



Officer Report

Application Number:	HGY/2023/3214
Application Type:	Full planning permission
Address:	14 Vincent Road, Tottenham, London, N15 3QH
Proposal:	Subdivision of the site and construction of detached studio dwelling.
Case Officer:	Ben Coffie
Valid Date:	01/12/2023
Applicant:	Mr Frank Mc Donagh
Agent:	Mr Ray Reilly

RECOMMENDATION

Refuse

1. Proposed Development

This application is for the subdivision of the site and construction of a single storey detached studio dwelling. The internal layout would consist of a bedsit area, a bathroom and a kitchen with a small area of private amenity space.

2. Site and Surroundings

The application relates to the rear portion of a site on the southern side of Vincent Road, which comprises two residential buildings (14 and 14a Vincent). The rear portion of the site, which forms the focus of this application, has been in use historically as a storage for building materials. The site includes 2 single storey outbuildings that have been associated with the storage use.

To the east of the site are the rear gardens of a terrace of houses fronting Caversham Road. To the south lies Caversham House, a three storey block of residential flats. There is a drop in land levels of approximately 0.8m from the site to the neighbouring Parkdale dwellings, to the northeast.

4. Planning History

The application relates to the

HGY/2016/0999 - Erection of detached dwellinghouse and change of use from builder's yard – Approved 12/8/2016

HGY/2019/2399 - Partial discharge of condition 4 (a) attached to permission ref: HGY/2019/2399 (contamination) - 06/7/2021

3. Consultation Response

The responses below were received following consultation on the application:

Internal:

1. LBH Transportation Team: Objection to the proposed development due to the following reasons:

- The site has poor public transport accessibility (PTAL=2) and is located within a CPZ.
- The proposed development is car free. No parking stress assessment has been undertaken. Given the poor public transport accessibility of the site, this is not considered acceptable.
- Access to the proposed new dwelling from Vincent Road is considered too constrained and therefore unacceptable. It is also not clear whether access is step free.
- The width of access leading to the cycle parking from Vincent Road is considered too narrow and unacceptable. It is also not clear whether the access is step free.
- The cycle parking provision must be secure, sheltered, and accessible.
- Details of provision for refuse storage is proposed at the frontage onto Vincent Road. This is considered too distant from the new dwelling to be considered acceptable. It should be provide close to the new dwelling and be within a distance (25m) for collection from the Vincent Road. The width of access must also be adequate.
- A construction programme of 50 week is indicated to construct the new dwelling. Most of the work is proposed to be carried out manually and without use of mechanical plant for excavations etc.. A highway dilapidation survey must be carried out and submitted to Haringey Highways prior to start of works.

2. LBH Cleansing: No comments received

3. Local Representations

No representations received from neighbours, local groups, etc in response to notification and publicity of the application.

4. Material planning considerations

The main planning considerations raised by the proposed development are:

1. Background / principle of development;
2. Design and appearance;
3. Standard and quality of residential accommodation;
4. Impact on neighbouring amenity;
5. Transport considerations; and
6. Energy and sustainability

Background/ Principle of development

As noted above, the principle of introducing a residential unit on this site was previously considered and approved under planning permissions HGY/2016/0999 (dated 12/08/2016) and HGY/2019/2399 (dated 10/10/2019). However, both of these consents have now lapsed. The current application replicates the design and layout of these earlier approved schemes.

Although these previous approvals are acknowledged, any proposal to introduce a new residential unit on a backland or garden site must now be assessed against current planning policies, particularly Policy DM7 of the Local Plan adopted in 2021, which must be read alongside the London Plan 2021. It is worth noting that the former local plans did not include such prescriptive policies regarding this type of development.

Part A of Policy DM7 establishes a presumption against the loss of garden land unless it involves the comprehensive redevelopment of multiple entire plots. In this case, it is acknowledged that the site has historically been used for the storage of building materials rather than as garden land.

Part B of Policy DM7 requires that any such proposals meet the standards set out in Policies DM1 and DM2 and must demonstrate a high-quality design that responds creatively and sensitively to the

surrounding context. Developments should integrate well into the local area and street scene, provide good access (including maintaining existing routes where possible), and enhance the built environment. They must also respect the privacy and amenity of nearby properties, avoid creating security risks, and retain or provide appropriate levels of outdoor space for both existing and future occupants. Additionally, new dwellings should ideally have a street frontage or be clearly ancillary to an existing home, and gated developments that restrict public access are discouraged.

While there has previously been a structure on this site, introducing a self-contained dwelling is materially different from an ancillary building and is considered out of keeping with the existing pattern of development in the area. From a land use and layout perspective, the nature and function of an ancillary structure differ significantly from those of a residential unit.

This proposed dwelling would be located to the rear of No. 14a Vincent Avenue, without a direct street frontage. Instead, access would be provided via a pedestrian path through the grounds of No. 14a. This arrangement is not only inconvenient for future residents but also raises concerns regarding the impact on the amenity of existing occupants. These issues are explored further in this report.

Although there is a gate opening onto a service road to the back of this site, serving a flatted development known as Caversham House, this route is neither an adopted highway nor a proper street. It functions as a private service lane for the residential block and is not included within the red line boundary of the application. Therefore, it cannot be considered a valid means of access for servicing a new residential unit.

Consequently, both the primary and secondary access options fail to comply with the access and design expectations of Policy DM7, which emphasises the importance of good connectivity. Moreover, the proposal does not meet Policy DM2's requirements for inclusive, safe, and dignified access for all. Adequate access is also critical for issues such as fire safety and servicing, including waste management, which are also material considerations.

In summary, the scheme is not acceptable in terms of its spatial arrangement and access provisions. It is considered to be in conflict with the requirements for backland development set out in Policy DM7, along with other relevant policies discussed in the following sections of this report.

Design and appearance

London Plan (2021) policies emphasise the importance of high-quality and seek to optimise site capacity through a design-led approach. Policy D4 'Delivering good design' 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.

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.

The site would accommodate the proposed dwelling covering roughly half of the site. It would provide accommodation at ground floor level with some external space to the front and back of the structure.

While accepting the single storey nature of the proposed dwelling seeks to make such a structure appear ancillary to the main dwelling on site, as reflected above the introduction of a dwelling here would be materially different from an ancillary building in terms of land use and function and as such is

considered out of keeping with the existing pattern of development of the area, which is gardens with incidental structures at the backs of gardens.

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.

In assessing the proposal against these requirements, the proposed unit would accord with the minimum unit size requirements. The minimum standards prescribed for individual rooms are set out within The London Housing Design Guide and the proposed rooms conform to these standards as shown on the floor plans with the dwelling meeting the minimum requirement as follows:

The proposal would comprise a studio unit measuring 41sqm in size. The unit would meet the minimum standard of 37-sqm set in the London Plan. The dwelling would benefit from some external amenity space. The unit would be in dual aspect in terms of fenestration as such meeting requirements of the London Plan as well as standards in respect of floor to ceiling heights.

As reflected above the location of the application site within a historic garden site without convenient and legible access in relation to a highway/ street is a critical defect in relation to the quality of accommodation that would be provided with such a unit of accommodation.

Clear safe and convenient access to such a unit has not been demonstrated in terms of the information submitted. For instance, as well as having to navigate along the side of No 14a it is not clear if such a means of access is clear of steps. The site plan would appear to show 4 steps at the back of No 14a, which therefore would have to be encountered when moving through this site, as such hindering safe access. Equally it is not clear how such a route would be lit.

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 site is located to the north of a residential block of flats Caversham House and would not be affected in terms of amenity in terms of such a structure being added. However,

Conditions of light and outlook to the occupant of neighbouring properties would not be affected given the scale of the building and manner in which it would be screened in part by the presence of intervening garden fences.

Notwithstanding the above, the proposed access arrangement to the site through No 14a Vincent Road would impact the amenity and privacy to the occupiers of this current building. There are ground floor windows on the side and rear elevation No.14a as well as a small amenity space to the back of this property, as such future occupants of this new dwelling passing through the grounds inevitably would affect the amenity and privacy to the existing occupiers of this property.

As such the scheme in this regard would fail to accord with those parts of Policy D6 of the London Plan 2021 and Policy DM1 of the DPD that seek to protect the residential amenity of neighbours to development proposals.

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'.

The site has a public transport accessibility level The site has (PTAL) of 2 (with 0 being the worst and 6b being the best). The proposed does not include any off-street car parking. Given the modest scale of this development car parking is not essential. Parking in the adjoining streets have been historically unrestricted. In either parking scenario the generated parking demand of the proposal is low (worst case 1 car parking space). The impact of such a small demand on parking availability in the adjoining streets would be inconsequential.

In terms of cycle parking 2x on-site cycle spaces would be provided behind the side gate within an enclosure.

Waste and recycling

DM DPD Policy DM4 requires proposals to sustainably manage waste that arises from development during the design, construction and occupation phases. All proposals should make on-site provision for general waste, the separation of recyclable materials and organic material. Adequate internal and external storage space should be provided to manage the volume of waste arising from the site. Accessible and safe access to on-site storage facilities both for occupiers and collection operatives should be supplied.

Clear information is not provided in respect of the waste refuse arrangement for this dwelling however it is noted that in plan 14062/3F it is implied that the refuse storage would be provided at the front of No 14a Vincent Road. What is not clear is the extent of refuse and recycling bins required with the existing use of No 14a.

As such in terms of waste and recycling clear information would need to be provided, however as reflected above the access arrangement through No 14a is not viewed to be an acceptable arrangement in terms of access.

Conclusion

The principle of residential development on this land is considered unacceptable as the proposed development would represent an unacceptable form of backland development due to being unrelated to

the existing pattern of development, the failure to provide a safe, secure and convenient access and inclusive environment for future occupiers and harm caused to neighbouring residential 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 development is less than 100 square metres but would be for a whole new unit and as such is liable for CIL. Based on the information given on the plans, the Mayoral CIL charge would be £2,914.69 (41 sqm x £71.09) and the Haringey CIL charge would be £2,414.48 (41sqm x £58.89) (Indexation included)). 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.

8. Recommendation

REFUSE PLANNING PERMISSION

Refusal Reasons:

The erection of a residential unit on this site would amount to an unacceptable form of backland development due to being unrelated to the existing pattern of development, the failure to provide a safe, secure and convenient access and inclusive environment for future occupiers and harm caused to neighbouring residential amenity, as such contrary to Policies DM1, DM2, and DM7 of the Haringey Development Management DPD (2017) and Policies D5, D6 and D7 of the London Plan (2021).

The proposal by virtue of the failure to provide convenient and satisfactory provision of waste and recycling storage, would result in a sub-standard form of development to the detriment of users/occupants of such a dwelling unit, contrary to policy DM4 of the Haringey Development Management Plan (2017).