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| <b>Application Number:</b> | <b>HGY/2024/2335</b>                                                                     |
| <b>Application Type:</b>   | <b>Full planning permission</b>                                                          |
| <b>Address:</b>            | 78 Great North Road, Hornsey, London, N2 0NL                                             |
| <b>Proposal:</b>           | Conversion of single family dwelling into 4 x 1 bedroom apartments and associated works. |
| <b>Case Officer:</b>       | Roland Sheldon                                                                           |
| <b>Valid Date:</b>         | 12/12/2024                                                                               |
|                            | 4                                                                                        |
| <b>Applicant:</b>          | Mr Haralambos Tsiattalou                                                                 |
| <b>Agent:</b>              | Tom Lacey                                                                                |

## **RECOMMENDATION**

### **Refuse**

#### **1. Site location**

The subject site contains a recently-built block of eight self-contained flats fronting onto Great North Road, and a dwellinghouse – comprised of a lower ground and ground floor – located in the rear garden of land previously occupied by nos. 76-78 Great North Road, N2. These properties were a pair of early 20th century semi-detached properties that formed part of the northern end of a stretch of 2/3 storey semi-detached properties. These properties were previously used as a large house in multiple occupation (HMO).

The development has recently been completed, although not in full compliance with approved details with regards to the landscaping, and some of the units are understood to have been occupied.

The surrounding uses are predominantly residential, although there is a car dealership, clothing outlet store located to the immediate west of the site. The site is not within a conservation area but is close the boundary of the Bishops Avenue Conservation Area, located within the borough of Barnet. There is a pair of two-storey semi-detached properties located to the immediate east of the site on Great North Way. An overground section of railtrack forming part of northern line is located to the immediate north of the site; the embankment of which is part of an Ecological Corridor as designated in the Haringey Development Management DPD 2017. The site is located within walking distance of East Finchley Underground Station, which is located approximately 800 metres to the north-west of the site.

#### **2. Description of Proposal**

The proposed development seeks to convert the existing single family dwellinghouse in the approved development to the rear of the site, into 4 x 1 bedroom apartments and associated works.

### **3. Relevant Planning and Enforcement history**

The relevant planning history for the site is found below:

#### 76-78 Great North Road

OLD/1960/0247: Additional sanitary accommodation and conversion into 7 bed sitting room flats – Granted

HGY/2017/1432: Change of use of nos.76-78 Great North Road from large HMO (Sui Generis) to provide 2 x 5-bedroom dwellings – Granted

HGY/2019/0714: Demolition of existing properties and erection of new building containing 7 self-contained flats, erection of new dwelling within rear garden, with associated car parking and landscaping – Approved 21/08/2019

HGY/2019/3301: Non-material amendment to planning ref. HGY/2019/0714 to change description to: 7 x two-bedroom and 1 x three-bedroom self-contained flats and erection of new dwelling within rear garden – Approved 19/12/2019

HGY/2019/2958: Variation of condition 2 (approved drawing numbers) of planning permission HGY/2019/0714 in order to substitute the drawing numbers to reflect minor changes in the internal configuration/ layout of the scheme; changing from 5 x two-bedroom, 2 x three-bedroom self-contained flats and erection of new dwelling within rear garden to 7 x two-bedroom and 1 x three-bedroom self-contained flats and erection of new dwelling within rear garden as well as minor changes in the appearance of the scheme, specifically the insertion of additional third floor window in side (east elevation), changes to massing of upper floor rear elevation of building – Approved 23/12/2019

HGY/2020/1323: Variation of condition 2 (approved plans) of planning permission HGY/2019/0714 to make the following changes: - Removal of existing crossover and creation of new centralised crossover with associated amendments to layout of front garden – Approved 21/07/2020

HGY/2020/2274: Variation of condition 2 (approved plans) to amend the design and layout of the rear dwellinghouse approved under planning reference HGY/2019/0714 – Approved 23/10/2020

HGY/2021/1069: Discharge of conditions 3 (External materials), 4 (External Landscaping), 5 (External Planting), 6 (External Lighting) of planning permission HGY/2020/2274 for Variation of condition 2 (approved plans) to amend the design and layout of the rear dwellinghouse approved under planning reference HGY/2019/0714, which was for demolition of existing properties and erection of new building containing 7 self-contained flats, erection of new dwelling within rear garden, with associated car parking and landscaping – Approved 28/05/2021

## **Planning enforcement history**

ENF/2024/0547: Breach of Conditions - Different front garden layout and no soft landscaping – ongoing investigation

## **4. Internal & Statutory Consultation**

The following were consulted regarding the application:

### Internal

LBH: Transportation  
LBH: Carbon Management  
LBH: Cleansing

### External

London Underground Infrastructure Protection  
London Borough of Barnet  
Highgate Neighbourhood Forum  
Tree officer, Muswell Hill & Fortis Green Association

The following comments were received from consultees:

LBH: Transportation: A car-free agreement would be required to restrict eligibility of all occupiers of the four dwellings from obtaining parking permits in any future CPZ that may be introduced in the area. Cycle parking storage needs to be provided in accordance with London Plan standards. Details of refuse required.

LBH: Cleansing: Details about the waste and recycling storage provision could not be found in the submission. There will be collections already taking place here but it would be good to understand if the new flats will have shared containers or individual bins for each unit.

If containers are provided for each individual flat there should be a set of the following for each - 1 x 240 litre wheelie bin (fortnightly refuse collection), 1 x 240 litre wheelie bin (weekly mixed recycling – paper, card, glass, cans, food and drinks cartons plastic tubs, bottles and trays), and 1 x external food waste container (23 litre) collected weekly and 1 x 7 litre internal kitchen waste caddy. Paid for garden waste collections are available on request if required.

If containers are to be shared they should still equate to the capacity above.

London Underground Infrastructure Protection: Conditions should be applied to ensure that the development does not impact on the existing London Underground transport infrastructure.

## **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: 1

Supporting: 0

The following comments were raised in the representations received:

- If approval is granted, the development should be undertaken in accordance with strict monitoring of the construction process by the Council, to avoid previous problems encountered during the original construction.

## **6. Assessment of Planning Considerations**

The main planning considerations raised by the proposed development are:

1. Principle of development;
2. Housing mix;
3. Design and appearance;
4. Standard and quality of residential accommodation;
5. Impact on neighbouring amenity;
6. Transport considerations;
7. Energy and sustainability and;
8. 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.

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 proposal seeks to convert the existing large family dwellinghouse into 4 x 1-bedroom flats. Whilst the existing floor plans indicate that the existing dwelling has 2 bedrooms, it was approved as a 4-bedroom dwellinghouse.

The property in question is not located within a Family Housing Protection Zone and has an internal un-extended original floor space of 245m<sup>2</sup>, which exceeds the minimum 120m<sup>2</sup> required in order to be deemed a property suitable for conversion to smaller residential units.

Parts c – f 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.

The proposal is considered to contribute to the supply of housing in the borough in an accessible location, in accordance with the overarching aims of adopted policy. Therefore, the principle of providing additional residential accommodation on the site is acceptable subject to all other planning considerations discussed below.

The principle of conversion is considered to be acceptable, in accordance with the relevant parts of policy DM16 of the DMP.

#### **Housing mix**

As mentioned above, part g of policy DM16 requires conversion proposals to provide for a mix of unit sizes in line with DM policy DM11. Policy DM11 requires proposals for new residential development to provide a mix of housing that has regard to – amongst other things - individual site circumstances, the need to achieve inclusive and mixed sustainable communities. Part C of the policy sets out that the Council will not support proposals which result in an overconcentration of 1 or 2 bed units unless they are part of larger developments or located within neighbourhoods where such provision would deliver a better mix of unit sizes which include larger and family sized units.

Following approval of a variation of condition application that altered the housing mix and number of units (planning reference HGY/2019/2958) the approved housing mix for the scheme was as follows:

- 7 x 2-bedroom flats
- 1 x 3-bedroom flat
- 1 x 4-bedroom dwelling

The proposal would increase the approved number of units on site from 9 to 12, with the following mix:

- 4 x 1-bedroom flats
- 7 x 2-bedroom flats
- 1 x 3-bedroom flat

The number of family-sized units within the recently-built development would decrease as a proportion from 22.2% to 8.3%. This would be considered to result in an overconcentration of 1-bedroom units within the wider development as a whole, as well as the individual building itself, that would fail to work towards mixed and balanced communities, contrary to policy DM11 and DM16 of the Haringey Development Management DPD 2017.

### **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 only external changes proposed are to insert 2 windows in the rear elevation at lower ground and ground floor level of the dwelling. The proposed alterations are acceptable with regards to design and character considerations.

### **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. All would be 10-bed 2-person units which exceed the minimum floorspace standards of 50m<sup>2</sup> as set out in the London plan. They would all benefit from access to the communal rear garden which is 140m<sup>2</sup>.

All units would comply with the minimum floor space requirements in the London Plan. All double bedrooms would have floor space measurement of 12m<sup>2</sup>, which would exceed the 11.5m<sup>2</sup> required for a double bedroom in the London Plan. Notwithstanding compliance with the floorspace standards, there are concerns with regards to the means of light and outlook that would be provided for the lower ground floor units.

A poor means of outlook would be provided for the living room area of flat 2, which would have an outlook of 1.8 metres onto a retaining wall of the lightwell. In addition, it appears that no outlook would be provided for the bedroom of flat 2. A high-level window 1.8 metres height above ground level would be provided to the bedroom, which would face onto 2.61 metre depth boundary wall/fence. This bedroom would also be likely to receive a poor level of light given its enclosed nature.

The window sills for the bedroom and living space of flat 1 are 1.5m height above floor level, so outlook would be limited but still would be on balance an acceptable provision.

Floor-to-ceiling heights of 2.5 metres would be provided for each unit. Access to the communal garden would be considered an acceptable provision for amenity space.

The dwelling was built as split-level. Whilst it would not be possible to provide level means of entrance to each property, given that it is an existing dwelling, it is considered on balance to be an acceptable arrangement in the absence of level entrance to each unit.

However, the poor means of outlook and light that would be received by flat 2 would result in a sub-standard form of accommodation for future occupants, contrary to D6 of the London Plan, and policy DM16 of the DPD.

### **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 rear garden dwelling is located on the border of the rear garden of neighbouring no. 74 Great North Road, which is understood to be sub-divided into flats.

The development would involve only a minor alteration to the existing building, including the installation of 2 windows on the rear elevation facing the railway line. The inclusion of these windows would have no impact on neighbouring amenity.

The sub-division of the large family dwelling into 4 x 1-bedroom flats would likely give rise to an increase in comings and goings from the building and use of the communal amenity space. Whilst this may result in some increase in noise encountered by existing neighbouring occupants, it would not be likely to be so significant to warrant refusal on amenity grounds.

Taking the above into consideration, the proposal would be acceptable with regards to amenity impact considerations.

### **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 located within an area benefitting from a public transport accessibility (PTAL) rating of 4, which is good. East Finchley Underground Station is approximately 800m away from the site, with site also being served by 3 different bus routes – the No. 234, 263 and 143. Parts of Great North Road (GNR) are included in a CPZ. On-street parking outside the nearby car dealership is part of a CPZ operating Mon – Sat 10am – 6:30pm. Parking outside the frontage of the site and eastbound along GNR is unrestricted as it is not within the CPZ. As such, the site could not be subject to a car-free agreement.

The development was approved with 3 off-street parking spaces for the 9 approved flats and dwelling. At the time of the grant of the original planning consent in 2019, a parking stress survey was submitted which recorded a parking stress level of 67%, comfortably below the level at which stress levels are considered to be problematic at 85%. Whilst the development would give rise to some level of increased demand for on-street parking space, the change of use from a 4-bedroom dwelling to 4 x 1-bedroom flats would not result in an unacceptable increase in demand for on-street parking for which there was not capacity.

As amended, the original planning consent secured 20 internal secured cycle parking spaces for the 9 units as follows:

- 7 x 2-bedroom flats

- 1 x 3-bedroom flat
- 1 x 4-bedroom dwelling

The current proposal would increase the number of units on site to 12 with the following mix:

- 4 x 1-bedroom 2p flats
- 7 x 2-bed flats
- 1 x 3-bed flat

This would result in a need for 22 cycle parking spaces to meet London Plan standards. As such, 2 more secure, covered and accessible spaces would be required to meet minimum London Plan standards. There is plenty of scope within the site to provide these spaces. Further details of these cycle spaces could be conditioned if the proposal was to be recommended for approval.

## **Energy and sustainability**

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.

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.

Residential and non-residential developments are expected to achieve zero carbon standards, including a 35% reduction on Building Regulations 2013 Target Emission Rates (TER) achieved on site, in accordance with London Plan Policy SI2.

An energy statement by Achieve Green has been submitted in support of the application. The statement outlines that the development would achieve a carbon saving of 51% relative to Part L of the Building Regulations 2021, through fabric efficiencies and the use of solar PVs for renewable energy generation.

The proposal has been reviewed by Carbon Management Officers who are happy with the application to be approved from an energy and sustainability perspective, subject to a condition requiring additional information with regards to the Energy Strategy, and that the solar PV arrays are installed and brought into use prior to occupation.

Further details of how overheating risk has been minimised shall also be required to be submitted, imposed by a condition, alongside details of water butts, the living roof, and a sustainability strategy.

A carbon offset contribution of £4,560 shall also be secured in line with policy SI2 of the London Plan.

Subject to compliance with these conditions and the carbon offset contribution, the development would be acceptable with regards to energy and sustainability considerations.

## **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).

The Council Cleansing Team have been consulted for their views on this application. Each 1-bed unit would be required to be provided with 1 x 240 litre wheelie bin (fortnightly refuse collection), 1 x 240 litre wheelie bin ( weekly mixed recycling– paper, card, glass, cans, food and drinks cartons plastic tubs, bottles and trays), and 1 x external food waste container (23 litre) to meet these standards.

No details have been provided on proposed waste/recycling storage provision. However, a very large internal bin storeroom was provided that appears to be capable of accommodating the existing waste/recycling storage that would be generated by the proposed development. Further details to ensure there is sufficient space could be required by a condition imposed on the development if it was to be recommended for approval.

## **Conclusion**

The proposed development would result in an unacceptable reduction in the number of family-sized units within the recently-built development, an overconcentration of 1-bedroom units within the individual building itself, and overconcentration of 1 and 2-bed units in the development, that would fail to work towards mixed and balanced communities, contrary to policy DM11 and DM16 of the Haringey Development Management DPD 2017.

The proposed development, by virtue of the poor means of outlook and light that would be provided for the habitable rooms of flats 1 and 2, would result in a sub-standard form of accommodation being provided for future occupants of the development, contrary to policy D6 of the London Plan 2021 and policy DM16 of the Haringey Development Management Plan DPD 2017.

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 would not exceed 100 sq.m. and therefore the proposal is not liable for Mayoral or Haringey's CIL charge.

## **8. Recommendation**

Refuse planning permission for the following reasons:

### **Refusal Reasons:**

The proposed development would result in an unacceptable reduction in the number of family-sized units within the recently-built development, an overconcentration of 1-bedroom units within the individual building itself, and overconcentration of 1 and 2-bed units in the development, that would fail to work towards mixed and balanced communities, contrary to policy DM11 and DM16 of the Haringey Development Management DPD 2017.

The proposed development, by virtue of the poor means of outlook and light that would be provided for the habitable rooms of flats 1 and 2, would result in a sub-standard form of accommodation being provided for future occupants of the development, contrary to policy D6 of the London Plan 2021 and policy DM16 of the Haringey Development Management Plan DPD 2017.