

House Extensions in South Tottenham

Supplementary Planning Document



Consultation Draft
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Haringey Council

SUPPLEMENTARY PLANNING DOCUMENT (No. 3)

HOUSE EXTENSIONS IN SOUTH TOTTENHAM

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1. INTRODUCTION

- 1.1 Haringey Council recognises the need to relieve over crowding, and to provide for additional habitable accommodation for large families in part of the South Tottenham area of the borough. There is a pressing need for planning and design guidance for household extensions in the area, which would normally involve roof extensions. The guidance will ensure there is both adequate growing space for the occupiers, and good design justifications.
- 1.2 The specific needs of the local community were discussed with residents and ward councillors. They were subsequently discussed in greater detail at a meeting on 20th May 2009, organised by the community leader, followed by a further meeting with designated leaders on 25th June 2009. Draft illustrations of various roof extensions were tabled for their consideration. Three designs were agreed upon and, following Cabinet approval in October 2009, were subject to consultation with the local community and other stakeholders during November and December 2009. The roof extension design principles agreed through the consultative process have been developed for approval in this document.



Figure 1: the original South Tottenham residential terraces; diagrammatic view of house type

Scale and character of the area

- 1.3 The boundary of the area to which this planning and design guidance will apply is set-out in plan 1. The area is located in the extreme south-eastern corner of the borough, and is generally referred to as South Tottenham.
- 1.4 The traditional pattern of development of the area comprises late nineteenth and early twentieth century 2 storey terrace houses, typically with shallow pitched

roofs, lining a network of roads laid out to a grid pattern with back-to-back rear gardens. Within the overall area there is some visual variety between house types, the adjoining streets, and terraces on the opposite sides of the street.

- 1.5 Within individual terraces, however, there is a general consistency in the use of a limited palate of external facing materials and design detail. Whilst not a conservation area, or an area of particular architectural sensitivity, the terraces have a consistency of scale and rhythm resulting in a uniformity of street character within the area.

Community profile

- 1.6 It is a particular social condition of the South Tottenham area that occupiers have large households, often with extended families.
- 1.7 Demographic data reinforces the impression from repeated anecdotal reports that there is a significant overcrowding problem in the South Tottenham area, relating particularly to large families in small dwellings.
- 1.8 The presence of a significant Charedi Jewish Community has contributed to raising awareness of the overcrowding problem to the Council.
- 1.9 The Equalities Impact Assessment produced alongside this document analyses this in particular. This supporting document can be accessed via the Council's website.

Planning background



Figure 2; appearance of some recent extensions to terraces in the area (diagrammatic view of terrace)

- 1.10 Haringey's first UDP, adopted in 1998, included a policy which dealt specifically with dormer windows, roof extensions and loft conversions. This gave special consideration to the circumstances of the established Charedi Jewish Community in South Tottenham, where there is a need to provide accommodation for large families.
- 1.11 This policy was not carried forward into the Adopted UDP 2006, at which time the Council applied a simple policy approach which considered extension proposals in South Tottenham on exactly the same basis as extension proposals elsewhere in Haringey, consistent with Policy UD3 and SPG1a.
- 1.12 Over recent years, the Council has attempted to provide planning policy and design guidance that would assist in meeting the needs of the community; however, this has not been adopted formally. There is now an urgent need to address this issue, in order to provide a more consistent approach to design and give a greater degree of certainty to local residents.

Concerns about inappropriate roof extensions

- 1.13 The effect of some recent roof extensions has been of great concern to the Council, in terms of the scale of development and adverse impact on the character of the area. The policy and design guidance addresses this concern, by ensuring that the design and scale of any roof extension is appropriate for the building and for the character of the area.
- 1.14 Typically, there are flat roofed, second floor extensions which cover almost the whole footprint of the original dwelling. With the exception of a narrow margin at the front eaves of the building, most extensions have virtually replaced the whole of the pitched roof structure. (Figure 2 shows extensions substantially greater than a traditional dormer inserted into a roof)
- 1.15 These roof extensions have a significant effect, not only on individual buildings but on the appearance of the area generally. They stand out on the skyline when viewed against the adjoining sloping roofs, and the effect is visually intrusive conflicting with the original scale and character of the terrace. The number of large, flat roofed extensions constructed in recent years exacerbates the effect, and cumulatively these have started to change the scale and appearance of streets in the area.

Proposal for formal guidance

- 1.16 This document sets-out the Council's design guidance proposals for House Extensions in the South Tottenham area of the borough. Once completed and formally adopted, the guidance will become a Supplementary Planning Document (SPD).
- 1.17 The Draft Design Guidance Document was reported to Planning Committee on 15th September 2009 to seek their views on the design principles for house extensions in the South Tottenham area of the borough. The Planning Committee gave its support to the Draft Design Guidance.

- 1.18 It was then reported to Cabinet on 13th October 2009 to seek their approval on the design principles for house extensions in the South Tottenham area of the borough and their approval to consult stakeholders and the community.
- 1.19 Following the Planning Committee and Cabinet approval for community and stakeholder consultation, the Council undertook the consultation for a period of four weeks from 7th December to 11th January.
- 1.20 This consultation attracted a reasonable level of response, which demonstrated overwhelming support for the design principles set-out in the consultation document. The local community wanted to see the proposed guidance formalised, and accordingly, the outcome of the consultation was used to inform the production of this draft Supplementary Planning Document.
- 1.21 The design principles as set-out in this draft SPD have been considered by Cabinet, prior to the document being the subject of statutory public consultation. Following the statutory six-week consultation period, all responses will be analysed and the draft document amended as appropriate before being presented to Cabinet and full Council for adoption as an SPD.

Status of the Supplementary Planning Document

- 1.22 This draft SPD has been prepared within the context of Government guidance, the Mayor's London Plan (2008), London Borough of Haringey Unitary Development Plan (2006), Haringey's emerging Core Strategy and other relevant supplementary planning guidance.
- 1.23 It is the intention of the Council that following the statutory consultation process, the Draft SPD will be approved as a Supplementary Planning Document that elaborates upon the policies contained within the borough's UDP and emerging Core Strategy. It will be a material planning consideration and afforded significant weight when used to determine planning applications for the area.

Sustainability appraisal

- 1.23 This draft SPD has been prepared with a view to contributing to the achievement of sustainable development. In essence, this involves ensuring a better quality of life for everyone; now and for future generations.
- 1.24 A sustainability appraisal is being carried out in conjunction with the preparation of this SPD, which meets the regulatory requirements through a single appraisal process. Its main purpose is to appraise the social, environmental and economic effects of the SPD, from the outset of the preparation process, so that decisions can be made that achieve sustainable development

2. NEW PLANNING GUIDANCE FOR ROOF EXTENSIONS

- 2.1 Haringey Council recognises there is a need to relieve over crowding, and provide for additional habitable accommodation for large families in part of South Tottenham. There is a pressing need for new planning guidance that will regularise the size and design of roof extensions in the area, and ensure adequate growing space coupled with good design.
- 2.2 This document defines the three approved ways in which homes may be extended at roof level, which are set-out below:

Three model types of extension to be encouraged

Type 1

- 2.3 Type 1 is a full width dormer to the rear only, no higher than the level of the existing ridge, with possible rooflights to front only; diagrammatic view of single house.

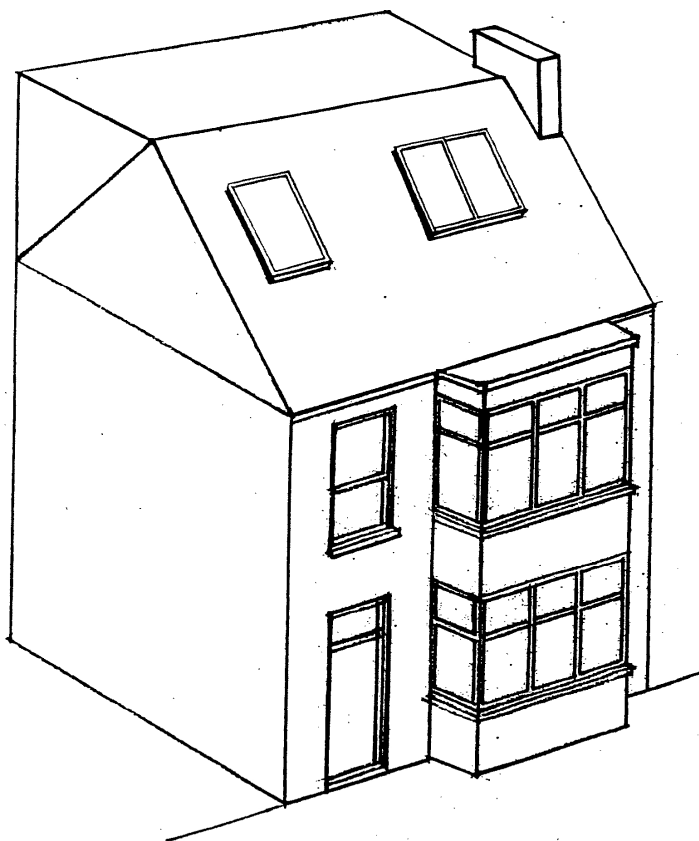


Figure 2; Type 1; full width dormer to rear only no higher than the level of the existing ridge, with possible rooflights to front only; diagrammatic view of single house

Type 2

- 2.4 Type 2 is a whole floor extension with flat roof behind a parapet in wall to match existing 1st floor construction; diagrammatic view of single house.

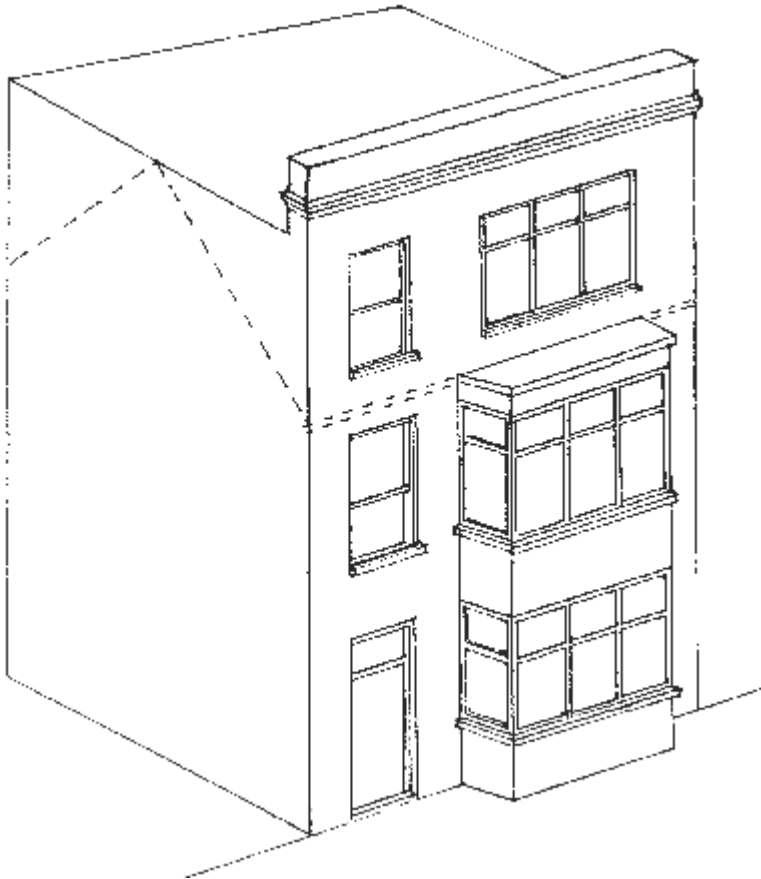


Figure 3; Type 2; whole floor extension with flat roof behind parapet in wall to match existing 1st floor construction; diagrammatic view of single house.

Type 3

- 2.5 Type 3 is a full 2nd floor extension with loft accommodation at 3rd floor level possible within pitched roof, in materials to match; existing; diagrammatic view of terrace.
- 2.6 It should be noted that this option can only be implemented by adjoining pairs of houses. Dwellings will also need a secondary means of escape (i.e. a staircase) in case of fire, and will require very substantial structural alterations throughout to comply with the Building Regulations.

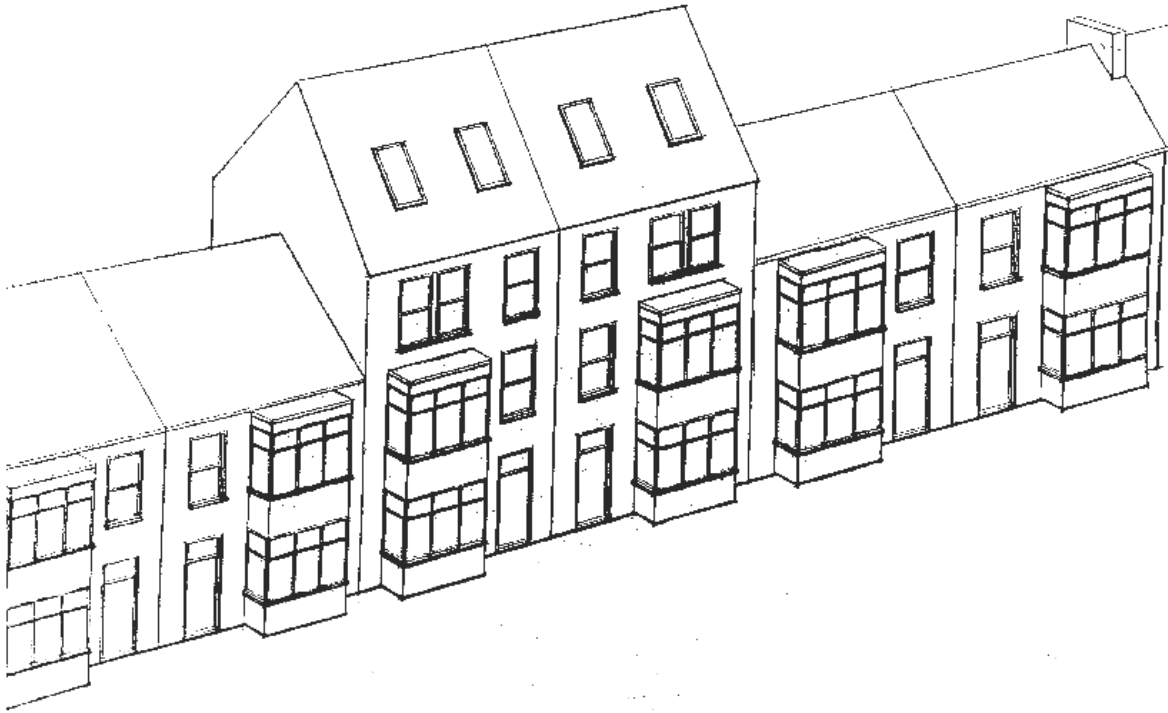


Figure 4; Type 3; full 2nd floor extension with loft accommodation at 3rd floor level possible within pitched roof, in materials to match; existing; diagrammatic view of terrace.

3. DESIGN CONSIDERATIONS

Broad design considerations

- 3.1 As further roof extensions are constructed, the scale and character of the area will inevitably change. It is important that roof extensions comply with one of the approved design types to establish a consistency of scale and character for the terrace, street, and eventually the whole area.
- 3.2 As new roof extensions are undertaken by individual owners, it is recognised that it is likely to take a number of years before a whole terrace would become extended at roof level. The process is one of gradual transition from a two storey street to a three storey street, with a consistent scale and character, built to a good standard of design, and suitable for accommodating appropriate growth. In design terms it is both desirable and strongly recommended that groups of houses or complete terraces of houses would be extended following a uniform design and pattern to secure an overall visual coherence along the street.
- 3.3 Each planning application will be considered on its individual merits, having regard to the impact on the appearance of the house itself, on the adjoining houses either side, as well as on the architectural unity of the terrace and overall character of the specific street.
- 3.4 Daylight and Sunlight considerations may affect the viability of extensions in some cases. Extensions, even in accordance with this document, will not be permitted where they cause an unacceptable loss of daylight or sunlight to other dwellings, as defined in Haringey's Housing SPD para. 8.25.



Figure 5: possible streetscape in transition with Type 2 type extensions

Facing materials

- 3.5 In terms of facing materials to front elevations facing brickwork, render and hanging tiles at the upper level are predominant. In roof extensions hanging tiles set above the eaves line of the original dwelling are generally visually compatible with the plain tile covered traditional pitched roofs typical of adjoining 2 storey houses along the terrace.
- 3.6 A specific palate of facing materials has been identified during the course of public consultation as follows:

| Element | Original Material | Proposed Material |
|---------------|--|--|
| Walls | Brick | Brick in matching colour and size |
| | Render | Render in matching colour and finish, flush finished to the existing (a new skim coat and paint finish to existing render is recommended to tie-in new work seamlessly). |
| Pitched Roofs | Slate | Natural or artificial slate to match in colour and size the <i>original</i> roof covering. |
| | Tiles | Plain clay tiles or artificial (usually concrete) to match, in matching colour and size. |
| | | In both of the above, applicants are encouraged to <i>reuse</i> the existing roofing materials wherever possible. It is recommended that reused existing tiles are used first on the front (street facing) slope, and if possible new roofing materials on the rear. |
| | Note:- flat roofing materials are at applicants discretion | |
| Windows | Window shape, pattern and material should match the existing; see further details below. | |

- 3.7 Where properties have already been altered with new non-matching materials not listed above, applicants should endeavour to ascertain the type of original material used and utilise the appropriate proposed material as above. It will normally be possible to work this out as most (if not all) terraces have at least one house with surviving original materials, where repairs have been carried out in matching materials or where (eventually following application of these policies over the years) extensions have been built using matching materials.

Fenestration and detailing

- 3.8 **Windows:** The size and pattern of windows should be reproduced from the floor below. The line of the window cills and heads will set the line of fenestration which must be maintained.
- 3.9 **Bays:** Under design types 2 and 3, bays may be extended to the additional floor or remain at their present height. In all cases, the existing roof to the bay should be retained or reproduced exactly to match at the new height.
- 3.10 **Gables:** Some of the older homes in the area have large, second floor gabled roofs as existing. Such properties may not be suitable for design type 2 or 3 extensions. However, these houses generally have a higher roof ridge, making type 1 extensions easier to achieve.
- 3.11 **Pitched Roofs:** new and modified pitched roofs should follow the original roof in materials and detailing. Where houses have parapets at party walls, between houses, a parapet should be provided in extended roofs (in type 3 extensions) both between the pair of extended roofs and at either end. Where the original terrace did not have party walls extended through the roof as parapets, there should not be parapets between or at either end of pairs of type 3 extensions. This would allow any subsequent neighbour to extend using type 3 and to achieve consistency.
- 3.12 **Hipped and gable ends:** At the end of terraces, some houses were originally built as hipped pitched roofs, others as pitched roofs ending in a gable. Whilst it would be preferable to replicate the hipped pitched roof (where that is original) on end of terrace houses with a Type 3 extension, where the proposal would not be overbearing, it would be acceptable to detail the extension as a gable end
- 3.13 **Flat roofs and their parapets:** A parapet will be required to all front elevations in type 2, and to side elevations where house is end of terrace or adjacent to a house whose roof will be at a lower level, i.e. an unextended house or one which has a type 1 extension or one of the previously permitted (but no longer permitted) large dormer type extensions has been built.
- 3.14 **Paired houses:** Some properties were constructed as a matching pair of semi-detached houses, sharing a gabled bay or other architectural feature. In such instances, a type 2 or 3 extension would only be possible if both homes were extended jointly.

Rear extensions

- 3.15 Ground floor full width rear extensions may be considered acceptable, but they should not extend beyond 3 metres for terraced houses and 4 metres for semi-detached properties.
- 3.16 In considering proposals for rear extensions the Council will assess their impact on the adjoining dwellings, with particular attention paid to protecting privacy, maintaining sunlight and daylight, and maintaining a reasonable outlook for adjoining properties.

- 3.17 Extensions must be of the highest quality design, constructed in a sympathetic architectural style with detailing, fenestration and materials to match the existing style.

Houses converted to flats and Homes in Multiple Occupation (HMO)

- 3.18 It is not the intention of these policies to permit the enlargement of houses that have been converted to flats or homes in multiple occupation (HMOs). Applications for extensions of such properties that follow the form described in this document will not be approved.
- 3.19 Furthermore, it is not the intention that these policies permit the conversion of single family houses to several self contained flats or one or more HMOs. Therefore applications for extensions following the recommendations contained in this document will only be permitted if the property remains a single family dwelling.
- 3.20 To ensure houses enlarged following the principles in this document remain single family dwellings, applications for conversion of properties previously extended will not be approved for a period of 20 years after completion of the last extension. This policy will be reviewed regularly to determine if there is a continuing high demand for large family dwellings in the area.
- 3.21 For the purposes of planning, Houses in Multiple Occupation (HMOs) are defined as “a single dwelling house or self contained flat in a house organised in such a way that it becomes occupied by a number of separate households of 3 or more people that share certain facilities in common”. Please refer to the Council’s Housing SPD for more details.

Sustainable design and construction and renewable energy

- 3.22 In order to reduce the environmental impact of development, and mitigate against the effects of climate change, proposals should fully integrate the principles of sustainable design and construction. Residents are encouraged to incorporate measures to reduce energy consumption and generate carbon-free energy in their homes.
- 3.23 The substantial construction work involved in the extensions described in this document will be required to comply with standards in the current Building Regulations; in most cases a significant improvement on the existing buildings. The Council will encourage residents to exceed these standards. Further details will be included in the forthcoming Sustainable Design and Construction SPD.

4 DEFINED AREA

- 4.1 For the purposes of this guidance, South Tottenham is defined as the area bounded by Crowland Road to the north, Markfield Recreation Ground and the River Lee to the east, Craven Park Road to the south and Tottenham High Road to the west, excluding the Conservation Area (South Tottenham High Road Conservation Area – no. 27). See the attached map, figure 7.

Streets included in the area

- 4.2 List of Streets included in the Area to which this policy document applies:

- Crowland Road,
- Ferndale Road,
- Lealand Road,
- Gladesmore Road,
- Fairview Road,
- Craven Park Road,
- Olinda Road,
- Castlewood Road,
- Leadale Road,
- Grovelands Road (excluding odd nos. 25 upwards),
- Riverside Road
- Lockmead Road,
- Elm Park Avenue,
- Wargrave Avenue,
- Wellington Avenue,
- Caxton Avenue,
- Norfolk Avenue,
- Rostrevor Avenue
- Barry Avenue,
- Clifton Gardens,
- Craven Park Court,
- and the short stretch of the east (even) side of Tottenham High Road between Lealand and Ferndale Roads.

4.3 Map of the area:



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5. POLICY CONTEXT

- 5.1 Haringey's adopted Unitary Development Plan (UDP) 2006 provides the statutory planning policy framework for land-use and development in the borough. The Council is currently preparing the Core Strategy as part of its new Local Development Framework (LDF). Once adopted, the Core Strategy will replace the borough's Unitary Development Plan. In the meantime, planning applications will be determined in accordance with the UDP (2006) and London Plan (2008) and should comply with the requirements of other relevant supplementary planning guidance.
- 5.2 This SPD will form part of the borough's LDF (figure 6). It will be monitored on an annual basis as part of the Annual Monitoring Report. The SPD may be reviewed in light of the Core Strategy which is expected to be adopted in late 2010.

National Policy

5.3 Planning Policy Statement 1:

Delivering Sustainable Development 2005 (PPS1) requires that "planning policies should promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just in the short term but over the lifetime of the development" (Paragraph 13 (IV)). PPS1 also states that "design which fails to take the opportunities available for improving the character and quality of an area should not be accepted." (Paragraph 13 (IV))

5.4 Planning Policy Statement 3:

Housing (PPS3) sets out how Local Planning Authority's policies on various aspects should relate to new approaches to housing and encourages, amongst other things, the provision of informed guidance to applicants on the methods for more efficient use of space without compromising the quality of the townscape. PPS3 encourages the creation of places and spaces that are oriented to the needs of people, creating distinctive neighbourhoods and enhancing local character.

5.5 Planning Policy Statement 22:

Renewable Energy (PPS 22) sets out key principles which local planning authorities should adhere to in their approach to planning for renewable energy. It offers guidance on the need to include policies in development plans which promote and encourage renewable energy resources; the need for criteria based policies against which to assess applications for renewable energy developments – policies should not rule out or place constraints on the development of renewable energy technologies without sufficient reasoned justification; and the need to consider the wider environmental and economic benefits of renewable energy projects as material considerations that should be given significant weight in determining whether proposals should be granted planning permission. 1.15 Planning Policy Guidance Note 15: Planning and the Historic Environment (PPG15) sets out the Government's policy for the identification and protection of the historic built environment. It offers guidance and advice on controls over Listed Buildings and Conservation Areas. It also encourages Local Planning Authorities to maintain a list of buildings of local significance to compliment the

list of buildings of national importance, and offers advice on the preservation and enhancement of the wider historic environment.

Regional Policy; the London Plan (2008)

- 5.6 Regional policy is identified in the Mayor's Spatial Development Strategy, The London Plan, February 2008, which forecasts London's land use and spatial development considerations for the next twenty years. The Plan identifies key priorities for housing focusing on making London a better city for people to live in and ensuring that future residential development is located so as to maximise the use of scarce land, to conserve energy and to be within easy access of jobs, schools, shops and public transport.^{1.17} The document states that good design is central to all the objectives of the Plan. Specific design principles and issues are addressed in the London Plan policies as follows:
- 5.7 **Policy 4B.1:**
Design Principles for a Compact City focuses in particular on ensuring developments are sustainable, durable and adaptable and respect local context, character and communities, and London's built heritage.
- 5.8 **Policy 4B.2:**
Promoting World-Class Architecture and Design signals that the Mayor will work with partners to promote design guidelines for London.
- 5.9 **Policy 4A.3:**
Sustainable Design and Construction requires measures to conserve energy, materials, water and other resources and ensure developments are comfortable and secure for users.
- 5.10 **Policy 4B.8:**
Respect Local Context and Communities calls for boroughs working with local communities, to recognise and manage local distinctiveness ensuring developments preserve or enhance local social, physical, cultural, heritage, environmental and economic characteristics.
- 5.11 **Policy 4B.12:**
Heritage Conservation states that Councils should protect and enhance historic assets in London.
- 5.12 **Policy 4A.14:**
Requires the Council, where appropriate to, encourage green roofs on residential properties to assist in the managing of long-term flooding risk and in increasing biodiversity. The Council should also discourage the covering of front gardens to provide hard-standings for car-parking, again contributing to sustainable urban drainage. In addition, The London Plan identifies as one of the aims for the Blue Ribbon Network to encourage sustainable drainage techniques within urban areas.

Local Policy

- 5.13 Haringey's existing planning policy is set out in the Haringey Unitary Development Plan (2006). Specific policies related to residential extensions and alterations are identified as follows.
- 5.14 **Policy G2:**
Development and Urban Design – development should be of high quality design and contribute to the character of the local environment.
- 5.15 **Policy UD2:**
Sustainable Design and Construction – ensuring design that maximises the potential of the site without causing any unnecessary local nor global consequences.
- 5.16 **Policy UD3:**
General Principles – encouraging design that responds positively to its context and that is accessible.
- 5.17 **Policy UD4:**
Quality Design – Development should positively address detailed and interrelated elements of design.
- 5.18 **Policy HSG3:**
Protecting Existing Housing.
- 5.19 **Policy HSG6:**
Houses in Multiple Occupation (HMOs) – restricting conversions into HMOs and encouraging conversion of sub-standard HMOs back into single family dwellings.
- 5.20 **Policy HSG7:**
Housing for Special Needs – encouraging supported housing schemes.
- 5.21 **Housing Supplementary Planning Document**
Development and Urban Design – development should be of high quality design and contribute to the character of the local environment.

Relationship of this SPD to the Local Development Framework

- 3.21 An SPD is a Local Development Document which forms part of the London Borough of Haringey's Local Development Framework (LDF) as shown in the Fig. 7. The LDF will replace the Haringey Unitary Development Plan 2005.
- 3.22 The Council's Local Development Scheme, adopted in March 2005, sets out the project plan and timetable for preparing the LDF and identifies the completion of a Supplementary Planning Document for residential extensions as a priority for completion in 2010.
- 3.23 The SPD will be monitored on an annual basis as part of the Annual Monitoring Report. The SPD may be reviewed in light of the Core Strategy which is expected to be adopted in late 2010. Each application on residential extensions

and alterations will be assessed against the local policies as well as the policies from the London Plan including 4B.1.

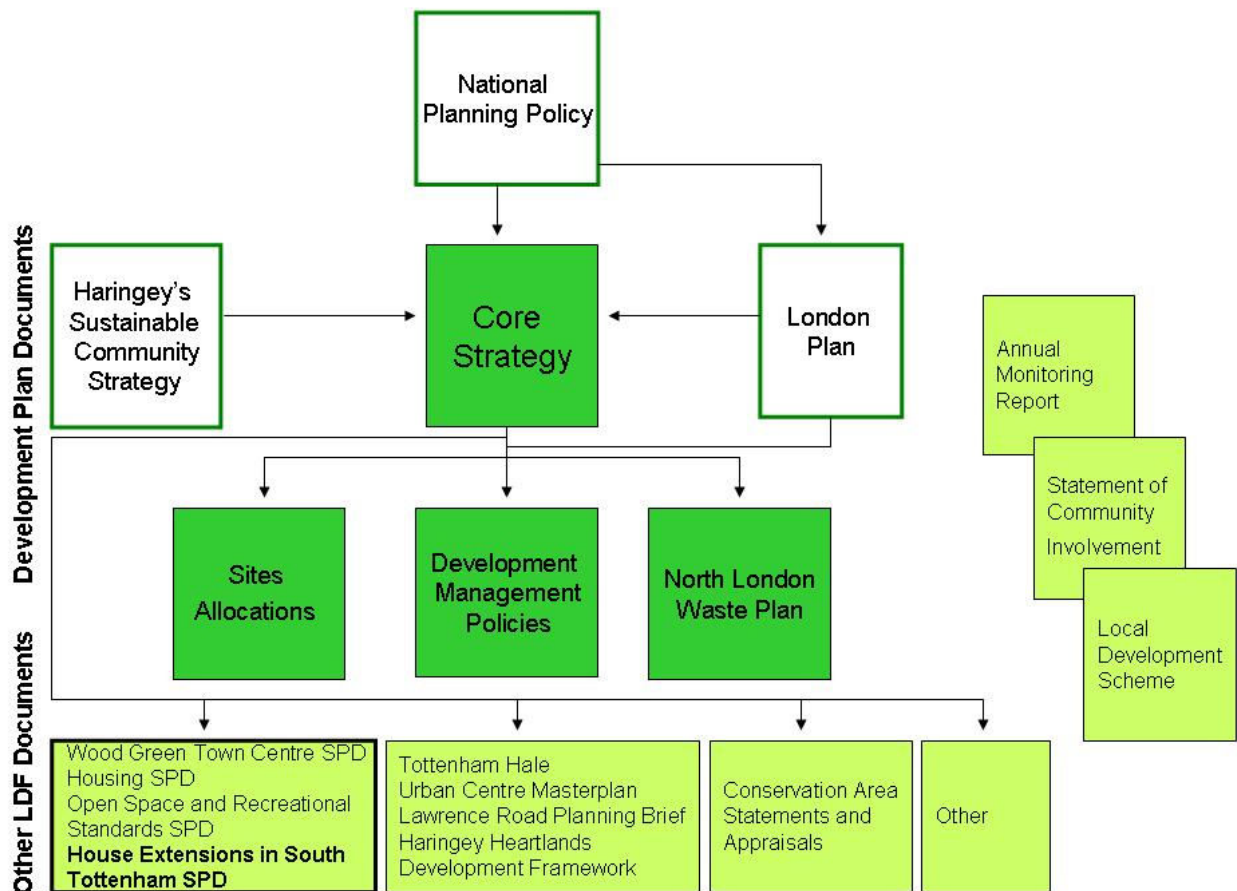


Figure 6: Haringey's Local Development Framework. Upon adoption, this Supplementary Planning Document will sit alongside other adopted SPDs; in the bottom left corner of the above diagram.

Permissions Needed

- 5.22 It is essential to consider whether a proposal to extend or alter a residential property requires permission, and, if so, what type of permissions may be required.
- 5.23 Development can sometimes include certain works that may not require planning permission, for instance small extensions, works to low boundary walls and fences and certain changes of surface material and minor alterations. These types of development are normally referred to as permitted development.
- 5.24 Permitted development rights do not apply to flats, and can be removed by an Article 4 Direction, or by a planning condition, covering specified development. You are, therefore, advised to write to the Planning Service before undertaking any works to your house or flat, giving details of the works proposed, together with a plan showing dimensions in metres and a site location plan. Further advice on whether or not a given work constitutes permitted development can be

obtained either from the Planning Service or online from the Government Planning Portal.

- 5.25 Planning permission should not be confused with approval under the Building Regulations. A separate application must be made to the Building Control Service of the Council for the necessary approvals, after planning permission has been obtained. When applying for planning permission it is essential to remember that, in order to ensure that your proposal can be built, it must also comply with the Building Regulations.
- 5.26 Listed Building Consent will be required for any works (both internal and external) to a statutory listed building, even if planning permission is not needed. It is a criminal offence to carry out, or cause to be carried out, works to a listed building without permission.

6. IMPORTANT NOTES

Existing Permissions

- 6.1 This guidance applies solely to new development, is independent of and does not invalidate any previous planning decision for an extension to a house (but see section 6.20 - 24 above).

Requirement for Permissions

- 6.2 This guidance does not remove the need to obtain Planning Permissions and other permissions required (see section 6.20 - 24 above).

References and Contacts

For further information please contact:

London Borough of Haringey
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Email: ldf@haringey.gov.uk

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