

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date :29th March 2011

Report of
Assistant Director, Planning &
Environmental Protection

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Ward: Bowes

Application Number : TP/10/1685

Category: Dwellings

LOCATION: 154, PALMERSTON ROAD, LONDON, N22 8RB

PROPOSAL: Conversion of single family dwelling into 3 self contained flats (comprising 1 x 2-bed, 1 x 1-bed and 1 studio) involving single storey rear extension, rear dormer and new external staircase and walkway at rear.

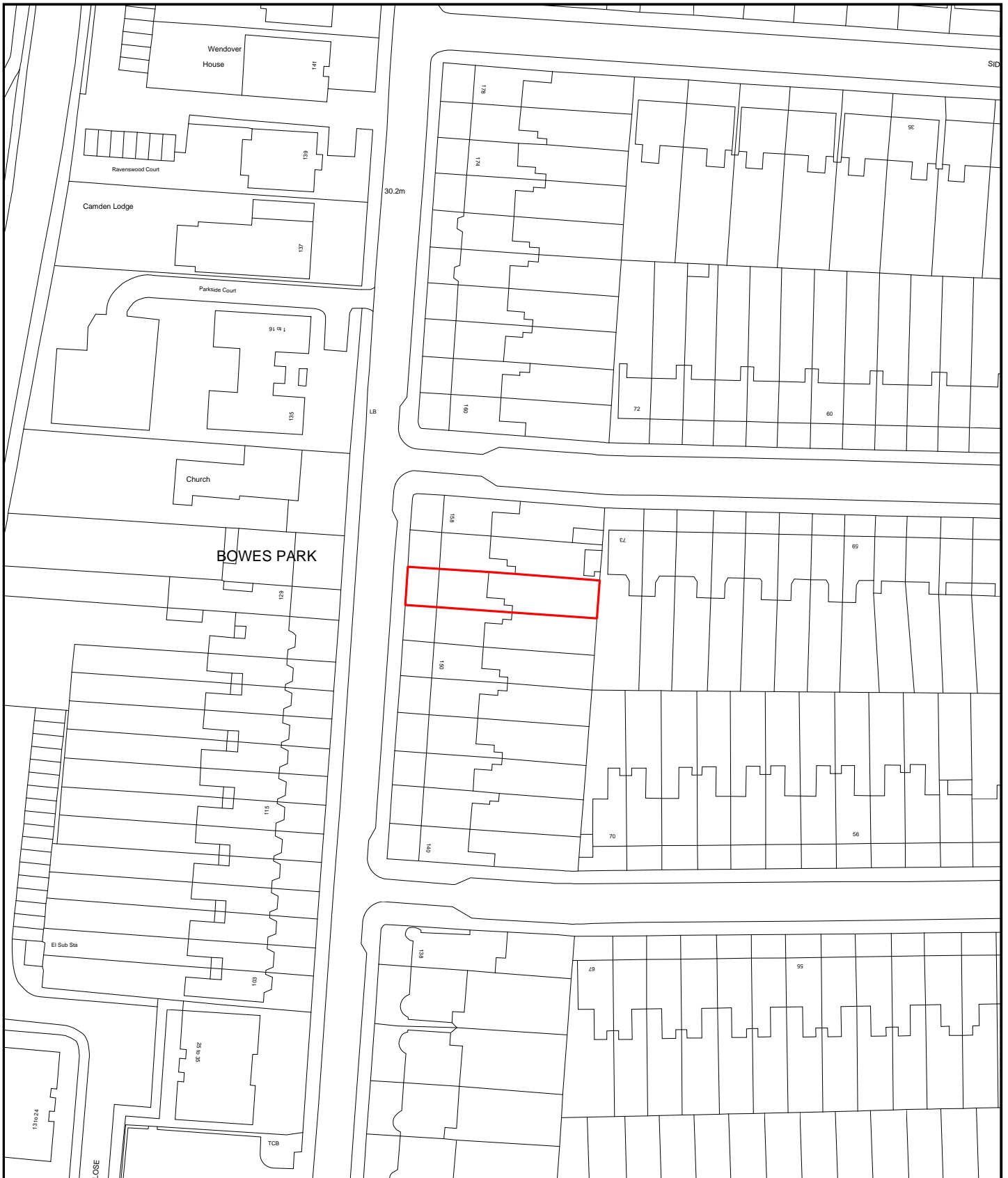
Applicant Name & Address:
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Agent Name & Address:
Gareth Stockbridge
18, Friern Park
London
N12 9DA

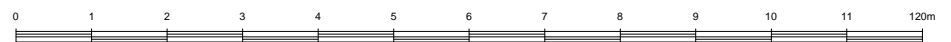
RECOMMENDATION: REFUSE

NOTE TO MEMBERS:

Although an application for a proposal of this nature would be determined under delegated authority, this application is reported to Planning Committee at the request of Councillor Constantinides.



Development Control



Scale - 1:1001
Time of plot: 11:59

Date of plot: 15/03/2011

1. Site and Surroundings

- 1.1.1 The property is a two-storey mid-terrace dwelling house situated on the east side of Palmerston Road. The surrounding area is residential in character, comprised predominantly of similar terraced dwellings.

2. Proposal

- 2.1 Permission is sought for the conversion of the property into 3 self-contained flats (comprising 2 x 1-bed and 1 x 2-bed units) together with a single storey rear extension, rear dormer window and new external staircase and walkway at rear with balustrade.
- 2.2 The proposal differs from the scheme previously refused planning permission (ref:TP/10/1332) in that a more detailed plan has been submitted indicating the head height provided by both the dormer window and existing roof to serve the studio flat within the roof space. This attempts to demonstrate the adequacy of the accommodation in the roof space.

3. Relevant Planning Decisions

- 3.1 TP/07/2182 – Conversion of single family dwelling into 2 self-contained flats (comprising 1 x 2-bed and 1 x 3-bed) was approved subject to conditions in December 2007
- 3.2 TP/09/1567 - Conversion of single family dwelling into 3 self contained flats (comprising 2 x 1-bed and 1 x 2-bed) involving a single storey rear extension, rear dormer and external staircase with walkway at rear was refused in An appeal against this decision was dismissed in On the following grounds:
- Inadequacy of floor space standards
 - Insufficient space within the loft area to provide for a single-bedroom flat
 - inadequate headroom within loft area
- 3.3 TP/10/0893 - Conversion of single family dwelling into 2 self contained flats (1x2-bed and 1 x 3-bed) involving a single storey rear extension with external staircase and walkway over and a rear dormer was granted with conditions
- 3.4 TP/10/1332 - Conversion of single family dwelling house into 3 self-contained flats (comprising 1 x 1-bed, 1 x 2-bed and 1 x studio), single storey rear extension, rear dormer and new external staircase and walkway at rear with balustrade was refused for the following reason:
1. The conversion of the single family dwelling into 3 self-contained flats (comprising 1 x 1-bed, 1 x 2-bed and 1 x studio) by virtue of the substandard internal floor area of flat 3, including an insufficient head height above 2.3 metres, would give rise to poor living conditions to occupiers of the property, contrary to Policy (II)H16 Appendix A1.9 of the Unitary Development Plan, the Supplementary Planning Guidance on flat conversions, Policy CP4 of the Core Strategy and Policy 3A.6 of the London Plan (2008).

4. Consultations

4.1 Statutory and non-statutory consultees

4.1.1 Thames Water raises no objection in regards to sewerage and water infrastructure

4.1.2 Any other comments will be reported to the meeting

4.2 Public

4.2.1 Consultation letters were sent to 10 neighbouring and nearby residential properties. In addition, notice was published in the local press and displayed at the site. No objections have been received.

5. Relevant Policy

5.1 Local Development Framework: Core Strategy

At the meeting of the full Council on 10th November 2010, the Core Strategy of the Local Development Framework was approved. The document and the policies contained therein are now material considerations to be taken into account when considering the acceptability of development proposals. The following are of relevance

CP2 Managing the Supply and Location of New Housing

CP3 Affordable Housing

CP4 Housing Quality

CP5 Housing Types

CP9 Supporting Community Cohesion

CP30 Maintaining and Improving the Quality of the Built and Open Environment

CP46 Infrastructure Contributions

5.2 Unitary Development Plan

After the adoption of the Core Strategy, a number of UDP Policies are retained as material considerations pending the emergence of new and updated policies and development standards within the Development Management Document

(II)GD3 Character / Design

(II)GD6 Traffic Generation

(II) GD8 Access and Servicing

(II) H6 Range of Size and Tenure

(II) H8 Privacy

(II) H9 Amenity Space

(II) H16 Flat Conversions

5.3 London Plan

3A.1 Increasing London's Housing Supply

3A.2 Boroughs Housing Targets

3A.3 Maximising the Potential of Sites

3A.6 Quality of Housing Provision

3A.8 Definition of Affordable Housing

3A.9 Affordable Housing Targets

- 3A.10 Negotiating Affordable Housing in Individual Private Residential and Mixed –use Schemes
- 3A.18 Protection and Enhancement of Social Infrastructure and Community
- 3C.23 Parking Strategy
- 4B.1 Design Principles for a Compact City
- 4B.2 Design
- 4B.8 Respect Local Context and Character

5.4.1 Other Relevant Policy

- PPS1 Delivering Sustainable Development
- PPS3 Housing
- PPG13 Transportation

Supplementary Planning Guidance -Conversion of Single Dwellings into Flats, adopted March 1996

6. Analysis

6.1 Principle of the Development

6.1.1 The main consideration in the assessment of this application is whether the application overcomes the previous reasons for refusal and the appeal decision (ref TP/09/1567 & TP/101332). In addition, the adoption of the Core Strategy also now introduces a contribution towards off site affordable housing in respect of new residential units.

6.1.2 The principle of converting the property into 2 self-contained flats was accepted by the previous planning permissions (ref: TP/07/2482 & TP/10/0893). The main reasons supporting this approach was that the proposal resulted in a less intensive use of the property when compared with its current use as a House of Multiple Occupation. The adoption of the LDF Core Strategy does not affect in principle, the acceptability of this form of development and the key focus must therefore be on the standards of accommodation resultant from a reconfiguration of the property.

6.2 Floor Area

6.2.1 Supplementary Planning Guidance requires that in the case of a studio flat the minimum net internal floor space (excluding staircases and any other area which is incapable of practical use) of the converted accommodation should be 30 sq.m. In the case of a 1-bed flat this figure increases to 45 sq.m. and for a two bed 57 sq.m. The floor areas of each flat taken from correctly scaled and verified drawings are stated in the table below:

Flat No.	No. of bedrooms	Floor area (m ²)
1	2	65.27m ²
2	1	51.45m ²
3	Studio	38.99m ²

6.2.2 According to the plans submitted, while all the flats would comply with specified floor space standards, there remain reservations. This is because of the cramped nature of the studio accommodation: a concern which was

supported in the recent appeal. Appendix A1.9 of Policy (II)H16 specifies in addition to a minimum floor area, a minimum head height of 2.3 metres: floor area with a head height below 2.3 metres being considered to be of limited amenity value to the standard of residential accommodation.

- 6.2.3 In the relevant appeal decision, the Inspector gave significant weight to the lack of head height which in his opinion. Led to restricted movements and a cramped form of accommodation.
- 6.2.4 To address this, it is acknowledged that a cross section plan showing the area of useable floor space has been provided. Whilst the overall floor space equate to 38.99 sq.m., that over 2.3 metres is only 24.58sq.m which is below 30 sq.m. identified as being necessary for a studio unit of residential accommodation. Consequently and despite the perception of adequate floor area when taking the entire floor area into account, it remains a concern that the proposed use of the roof space as a separate unit of residential accommodation represents cramped form of accommodation with restricted useable circulation space thus leading to an inadequate standard of internal accommodation for existing / future residents.
- 6.2.5 While it is noted that guidance in PPS3 and the London Plan advise of a more flexible approach to the size of residential accommodation, in light of the recent Appeal decision and the deficiency that exists when assessed against the relevant standard, the proposed studio flat is considered to particularly cramped especially in relation to the proposed bathroom and sleeping area, resulting in a poor and unacceptable form of residential accommodation.

6.3 Affordable Housing

- 6.3.1 With the adoption of the LDF Core Strategy since the previous appeal decision, the provision of a contribution towards off site affordable housing is now a requirement.
- 6.3.2 Policy 3 of the Core Strategy states that "Some form of contribution towards affordable housing will be expected on all new housing sites...For developments of less than ten dwellings, the Council will seek to achieve a financial contribution to deliver off-site affordable housing based on a Borough-wide target of 20%.' In response to this policy, the Applicant has confirmed that they are willing to make such a contribution as required by this policy (i.e. (£15,375). However, at this time, no agreement has been entered into and consequently, without this, its provision cannot be guaranteed and thus, it must form a reason for refusal.

6.4 Amenity Space

- 6.4.1 When assessing the previous applications, the size of the garden area was considered acceptable notwithstanding the fact that access to the amenity space to the rear is limited to flats 1 and 2. While it is acknowledged that the scheme results in a more intensive use of the property, it is considered that this arrangement serving the larger flats, is acceptable

6.5 Car Parking and Servicing

- 6.5.1 The London Plan recommends a maximum residential car parking standard of 1-1.5 spaces per unit for terraced houses and flats. As submitted, three off-

street car parking spaces are to be provided to an existing hard-surfaced area to the front. While it is clear that each of the spaces are compliant with current standards in terms of their size, the parking space located to the southern boundary would obstruct access. However, taking this into consideration it is still considered that the provision of 2 spaces would still be acceptable.

6.5.2 Details of refuse and recycling storage have been submitted with the application. They are considered acceptable to ensure compliance with the Council's preferred standards and Policy (II) GD8 of the Unitary Development Plan.

6.6 Design and Impact on Character of the Area and Neighbouring Amenities

6.6.1 Policy (II) H12 of the Unitary Development Plan seeks to ensure that residential extensions do not negatively impact on the residential amenities of neighbouring properties. In this regard, single storey rear extensions should generally not exceed 2.8m in depth from the rear main wall, and if site conditions allow for greater extensions they should not exceed a line taken at 45-degrees from the midpoint neighbours nearest original ground floor window.

6.6.2 As submitted, the proposed extension would have a depth of 5.2m significantly in excess of specified standards. However, the original property has an existing projection of the same depth which lies adjacent to the boundary with No 152. Furthermore, No.156 also has a rear projection of the same depth. As a result, the proposed rear extension, although deeper than normally considered acceptable, would infill the space between two existing projections. As there is no projection beyond either, it is considered that the rear extension would not give rise to any harm to the amenities of either adjoining property. Additionally, due to its design and siting at the rear the extension despite its size does not unduly detract from the character and visual amenity of the surrounding area.

6.6.3 The extension does not occupy the full width which permits the flank elevation to contain patio style windows. This would face the flank elevation of the projection of No 156 but due to this arrangement would not affect the privacy to this neighbouring property.

6.6.4 To gain access to the segregated rear garden from the first floor, the scheme proposes to install an external staircase. This would extend across the flat roof the rear projection. There are other examples of this form of development and it is considered the level of use would not give rise to conditions prejudicial to the amenities of neighbouring properties

6.6.5 A rear dormer would be constructed measuring at 3.85m wide by 1.4m high and would project a maximum of 1.9m from the roof plane. It would be sited set up from the eaves by 900mm and down from the ridge by 500m. In addition, it would abut the common boundary with No 156. However, in this instance due to the existing design of the property, this siting is considered acceptable as its overall appearance would not be incongruous or overly dominant.

6.6.6 The proposed rear dormer would serve the living area of a studio flat. Given the relationship to neighbouring dwellings it is not considered that the

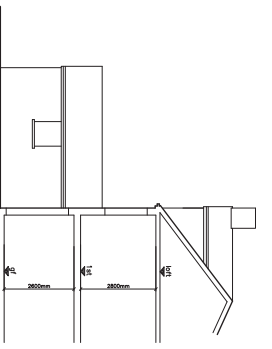
imposition of the rear dormer would give rise to conditions prejudicial to the privacy of neighbouring properties in excess of levels currently experienced.

7. Conclusion

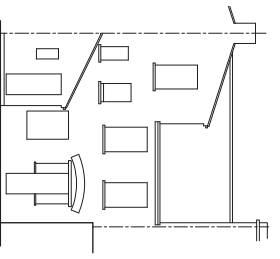
- 7.1 Having regard to the above considerations, it is considered the proposal does not overcome the previous reason for refusal and Inspectors concerns raised in the appeal decision relating to useable floor space and the quality of the resultant studio accommodation. Additionally the off site affordable housing contributions have not been secured. Therefore, whilst the single storey rear extension, rear dormer and new external staircase and walkway to rear remain acceptable and were not raised as issues in either the appeal decision or previous planning applications, it is considered overall, the proposal remains unacceptable, contrary to the Council's adopted policies.

8. Recommendation

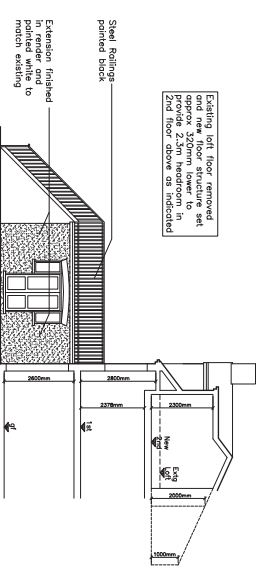
- 8.1 That planning permission be refused for the following reasons:
1. The conversion of the single family dwelling into 3 self-contained flats (comprising 1 x 1-bed, 1 x 2-bed and 1 x studio) by virtue of the substandard internal floor area of flat 3, including an insufficient head height above 2.3 metres, would give rise to poor living conditions to occupiers of the property, contrary to Policy (II)H16 Appendix A1.9 of the Unitary Development Plan, the Supplementary Planning Guidance on flat conversions, Policy CP4 of the Core Strategy and Policy 3A.6 of the London Plan (2008).
 2. Insufficient information has been provided to justify an absence of Affordable Housing provision, in this regard it is considered that the proposal fails to provide a sufficient level of affordable housing and associated monitoring fees, contrary to Policies 3 and 46 of the Core Strategy and Policies 3A.8, 3A.9 and 3A.10 of the London Plan.



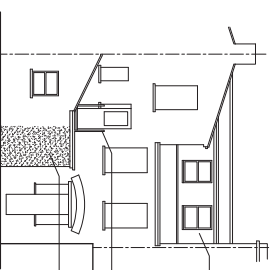
Existing Side Elevation



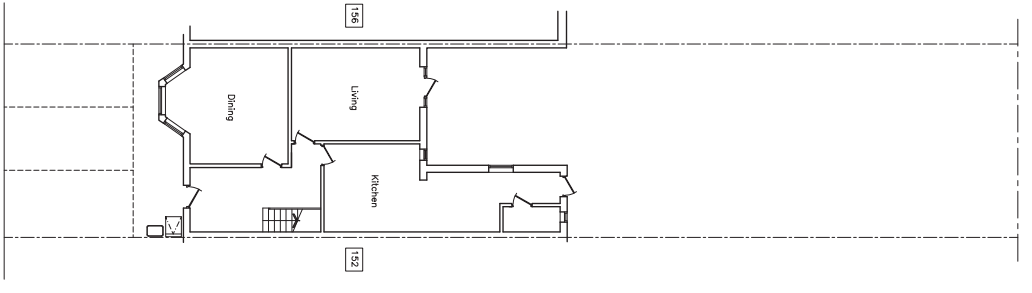
Existing Rear Elevation



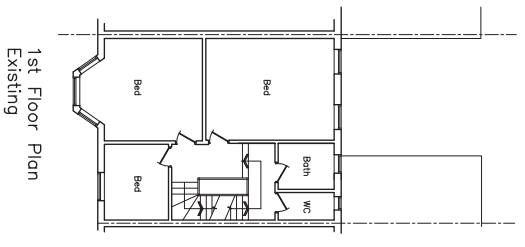
Proposed Side Elevation



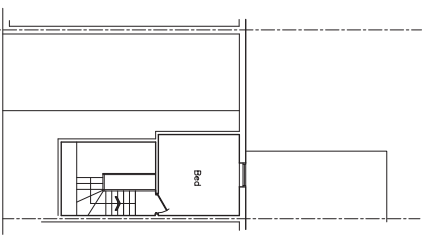
Proposed Rear Elevation



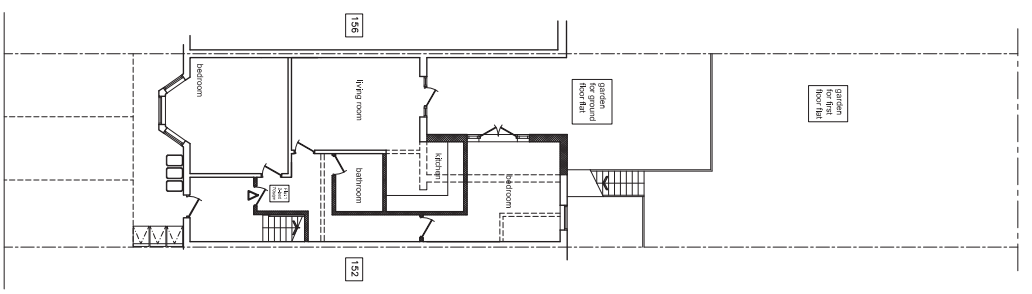
GF Plan Existing



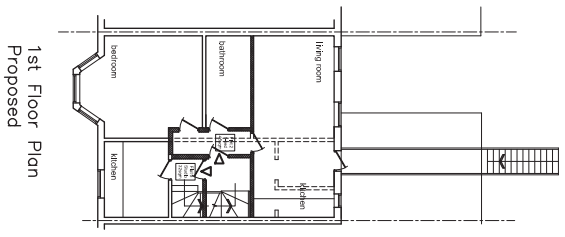
1st Floor Plan Existing



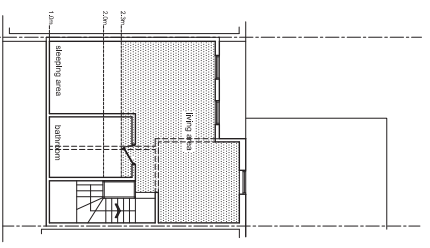
2nd Floor Plan Existing



GF Plan Proposed



1st Floor Plan Proposed



2nd Floor Plan Proposed

2/16 additional windows shown in this plan to match existing

3/16 Existing windows retained

Existing windows retained

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Scale: 1:100@A1
Drawing Title:
Existing and Proposed
Floor Plans and Elevations
Project:
Conversion and Extension
to form 2-5/1c Flats
Location:
154 Palmerston Road
London N22 8RB

Drawing No.:
3881 04

Rev:

Date: Nov 2010

Dwgn: 100

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