonette flat on the 2nds and loft floors. Cycle and refuse facilities. (This scheme reduces the size of the proposed extensions and terraces) – Refused permission:

Reasons for refusal:

- 1) The proposed development would be out of keeping with the general pattern and character of the area and due to its design, size, bulk and massing, and would not appear as a suitably subordinate addition, contrary to policy SP11 and SP12 of the Haringey Local Plan, policies DM1, DM9 & DM12 of The Development Management DPD (2017) and Policies HC1 and D6 of the London Plan (2021).
- 2) The proposed development would result in the provision of units with poor floorspace provision, resulting in a poor living environment for future occupiers. As such, the proposal would be contrary to Policies 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).

4. Consultation Response

The responses below were received following consultation on the application:

Internal:

LBH Conservation Officer: Consulted – Comments in the design section below

LBH Transportation officer: As summarised below they note the following:

- the number of units reduces from 6 (studio flats) to 3 (a one bed) flats, for which they indicate that there would be no adverse transportation impacts expected and transportation demands in terms of trips should be similar in characteristics to the present;
- there is no car parking at the site at present and this will remain the case, so this will be appropriate for formal designation as a car free/permit free development;
- that within the DAS, 6 long stay secure cycle spaces will be required to meet the numerical requirements of the London Plan. It is proposed to accommodate 4 on the front forecourt and 2 in the rear garden for the ground floor flat.

Local Representations

The application has been publicised by way of a site notice and 18 neighbour consultation letters. Four representations in objecting have been received in relation to this proposal.

No of individual responses: 4

Objecting: 0

Supporting: 4

Neither: 0

5. Material Planning Considerations

The main planning considerations raised by the proposed development are:

1. Principle of Development;
2. Design, appearance and Impact on the character and appearance of the conservation area;
3. Impact on neighbouring amenity;
4. Standard of Accommodation; and
5. Transport Considerations

Principle of Development

The London Plan 2021 further supports the essential need for more homes and currently has a 10-year target set for the delivery of 15,920 new dwellings, of which 2,600 should be from small sites. Haringey Local Plan policy SP2 outlines that the Council will aim to provide homes to meet Haringey's housing needs and to make the full use of Haringey's capacity for housing by maximising the supply of additional housing to meet and exceed the minimum target of 19,802 homes from 2011-2026.

Policy H1 'Increasing Housing Supply' seeks to increase housing supply across London. The supporting text 'recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford'. The policy states that Boroughs should seek to enable additional development capacity, including through intensification.

The Mayor's Housing SPD (March 2016) refers to the importance of conversions in terms of overall housing supply and in meeting the needs of smaller households (para. 1.2.34).

"To reflect the importance of conversions in terms of overall housing supply and in meeting the needs of smaller households, it is important local policies and decisions are based on robust evidence and take account of strategic housing requirements. As a general principle, locally restrictive policies, including those based on 'conversion quotas', should not be applied without robust justification"

The principle of converting the building from 6 studio units to 1 x 3-bedroom flat, 1 x 2-bedroom maisonette and 1 x 1-bedroom flat, while representing a reduction in the number of units would provide better sized units. Specifically, the scheme would provide much needed family sized units and positively contribute to the identified need within this part of the Borough. The principle is therefore acceptable.

Design and Appearance and Impact on the Character and Appearance of the Conservation Area

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.

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.

As noted the site here is within the Stroud Green Conservation Area. The development of Stroud Green demonstrates the evolution of a speculative late-Victorian residential area based on terraced housing, using a repetitive formula of house plans and elevations within limited variations. Interest was added by means of increasingly mass-produced architectural features available from builders' merchants such as window lintels, door casings, mouldings, capitals and roof details.

Upper Tollington Park was laid out in the late 1870s although probably not developed until the early 1880s. It forms a convenient break between the slightly earlier and irregular street layout to the south-east and the later and more regular grid of streets to the north-west. No. 22 forms part of a terrace commonly seen throughout the Stroud Green Conservation Area. The condition of the individual houses in this group varies from good to poor, as does the appearance of the front boundary walls.

Though No. 22 has inappropriately replaced windows to its upper floors, the rest of the building remains intact. The side elevation is a distinct and visible beginning to the terrace from the street in mid range views as the adjacent buildings are low and set further back from the street.

The reduction in the proposed works is welcomed and the mass of the proposals has significantly reduced from the previously refused submission. However there remains some concerns over the proposed roof alterations. These would add a lot of uncharacteristic bulk and visual clutter to the roof which is highly visible from the street. This would have an adverse impact on the significance of the conservation Area and should be considered in line with DM9, and NPPF paragraphs 205, & 208.

The Conservation Officers comments are noted in considering this application. It is accepted that the side elevation and roof slope of the application property is visible, although the height of the roof relative to eye level in part minimises visibility, although less so from vantage points further away. While the side-facing dormer would be seen in isolation, it would not appear incongruous due to its limited scale and its design to sit set within the margin of this roof slope.

Mindful also that the site next door (Osborne Grove Nursing Site) is likely to come forward for development (as per a Site Allocation) and that this is not a true corner site, this makes it difficult to argue that harm would be caused to the character and appearance to this part of the conservation area.

In respect of the rear dormer this is equally considered to be subordinate in scale and comparable in size to another rear dormer to the other end of this terrace. The front rooflights will be conditioned to be of Conservation style.

The single storey infill extension on the ground floor is of a simple design that compliments the application property. The proposal is considered to have overcome the various previous reasons for refusal and is considered acceptable in terms of design and its impact on the conservation area.

Overall taking account of the location of this site and the likely changes associated with the future redevelopment of Osborne Grove Nursing Site, the extensions and alterations proposed here are considered to be acceptable, with the character and appearance of the conservation area not materially harmed, as such left preserved.

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 residents.

The concerns regarding impact on neighbouring properties that was previously considered a reason for refusal has been overcome as the roof terrace has been set in. The roof terrace located at roof level would be obscured by the rear dormer and the other roof terraces and Juliet balconies have been removed as part of this application.

The single storey ground floor infill extension would not project further than the existing rear extension of the outrigger along the boundary line with No.24. The proposed ground floor infill extension is to be set in from the boundary line with the adjacent Osborne Grove Nursing Home, and due to the single storey nature of the proposed extension and the fact that the nursing home runs along this boundary with no windows facing the proposal site along the area of the proposal, it is considered to not adversely impact this neighbouring building.

It is considered the views from the windows with the side and rear dormer would not afford significant additional opportunities for overlooking of adjoining properties over and above that from existing rear facing windows serving the property, As such, there would be no material loss of privacy to neighbouring properties.

As such, the proposed extension would not have any adverse impact against the amenity currently enjoyed by occupiers of the neighbouring properties and therefore is considered to be compliant with policy D6 of the London Plan and policy DM1 of the DPD.

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.

Flat no.	Flat type	Space (sqm)	London Plan Requires	Complies?
1	3B4P- 1storey	77.5	74	Y
2	1B2P- 1 storey	50	50	Y
3	2B3P – 2 storey	70	70	Y

The quality of residential accommodation to be provided is considered acceptable. All of the 3 units proposed comply with the nationally described space standards minimum floorspace provision. The 2 bed maisonette would benefit from a roof terrace and the 3-bed family unit located on the ground floor would have direct access to the rear garden. The proposal would therefore comply with 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).

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'.

This site is located to the eastern side of Upper Tollington Park, south of the junction of the road with Victoria Road/Victoria Terrace. It has a PTAL value of 6a, considered 'excellent' access to public transport services. There are 3 bus services accessible within 5 to 8 minutes walk from the site, plus Finsbury Park station with connections to underground and Network Rail services is a 10 minute walk away, and Crouch Hill London Overground Station an 11 minute walk away.

The site is also located to the southern end of the Finsbury Park 'C' CPZ, which operates Monday to Saturday from 0830 – 1830, and also to cover evenings and Sundays when there are matches and events at the Emirates Stadium. The Finsbury Park CPZ is to the south of the boundaries and has the same operating hours as the 'C' zone.

It is considered, given the number of units within this property will reduce, although with more bedrooms, the intended level of occupancy and the availability of public transport in the area, the proposal is not considered to result in harm to the transport and highways network or result in on-street parking stress to an unacceptable level.

The requirement for S106 is noted, however Officers consider that the as there would be less than 4 units provided, a section 106 for car free is not viewed reasonable in terms of policy and guidance. In terms of the cycle storage, 6 cycle storage spaces would be required. A condition is

being imposed to ensure the provision of details of cycle parking/storage and that it meets the London Cycling Design Guide, with the details of waste/refuse storage also secured.

On this basis it considered that the development would result in any unacceptable impacts on highway safety or local parking conditions.

Conclusion

The proposal is considered acceptable in terms of design, heritage and neighbouring amenity and complies with relevant planning policies and guidance. All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above.

Recommendation

GRANT permission (with conditions)

Conditions:

- 1 The development to which this permission relates must be begun no later than three years from the date of this decision notice, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of Section 91 of the Town and Country Planning Act 1990 and to prevent the accumulation of unimplemented planning permissions.
- 2 The development hereby permitted shall be carried out in complete accordance with the approved plans and drawings listed in this decision notice, other than where those details are altered pursuant to the conditions of this planning permission.

Reason: For the avoidance of doubt and in the interests of proper planning.
- 3 The external materials to be used for the proposed development shall match in colour, size, shape and texture those of the existing building.

Reason: In order to ensure a satisfactory appearance for the proposed development, to safeguard the visual amenity of neighbouring properties and the appearance of the locality consistent with Policy D3 of the London Plan 2021, Policy SP11 of the Haringey Local Plan 2017 and Policy DM1 of The Development Management DPD 2017.
- 4 The proposed rooflight(s) hereby approved shall be 'Conservation style', flush with the roof plane in which they are installed, and shall be maintained as such for the lifespan of the development.
Reason: In order to ensure a satisfactory appearance for
- 5 No part of any structure hereby granted shall be used as a roof terrace or balcony.
Reason: In order to restrict the use of the premises to one compatible with the surrounding area because other uses within the same Use Class or another Use Class are not
- 6 Prior to the first occupation of the development hereby approved, the proposed windows in the flank elevation at first floor and above shall be fitted with obscured

glazing and any part of the windows that is less than 1.7 metres above the floor of the room in which it is installed shall be non-opening and fixed shut. The window shall be permanently retained and maintained thereafter.

Reason: To avoid overlooking into the adjoining properties and to comply with Policy SP11 of the Haringey Local Plan 2017 and Policy DM1 of The Development Management DPD 2017.

- 7 Prior to the occupation of the flats hereby approved, full details of the type and location of secure and covered cycle parking facilities have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until a minimum of 6 cycle parking spaces for users of the development, in accordance with the London Cycling Design Standards. Once agreed, the details shall be implemented as approved and retained/maintained as such thereafter.

Reason: To promote travel by sustainable modes of transport and to comply with the London Plan 2021 minimum cycle parking standards and the London Cycling Design Standards, policy T5 of the London Plan 2021, Policy SP7 of the Haringey Local Plan 2017 and to maximise the accessibility of the development.

- 8 No development shall take place until details of the provision of refuse and waste storage and recycling facilities has been submitted to and approved in writing by the Local Planning Authority. Such a scheme as approved shall be implemented and permanently retained thereafter.

Reason: In order to protect the amenities of the locality and to comply with Policy DM4 of The Development Management DPD 2017 and Policy 5.17 of the London Plan 2021.

Informatives:

INFORMATIVE: Land Ownership

The applicant is advised that this planning permission does not convey the right to enter onto or build on land not within his ownership.

INFORMATIVE: Hours of Construction Work

The applicant is advised that under the Control of Pollution Act 1974, construction work which will be audible at the site boundary will be restricted to the following hours:-

8.00am - 6.00pm Monday to Friday

8.00am - 1.00pm Saturday

and not at all on Sundays and Bank Holidays.

INFORMATIVE: Party Wall Act

The applicant's attention is drawn to the Party Wall Act 1996 which sets out requirements for notice to be given to relevant adjoining owners of intended works on a shared wall, on a boundary or if excavations are to be carried out near a neighbouring building.