



Officer Report

Application Number:	HGY/2022/2708
Application Type:	Full planning permission
Address:	First Floor Flat B, 40, Mattison Road, London, N4 1BD
Proposal:	Subdivision of the upper floor flat into 1x studio and 1 self-contained flat following grant of loft extension under ref HGY/2022/1892.
Case Officer:	Mercy Oruwari
Valid Date:	
Applicant:	Mr Friedman
Agent:	Mr Sruli Lieberman

RECOMMENDATION

Refuse

1. SITE LOCATION

The subject site is a mid-terrace property with two floors on the front elevation and three at the rear. On the rear, like the other properties on this part of the row of terraces, the first floor is staggered with the loft area containing an additional partial second floor level. The property also has a basement. The houses on this road have double storey bay windows at the front and two-storey deep outriggers at the rear. The ground levels of the properties increase as the road slopes up towards Wightman Road. The subject site is not within a conservation area nor, within the curtilage of a listed building.

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.

2. DESCRIPTION OF PROPOSAL

The application proposes the change of use of the upper floor flat from a 4x bedroom flat over 2 floors, which was approved as part of application HGY/2022/1892 (formerly a 2x bed flat), into 2x self-contained flats. Although not yet built, the previously approved application included a loft conversion to accommodate the two additional bedrooms and bathroom. This application seeks to convert part of the first floor into a studio flat at the front. The rear of the first floor would accommodate the kitchen/diner/living space. The approved loft space would accommodate the bedroom, study/office and bathroom.

3. RELEVANT PLANNING AND ENFORCEMENT HISTORY

The most recent applications for this site are summarised as follows:

- HGY/2022/1892 - Erection of a rear dormer and roof extension including the insertion of 3x front rooflights. Approved with conditions

- OLD/1984/0827 - 18/5/84 Conversion into 2 self-contained flats. Approved with conditions

4. INTERNAL & EXTERNAL CONSULTATION

No consultees were sought regarding the application:

5. LOCAL REPRESENTATIONS

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

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;
5. Transport considerations;
6. Waste management.

Principle of development

Principle of additional housing/ conversions

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 proposal would add additional residential units to the borough's housing stock, which would work towards meeting the above identified housing delivery objectives for the borough. The principle of additional housing is therefore acceptable.

Local plan policy on conversions

Policy DM16 states that the Council will only permit conversion of larger homes (properties with 3 bedrooms or more) to small self-contained flats where – inter alia – they are located outside a Family Housing Protection Zone (FHPZ), have a floorspace of 120 sq.m or more, and provide a mix of unit sizes in line with DM policy DM11.

Parts c – g of Part A of policy DM16 deal with the standard of residential accommodation and are considered in more detail within the relevant sections of this report.

In terms of the principle of conversion, the original property has already been converted into 2x flats with a 1x bed on the ground floor and a 2x bed on the first floor. The upper floor flat with the approved extension (HGY/2022/1892) would have become a family sized unit with the creation of an additional 2 bedrooms flat in the converted loft space.

Part B of the policy is also relevant to the principle of conversion, in setting out that conversions within the FHPZ are still potentially acceptable but only where they comply with criteria (b – g) of Part A of policy DM16, and result in no net loss in the number of family-sized units.

As the property is within a Family Housing Protection Zone (FHZ), a further conversion is required to not result in a net loss of family sized units. Although the approved application would result in a family sized unit (4x bedrooms), the development works were pending per this application. Therefore, in its existing state the property does not contain a family-sized unit of 3 or more bedrooms and therefore complies with part B of the policy.

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 loft conversion is identical to the one previously approved under application HGY/2022/1892, which included the formation of a L shaped dormer and the installation of 3x front rooflights. These works are still considered as acceptable.

If the proposed conversion was considered acceptable then the provision of adequate refuse storage and cycle storage facilities would be required. As reflected below there are concerns about the siting of the bins and cycle storage at the front of the property.

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 c-g of part A of DMP policy DM16 largely echo some of the design aspects covered within policy D6 of the London Plan.

The proposal would see the existing upper floor flat, following the conversion of the loft space, sub-divided into self-contained units as follows:

Flat	Flat type	Space (sqm)	London Plan Requires	Complies?
SF	1B1P - 1 storey	37.6	39(37)	Y
1st/2nd	1B2P – 2 storey	58.6	58	Y

The proposed development would create 1x studio flat (SF) towards the front on the first floor. As outlined above this meets the space standard for a unit with a shower room (no bath) at 37m². The second unit (1st/2nd) is split between the rear of the first floor and the whole of the proposed second floor. The floor space also meets the floor space standard at 58.6m². The bedroom size for the 1x bed flat also meets the national floor space requirements for two people sharing at 14.4m².

The layout of the studio flat allows the most habitable rooms to benefit from the arrangement of the windows. The kitchen/dining area is towards the front which benefits from the large bay windows. The sleeping area is towards the rear and benefits from a smaller window facing the back garden. The bathroom also facing the front also benefits from a smaller window. Being a dual aspect space the studio flat would have sufficient ventilation, access to light and would have acceptable outlook to the front and the rear of the site.

The ceiling height for the loft room is just over 2.3m in over 75% of the room. The converted rooms on the first floor benefit from a more generous floor to ceiling height of approximately 2.6m.

For the 1x bed flat the kitchen/dining/living room is located on the first floor with access to a window facing the rear garden. On the second floor both the bedroom and the study/office would have access to windows also facing the rear garden. In addition to the rear facing window the bedroom would also benefit from 2x rooflights whilst the bathroom would have 1x rooflight. All the main windows are located in the most habitable rooms providing access to adequate levels of daylight, ventilation and an acceptable outlook.

Although the proposed units would provide an acceptable standard of accommodation for future occupiers from a space standard/layout perspective. However, it is a requirement to provide adequate bin and cycle facilities to serve those units. The proposals submitted presented a layout that would not be sufficient as it appears cramped and would impact negatively on the ground floor flat.

Lastly as stated in The London Plan (2021) policy D6 requires the provision of amenity space for new dwellings. The property is over 10 minutes walking distance from Finsbury Park, however neither of the upper floor flats would benefit from any private amenity space. This would not be in accordance with policy D6 and is therefore not acceptable.

Overall, the proposed conversion by virtue of lack of access to private amenity space, and inadequate access to bin/cycle storage would provide a sub-standard form of accommodation for future occupants of the development. This would be contrary to London Plan policy D6, policy SP2 of the Haringey Local Plan and policy DM16 of the Haringey Development Management Plan.

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.

As mentioned above the proposed dormer is identical to the previously approved dormer in application HGY/2018/1892. As stated in the previous report the proposed dormer would not result in any significant increase in overshadowing or loss of outlook or have an overbearing appearance to the neighbouring property. There will be no material loss of privacy to either neighbour. From an amenity perspective the proposed dormer is therefore still acceptable.

Apart from the proposed dormer there would be no other additional windows or other external alterations as part of the conversion. There would be some additional impact from the intensification of the use, but this is not considered to be significant to adversely affect neighbouring amenity.

Although there would be no immediate impact from the development works for the loft, or the internal conversion itself, the location of the bins and cycle storage directly outside the front window of the ground floor flat would result in a loss of privacy. Due to the close proximity of the bin/cycle storage to the ground floor flat window, as the space is very tight, it would result in the perception of being overlooked by the occupants. This may impact the use of that room when the upper floor residents utilise the bin/cycle storage area thereby negatively impact the amenity of those occupants.

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 (2017) 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 DM Policy (2017) DM31 'Sustainable Transport'.

The site is within the Green Lanes A CPZ and has a PTAL value of 3, considered 'moderate' access to public transport services. There are several various bus services available within a few minutes walk of the site and two rail services within a reasonable walking distance.

It is considered, given the scale of the development, 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.

In terms of cycle parking arrangements, the London Plan 2021 requires 1 space per studio single/one bedroom unit, 1.5 spaces per 2-person 1-bedroom unit, and 2 spaces for all other dwellings.

The subdivision of the existing upper floor unit would require the provision of cycle parking. Overall the 3 flats within the building would require 3 cycle storage spaces, whereas the existing 2 units would only require 2 spaces. It appears from the details submitted that there would not be adequate space to accommodate these within the site ownership at the front of the property when also considering the requirement for adequate storage for refuse for all 3 flats at the front.

The proposals put forward to accommodate both cycle storage combined with the bin storage, would have presented as a tight and cramped arrangement that would have resulted in a cluttered appearance. In addition, it would have impacted negatively on the amenities of the occupants of the ground floor flat. It is considered that there is inadequate space to accommodate the cycle storage when considering providing adequate bin storage for the 3 flats to the front of this property, therefore the proposal from this perspective would not be acceptable.

Waste management

DM Policy (2017) DM4 'Provision and Design of Waste Management Facilities' requires all proposals to make on-site provision for general waste, recycling and waste organic materials ensuring adequate internal and external storage space to manage the volume of waste arising from the site.

The Haringey 'Waste management guidance note for residential and mixed-use developments' sets out waste and recycling guidelines for residential and mixed-use developments within the borough. For this type of proposed residential the requirements for refuse bins would be 140 litres for sole use per 1 bed dwelling, or 360 litres per pair of 1/2/3 bed dwellings when supplied for shared use. For recycling it would be 240 litre bins.

The proposals put forward to accommodate the bin storage is not suitable when combined with the cycle storage. As stated above, it would present as a tight and cramped arrangement that would result in a cluttered appearance. It would also impact negatively on the amenities of the occupants of the ground floor flat. It was suggested that part of the front boundary wall be removed to allow access from the street to the bins. However, it is considered that too much of the wall would need to be removed to make the bins accessible.

It is considered that there is inadequate space to accommodate bin storage for the 3 flats to the front of this property, as such meaning that refuse storage is not well integrated into the scheme due to the over-intensive sub-division of this medium sized family terraced house. The proposal from this perspective would not be acceptable.

Conclusion

The proposed conversion into 3x self contained flats would result in the poor provision of the waste and cycle storage facilities. In addition, the arrangement of the proposed upper floor flats would result in a lack of private amenity space for all future residents. This would provide unacceptable living conditions for future occupiers and would result in a substandard quality of accommodation and over-intensive use of this property harmful to neighbouring amenity.

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

7. CIL APPLICABLE

The increase in internal floor area does not exceed 100 sq.m. and does not include the creation of a whole new unit and therefore the proposal is not liable for Mayoral or Haringey's CIL charge.

8. RECOMMENDATION

The application is recommended for refusal for the following reason(s):

Refusal Reasons:

The proposed change of use to the upper floor flat into 1x studio and 1 self-contained flat would by reason of the lack of adequate cycle parking provision, refuse provision and amenity space provide substandard quality of accommodation for future occupiers, contrary to Policies D4, DM12, DM16 and DM35 of the Council's Development Management DPD (2017) and Policy D6 of the London Plan (2021).

The proposed development would result in an over-intensive use of the property and an increase in levels of activity and noise that would be detrimental to neighbouring residential amenity, contrary to Policies DM1 and DM17 of Haringey Council's Development Management DPD (2017).