

Officer Report

Application Number:	HGY/2025/0157
Application Type:	Full planning permission
Address:	Part Lower Ground and Part Ground Floors, Stowell House, Pembroke Road, Hornsey, London, N8 7PH
Proposal:	Creation of two residential units at lower ground and ground floors, external alterations, expansion of lower ground floor lightwell, loss of two on site car parking spaces, construction of refuse and recycling storage, bicycle storage and soft landscaping along site frontage.
Case Officer:	Roland Sheldon
Valid Date:	22/01/2025
Applicant:	5
Agent:	Hornsey Housing Trust Mr Jon Dingle

RECOMMENDATION

Approve with Conditions

1. Site location

The subject site contains a detached three-storey (with lower ground floor level) block of flats on the southern side of Pembroke Road, N8. The surrounding uses are predominantly residential. The site does not contain a listed building and is not located within a conservation area. The site is located within a critical drainage area.

2. Description of Proposal

Creation of two residential units at lower ground and ground floors, external alterations, expansion of lower ground floor lightwell, loss of two on site car parking spaces, construction of refuse and recycling storage, bicycle storage and soft landscaping along site frontage.

3. Relevant Planning and Enforcement history

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

Stowell House, Pembroke Road, Hornsey, London

HGY/2007/1551: Replacement of windows from timber single glazed windows to double glazed UPVC windows – Approved 06/09/2007

Pre-application history:

4. Internal & Statutory Consultation

The following were consulted regarding the application:

LBH Cleansing: With the two additional dwellings, one additional 1,100 litre bin would be required on the existing provision. Proposal acceptable.

LBH Transportation Group: No objections to proposal, but width of side access to cycle storage needs to be widened. Proposal should be car-free, with eligibility to residential CPZ parking permits removed, with costs paid for amending the TMO paid by the applicant. Access to flat 2 needs to be reviewed.

5. Local Representations

The application was advertised through letters sent to neighbouring properties. 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 character;
3. Standard and quality of residential accommodation;
4. Impact on neighbouring amenity;
5. Transport considerations;
6. Energy and sustainability;
7. Flood risk; and
8. Waste management

Principle of development

Principle of additional housing

The principle of additional housing is supported at national, regional, and local plan level. Policy SP2 (Housing) of the Haringey Local Plan 2017 states 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 (820 units per annum from 2011-2014 and 1,502 units per annum from 2015-2026).

London Plan policy H2 emphasises that boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making.

Stowell House contains 13 flats and is run by Hornsey Housing Trust, which is a registered social landlord that only takes tenants off the Council register of housing need.

The layout of these existing flats are not shown on the submitted floor plans, but there is an existing laundry room provided on the ground floor of the building.

The proposal would introduce 2 additional housing units that would work towards meeting housing unit number delivery objectives within the borough within a sustainable location. Furthermore, it would provide additional much-needed social housing accommodation, given that the applicant is a registered social landlord that only takes tenants off the Council register of housing need. In the event that some units do not benefit from washing machine facilities, a laundry room would be re-provided within the lower ground floor area of the building.

As such, the principle of additional residential units is acceptable.

Design and character

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.

The proposal would make some external alterations to the building and its curtilage. On the front elevation, the existing lower ground floor garage door would be removed and replaced with 1 window and a door with matching brick surrounds, with new railings in front of a levelled out area to serve as a lightwell/terrace area for the proposed flat 2.

2 additional windows and a slight increase in size of the front lightwell are proposed where 2 car parking spaces are currently located, (which would be removed) with a soft landscaping area added alongside a re-located bin store. 2 additional windows are proposed on the lower ground floor west elevation alongside safety railings to a lightwell, with one high level lower ground floor window added to the east elevation.

In addition to this, 2 windows are proposed to be replaced at first and second floor level on the front elevation.

The proposed alterations would respect the character and appearance of the building and wider locality. The development is therefore 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 a new 1-bed 1-person unit added at lower ground level, and another 1-bed 1-person unit added at ground floor level. Both units would have internal floorspaces that exceed the minimum floorspace standards of 39m² for a 1-bed 1-person unit as set out in the London Plan. Flat 1 on the ground floor would measure 40m² internally, and flat 2 on the lower ground floor would measure 48m² internally. Both bedrooms would exceed the minimum size of 7.5m². All habitable rooms would benefit from a satisfactory means of outlook and natural light. A small 6m² terrace would be provided for the occupants of flat 2 at the front of the site. Whilst no private amenity space would be provided for the ground floor flat, this unit would benefit from access to the existing communal rear garden which is in excess of 120m².

Inclusive Design

The existing arrangement for the block of flats has a set of steps from the frontage of the site to the raised ground floor level to make entrance to the site, with steps provided internally to the upper floors. A long ramped access is also provided to the side of the site to make access to the front entrance. No changes would be made to the existing means of access into the building. Policy H2 (Small sites) of The London Plan outlines that homes that are not on the ground floor on minor developments can comply with the Part M4(1) standard of Building Regulations, which does not require step free access, where step-free access would be unfeasible. Given the existing layout of the site, it would be unfeasible to provide a level means of principle access into the building, and the ramp would be retained. As such, the means of access would be acceptable for the proposed units.

The proposal would provide a satisfactory standard of accommodation for future occupants of the development.

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.

It is unknown what the size of the existing units are, and if all benefit from scope to provide a washing machine within them, but it is understood that some existing occupants still use the communal laundry facility. The communal common room is understood to be rarely used. Notwithstanding the above, in any case, a communal and laundry room facility would be re-provided as part of the submission. The submission indicates that the proposal would not affect the layout or size of any of the existing units within the block. The submission indicates that the layout of existing units has been taken into consideration in the layout of the proposed flats to avoid stacking of incompatible room uses above/to the side of other units to avoid noise disturbance. In any case, this is a matter that would be controlled at the building regulation stage of the development.

As such, on balance, the proposal would not be considered to result in an unacceptable impact on the amenities of neighbouring 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 benefits from a PTAL value of 3 (average) and is located within a controlled parking zone (CPZ). The site currently benefits from 4 off-street parking spaces (excluding the garage space which according to the submission has not been used for parking for many years). The proposal would result in the loss of 2 of these spaces and the addition of 2 x 1-bedroom flats to the site. A Transport Statement has been submitted in support of the application. The statement outlines that none of the existing occupants own a car or use the existing spaces, and the current space within the garage area has not been used for parking for many years.

The proposal shall be subject to a Section 106 agreement that removes the rights of future occupants of the development to benefit from access to parking permits within the adjacent CPZ, to ensure that the development does not place additional stress on on-street parking capacity in the locality.

Two sheltered and secure cycle spaces for the new 2 x 1-bed 1-person dwellings would be provided in the rear garden which could be brought out onto the highway via the side gated access. Whilst this access is narrow, it would still be possible to bring bicycles out using this access, and to make amendments would be unfeasible given the implications on the existing ramped access up to the front entrance of the site. Further details of cycle storage could be required by way of a condition imposed on the development.

A construction management plan could be secured by way of a condition imposed on the development if the proposal was to be approved, to demonstrate that the development could be undertaken whilst minimising impact on the highway network, air, dust pollution and highway safety.

Subject to compliance with such conditions, if the development was to be approved, the proposal would be considered to be acceptable with regards to highways and transportation considerations.

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 Target Emission Rates (TER) achieved on site, in accordance with London Plan Policy SI2.

In support of the planning application, a Sustainability and Energy Statement by Sustainable Construction Services has been submitted. The statement sets out that only minor interventions to the building are proposed in terms of following the energy hierarchy, in order to seek to reduce carbon emission reductions when measured against Part L of the Building Regulations. The statement outlines that some thermal elements of the existing dwellings will be renovated as part of the works to achieve improved elemental U-values. The statement outlines that cross ventilation of the 2 units would be possible, as well as an external door to the lower ground floor flat to allow for purge ventilation if required.

There are no Decentralised Energy Networks that it would be feasible for the development to link into.

Renewable energy use in the form of wind turbines, solar PV or Air Source Heat Pumps were discounted, but do not appear to have been subject to a thorough assessment of feasibility for potential use. Gas combi boilers have been proposed for hot water and heating provision. The report indicates that the proposal would make a 30.7% reduction on baseline energy demand and carbon emissions.

A condition shall be imposed on the development that prior to the commencement of works on site, a revised energy statement shall be submitted that demonstrates a minimum of 35% carbon reductions shall be achieved by the development when measured against Part L of the Building Regulations. Subject to compliance with this condition, the proposal would be considered to be acceptable with regards energy considerations.

Flood risk

The site is within flood risk zone 1 (low) but is located within a Critical Drainage Area.

Policy DM26 sets out that all proposals for new development within a Critical Drainage Area (CDA) will be required to incorporate measures to reduce the overall level of flood risk in the CDA. The submission has been accompanied by a Flood Risk Assessment and Drainage Strategy. The assessment indicates that to mitigate flood risk, temporary flood barriers and a pumped drainage system will be implemented to protect the lower ground floor flats

The strategy also outlines that a evacuation plan will need to be established to ensure the safety of residents with clear procedures for responding to flood warnings and safe evacuation routes identified.

A condition shall be imposed on the development that requires the development to be undertaken in accordance with Flood Risk Assessment and Drainage Strategy. Subject to compliance with this condition, the development would be acceptable with regards to flood risk 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.

The site at present has 13 flats within it, which would be increased to 15 as a result of the proposal.

The submitted proposed plans indicate that 3 x 1,100 litre bins would be provided, alongside 2 smaller 240 litre bins in the front section of the site. Their location would be appropriate for ease of collection by waste operatives on collection day. The scheme has been reviewed by the Council Waste Management Team, who has commented that at present, the site benefits from satisfactory waste and recycling storage. They have outlined that 1 additional 1,100l bin should be provided in addition to the 2 shown on the existing plan, which is being provided as shown on proposed plans.

As such, Waste Management support the scheme. A condition shall be imposed on the development requiring further details of the waste storage design. Subject to compliance with this condition, the proposal would be satisfactory with regards to waste management considerations.

Conclusion

The proposal would provide 2 additional units that would work towards meeting identified housing needs in the borough and would provide a satisfactory standard of accommodation for future occupants.

All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be approved for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.

7. CIL Applicable

Whilst the proposal would result in the introduction of 2 residential units, there would be no net additional floorspace added to the site, and therefore the development would not be liable for Mayoral or Haringey CIL.

8. Recommendation

The application is recommended for approval, subject to the completion of a Section 106 agreement to secure a car-free agreement, and to the following 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 No development shall commence until a scheme for the treatment of the surroundings of the proposed development including the timescale for the planting of trees and/or shrubs and appropriate hard landscaping has been submitted to and approved in writing by the Local Planning Authority. The development hereby permitted shall be implemented in accordance with the approved details.

Reason: In order to provide a suitable setting for the proposed development in the interests of visual amenity consistent with Policy G7 of the London Plan 2021, Policy SP11 of the Haringey Local Plan 2017 and Policy DM1 of The Development Management DPD 2017.

- 5 All residential units within the proposed development shall be designed to Part M4 (2) 'accessible and adaptable dwellings' of the Building Regulations 2015 (formerly Lifetime Homes Standard) unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure that the proposed development meets the Council's Standards in relation to the provision of wheelchair accessible homes and to comply with Haringey Local Plan 2017 Policy SP2 and the London Plan 2021 Policy D7.

- 6 Notwithstanding approved document Sustainable and Energy Statements for planning by Sustainable Construction Services Issue V2, prior to the commencement of all works on site, an updated Energy Statement shall be submitted to and approved in writing by the local planning authority, that demonstrates that the development will deliver a minimum of 35% improvement on carbon emissions over 2021 Building Regulations Part L.

The Energy Statement should include a detailed feasibility study for the implementation of renewable energy generation within the development.

The development shall be carried out strictly in accordance with the details so approved prior to first operation and shall be maintained and retained for the lifetime of the development.

Reason: To ensure the development reduces its impact on climate change by reducing carbon emissions on site in compliance with the Energy Hierarchy, and in line with London Plan (2021) Policy SI2, and Local Plan (2017) Policies SP4 and DM22.

- 7 Prior to first occupation of the development hereby approved, full details of the type and location of secure and covered cycle parking facilities shall be submitted to and approved in writing by the Local Planning Authority.

The development shall not be occupied until a minimum of 2 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 Prior to first occupation of the development hereby approved, a detailed scheme for the provision of refuse and waste storage and recycling facilities shall be 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.

- 9 No development shall take place, including any works of demolition, until a Method of Construction Statement, to include details of:

- a) parking and management of vehicles of site personnel, operatives and visitors
- b) loading and unloading of plant and materials
- c) storage of plant and materials
- d) programme of works (including measures for traffic management)
- e) provision of boundary hoarding behind any visibility zones
- f) wheel washing facilities:

have been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented and retained during the demolition and construction period.

Reasons: To ensure there are no adverse impacts on the free flow of traffic on local roads and to safeguard the amenities of the area consistent with Policies T4, T7 and D14 of the London Plan 2021, Policies SP0 of the Haringey Local Plan 2017 and with Policy DM1 of The Development Management DPD 2017.

- 10 Prior to the first occupation of the development hereby approved, the developer shall have entered into an agreement with the local highway authority to arrange for the removal of the necessary section of redundant crossover across the footway into the site and to reinstate the public footpath at this location, with the works completed prior to first occupation of the development.

Reason: In order to ensure that the proposed development does not prejudice the free flow of vehicular and pedestrian traffic or the conditions of general safety of the highway and consistent with Policy T4 of the London Plan 2021 and policy DM2 of the Haringey

- 11 The development shall be carried out in accordance with the Flood Risk Assessment and Drainage Strategy by Hurst Peirce + Malcom LLP Jan 2025 02.

Reason: In the interests of ensuring satisfactory mitigation measures are employed against flood risk, in accordance with policy DM26 of the Haringey Development Management DPD 2017.

Informatives:

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.

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: 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: The new development will require numbering. The applicant should contact the Local Land Charges at least six weeks before the development is occupied (tel. 020 8489 3472) to arrange for the allocation of a suitable address.