



Officer Report

Application Number:	HGY/2024/0482
Application Type:	Full planning permission
Address:	74 Gladesmore Road, Tottenham, London, N15 6TD
Proposal:	Subdivision of the property into two flats (1 x 3-bedroom and 1 x 2-bedroom) with the associated erection of a ground floor rear/side extension.
Case Officer:	Sarah Madondo
Valid Date:	21/05/2024
Applicant:	Mr Asher Perelman
Agent:	Shulem Posen

RECOMMENDATION

Refuse

1. Site Location

The site application is two-storey terrace property located on the southern side of Gladesmore Road. The surroundings are predominantly terraced residential properties. The property is not located within a conservation area. 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. It is also pointed out that the application site and this part of the borough is subject to an Article 4 Direction which came into force in November 2013, removing permitted development rights for changes of use from single dwelling houses (Use Class C3) to small-scale HMOs (Use Class C4).

2. Description of Proposal

The application proposes the change of use of this property from a single-family dwelling (C3) to a (no. 2) self-contained flats including

3. Relevant Planning and Enforcement History

HGY/2013/1396 74+76 Gladesmore Road Erection of second floor extension with loft accommodation at third floor to both properties. Approve with Conditions 26/9/2013

HGY/2001/0485 74 Gladesmore Road Erection of front and rear dormer windows to facilitate a loft conversion.

Approve with Conditions 18/5/2001

4. Internal & Statutory Consultation

The following were consulted regarding the application:

LBH Transportation Group: No objection subject to condition

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: 1

Objecting: 0

Supporting: 0

Neither: 1

The following comments were raised in the representations received: Works have been going on for sometime.

6. Assessment of Planning Considerations

The main planning considerations raised by the proposed development are:

Principle of development;

Design and appearance;

Standard and quality of residential accommodation;

Impact on neighbouring amenity;

Transport considerations;

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). Policy DM16 of the Development Management DPD adopted 2017 sets out that to maintain a supply of larger family homes to meet Haringey's housing need;

the Council will only permit the conversion of a larger home to small self – contained homes where the gross original internal floor space of the existing dwelling is greater than 120m². Conversions must also provide good quality accommodation; including stacking arrangements and any alterations or forecourt changes should not harm the appearance of the street-scene.

The application property lies within the area of South Tottenham covered by the SPD which supports houses to be extended by way of larger extension in order to address the issues of overcrowding in this part of the Borough. The applicant was granted planning permission for an additional floor to specifically provide a larger single dwelling house intended for a bigger family, which is supported by South Tottenham SPD 2013. Paragraph 3.52 of South Tottenham SPD states that it is not the intention of the SPD that larger extensions be built to enable the conversion of single-family houses to several self-contained flats or bedsits.

The application is clearly contrary to the core purpose of the SPD which is to provide accommodation for large families and prevent overcrowding (para 1.8). To allow such a development to be approved would set some unwanted precedents in South Tottenham where many houses which have been extended in such a manner to be converted into several flats given that most of these houses have been extended by way of larger extensions. This would undermine efforts to accommodate large families and protect larger dwellings for families within the South Tottenham community.

The SPD's approach is consistent with Policy SP2 of the Haringey Local Plan Strategic Policies 2013 - 2026 (adopted 2017) which refers to providing homes to meet Haringey's housing needs and is consistent with paragraph 63 of the National Planning Policy Framework (the Framework) which requires planning policies to assess and reflect the size, type and tenure of housing needed for different groups in the community, including, families with children.

The SPD's approach is also consistent with London Plan (2021) Policy H10 which states that to determine the appropriate mix of unit sizes in relation to the number of bedrooms in a development, applicants and decision-makers should have regard to local need. It is therefore considered that given that the proposal is for the conversion into flats rather than larger single dwelling which is suitable for larger families in this part of Borough would be contrary to the aims of South Tottenham SPD to provide accommodation for large families and prevent overcrowding. The proposal would result in a development contrary to policy and the specific intent of the South Tottenham SPD 2013 which seeks to tackle overcrowding and fail to meet the identified need for larger family dwellings within the South Tottenham Area, contrary to Policy SP2 of Haringey's Local Plan Strategic (2017), Policy H10 of the London Plan (2021), and Haringey's House Extensions in South Tottenham Supplementary Plan Document (2013).

As such, the planning application for the conversion of single dwelling house into 2 flats is therefore not acceptable in principle for reasons set out above.

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.

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.

The property in question is located within a Family Housing Protection Zone and has an internal un-extended original floor space of **102.3**, falls below the minimum 120m² required in order to be deemed a property suitable for conversion to smaller residential units.

As the property is within a Family Housing Protection Zone (FHZ), the conversion is required to not result in a net loss of family sized units. The proposal does contain a family-sized unit of 3 or more bedrooms and therefore complies not comply with part B of the policy.

Parts c – g of part A of the policy deal with the standard of residential accommodation and shall be considered in detail within the relevant sections of this report.

However, in terms of the principle of conversion, the original un-extended floorspace of the property does not meet the minimum requirement of 120m² does result in a net loss of large family-sized housing in South Tottenham where large housing is much needed.

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 proposal demolition of existing structures and the erection of side/ rear extension. The proposed extensions would replace the existing structures. The proposed side extension would be a partial infill along the boundary with no. 72 at 4.7 metres deep with height of 2.6 metres. A courtyard is proposed approximately 4 sqm to allow some light on the boundary with no.72. The rear extension would also be replaced with much bigger extension approximately 3 metres deep, 3.2 metres wide and 2.6 metres in height with bi-folding doors to the rear. The proposed extensions would be considered proportionate and subordinate to the existing building. It is considered that the proposed extensions would not have any significant adverse impact on local visual amenity or the character and appearance of the area.

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 property sub-divided into self-contained units as follows:

Proposed Flats

Flat 1: 3-bedroom/4-person unit: The standard floor space would 84 sqm and proposed floor space is 86.3 complies with London Plan standards.

Flat 2: 2-bedroom/3-person unit: The standard floor space would be 79 sqm and proposed floor space is 78.6 complies with London Plan standards.

The proposed conversion would create two residential units comprising of 1 x 3 bedroom flat split over 2 floors with an access to a rear garden and 1 x 2 bedroom flat split over 3 floors with no access to any amenity space.

The London Plan policy requires a minimum of 5sqm of private outside space should be provided for one to two person dwellings and an extra 1sqm for each additional occupant. The proposed family unit on the upper floors does have any access to private amenity space which is not acceptable. The bedroom in the loft floor does not appear to have any windows therefore no outlook from this bedroom and the sunlight/daylight would be poor as would rely on rooflights only. In terms of the refuse bins and cycle parking the applicant has not indicated any on the plans which is results in poor standard of accommodation.

The proposed conversion by virtue of lack of cycling parking, bin storage and poor outlook in the loft room, 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.

The alterations to the rear of the property would not adversely affect the amenity of neighbouring occupiers. As such the physical alterations are acceptable in amenity terms.

In terms of use, the conversion of the property into self-contained units as proposed is not significant in planning terms. The comings and goings would remain similar to the existing use as a large single household family.

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 development has a high PTAL for it to be considered to be car free, which is supported by the Council's Development Management Plan 2017 Policy DM32 which states that the council will support proposals for new developments with limited or no on-site parking where: public transport accessibility is at least 4 as defined in the Public Transport Accessibility Index, there are alternative and accessible means of transport available, and a Controlled Parking Zone (CPZ) exists or will be provided prior to the occupation of the development. However, due to the two dwellings being provided LBH Transport Planning would not require the applicant to sign a s106 agreement prohibiting residents from gaining a parking permit as it sits under the threshold for the number of dwellings to be considered by this policy.

Cycle Parking

The plans do not show any provision for on-site cycle parking. A development of this type should be providing 4 on-site cycle spaces for residents. Consequently, it cannot be determined what type of stand and design will be utilised by the development, and it cannot be assessed how the cycle parking is in accordance with the LCDS. Therefore, the development is not in accordance with the London Plan Policy T5 Cycle.

The Council's Transportation Team have raised no objection to this application with the use of this property as self-contained units not considered to have a significantly greater impact on parking conditions over and above the existing extant use of the property as a single family dwelling. A condition to ensure secure cycle storage is provided for the beneficial use of future occupation of the flats is imposed. On this basis it is considered that the development would result in any unacceptable impacts on highway safety or local parking conditions.

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 (refer to capacity allocation in guidance note and comment on scheme compliance).

No bin storage for both refuse and recycling purposes has been provided. Should the applicant appeal against the Council decision a pre-occupation condition shall be imposed that requires the waste storage enclosure as shown on the submitted drawings to be installed prior to first occupation and maintained as such for the lifespan of the development.

Conclusion

The proposal would result in a development contrary to policy and the specific intent of the South Tottenham SPD 2013 which seeks to tackle overcrowding and meet the identified need for larger family dwellings within the South Tottenham Area, contrary to Policy SP2 of Haringey's Local Plan Strategic (2017), Policy H10 of the London Plan (2021), and Haringey's House Extensions in South Tottenham Supplementary Plan Document (2013).

The conversion of this single dwellinghouse into separate self-contained flats will result in the loss of a family sized unit within the Council's Family Housing Protection Zone for which there is an identified need and results in the loss of a larger family sized unit within the area covered by the Council's House Extensions in South Tottenham Supplementary Planning Document which identifies a particular need for larger family homes. The proposal is therefore contrary to Policy SP2 of the Haringey Local Plan (2017), Policy DM16 of Haringey's Development Management DPD (2017) and to Haringey's House Extensions in South Tottenham Supplementary Planning Document (2013).

The proposed conversion of large single-family dwelling into two flats would result in an unacceptable loss of family housing for which there is an identified need in South Tottenham. The original unextended floor area of the property also fails to meet the minimum floor space standard set out in the Council's adopted Policy DM16. As such, the proposal would be contrary to London Plan Policy D6, Local Plan Policy SP2, and DM16 of the adopted Development Management, Development Plan Document (2017).

The proposed development, by reason lack of outlook of loft bedroom of Flat 2 /light/personal storage/amenity space/cycle storage/ would result in poor standard of accommodation. The proposed conversion of this single-family dwelling into self-contained flats, by virtue of its insufficient original un-extended floorspace size and absence of a family-sized unit, would result in unacceptable loss of family housing without replacement for which there is an identified need.

The proposal is therefore contrary to policy DM16 of Haringey's Development Management DPD (2017). sub-standard form of accommodation for future occupants of the development, contrary to London Plan policy D6, T5, Policy SP2 of the Haringey Local Plan and policy DM16, DM4 of the Haringey Development Management Plan.

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.

8. Recommendation

REFUSE PERMISSION – Please see Decision Notice for reasons for refusal.