

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2012/0620	Ward: Northumberland Park
Address: 143 Northumberland Park N17 0TL	
Proposal: Construction of additional storeys on third and sixth floor and a single storey extension to north west elevation, with ancillary facilities and alterations, to increase accommodation from 146 bedrooms to 182 bedrooms	
Existing Use: Sui Generis	Proposed Use: Sui Generis
Applicant: MrLaurence Quail Aitch Group	
Ownership: PRIVATE	

DOCUMENTS

Title

Design Statement 2012

Supporting Planning Statement 2012

Supporting Planning Statement 2012

Structural Survey 2010

Proof of Evidence in respect of housing need 2011

PLANS

Plan Number	Revision	Plan Title
10/1523-01		Existing site layout
10/1523-02		Existing ground floor plan
10/1523-03		Existing 2 nd floor plan
10/1523-04		Existing 5 th floor plan
10/1523-05		Existing roof plan
10/1523-06		Existing elevation 1
10/1523-07		Existing elevation 2
10/1523-08		Existing elevation 3
10/1523-09		Existing elevation 4
10/1523-10		Existing elevation 5
10/1523-11		Existing elevation 6
10/1523-12		Existing elevation 7
10/1523-13		Existing elevation 8 & 9
10/1523-14		Existing section A
10/1523-15		Existing section B
AGR/862-001		Proposed location plan
AGR/862-002		Proposed site plan
AGR/862-003		Proposed ground floor plan
AGR/862-004		Proposed third floor plan
AGR/862-005		Proposed sixth floor plan

AGR/862-006		Proposed typical section
AGR/862-007		Proposed elevation 1-4
AGR/862-008		Proposed elevation 5-7
AGR/862-009		Proposed elevation 8-9
AGR/862-010		Proposed refuse store

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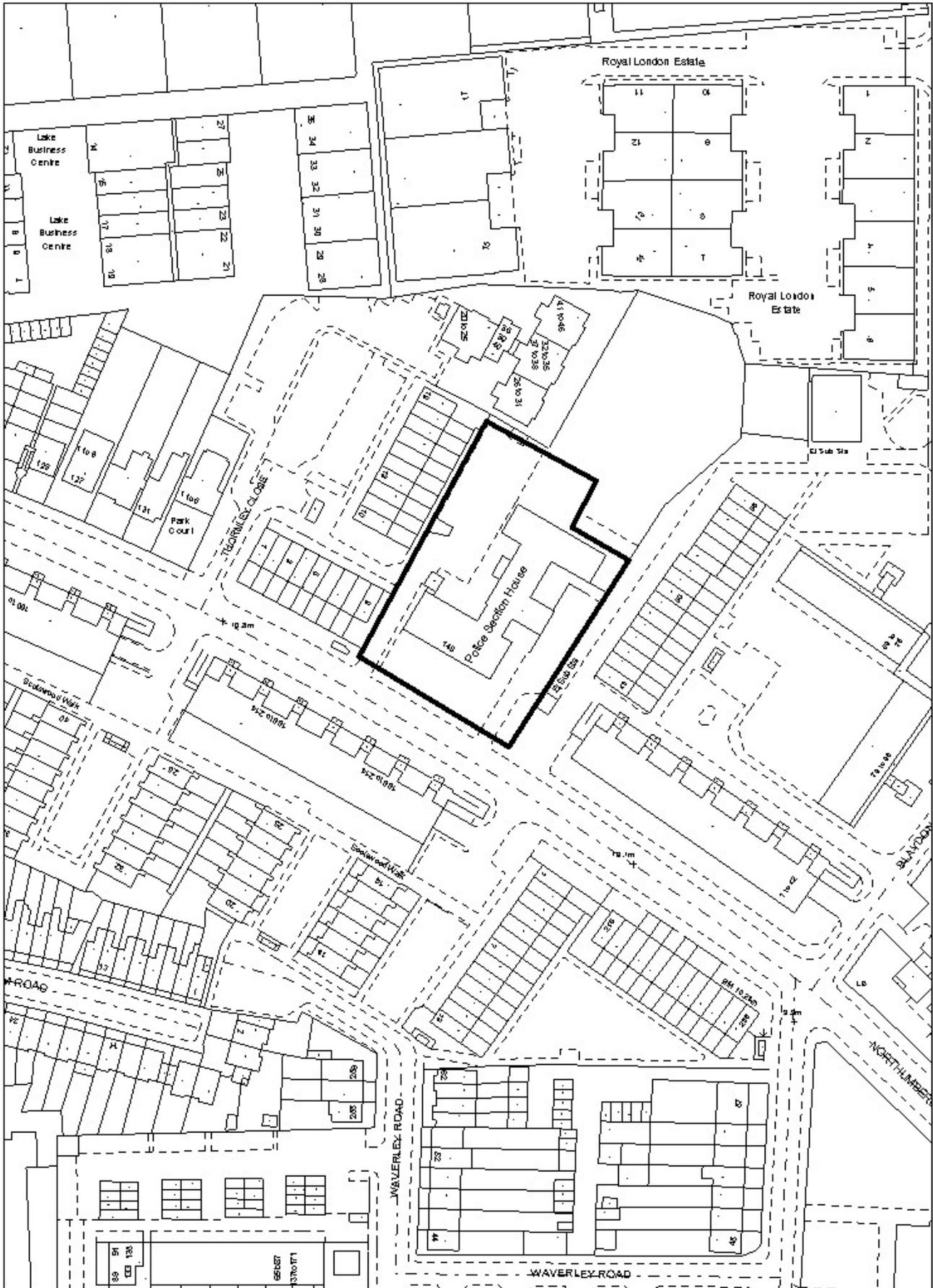
SUMMARY OF REPORT:

The application is for the construction of additional storeys at third and sixth floor and a single storey extension to north west elevation, with ancillary facilities and alterations, to increase accommodation from 146 bedrooms to 182 bedrooms which total 36 extra rooms.

The proposed development would complement the character of the surrounding area in terms of height, massing and material adding visual interest. It is considered the proposed addition is of an appropriate size and bulk in relation to the original block and is well set back from the edges of the block to retain its original shape and appearance. In terms of the hostel use, there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents and consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5. The proposal will not affect the residential amenity of the neighbouring properties, it would not have any significant adverse impact on the existing generated car trips or indeed car parking demand at this and the proposal incorporate sustainable design measures.

The Inspectors dismissed the appeal under appeal ref: APP/Y5420/A/11/2154292 on the character and appearance of the area, with particular regard to material, height and massing and not over-intensification of use of the hostel.

1.0 PROPOSED SITE PLAN



143 Northumberland Park N17

2.0 IMAGES



Main entrance to the site from Northumberland Park



The rear of the site



The six storey block of the site from the rear



Proposed aerial view



Proposed view of site entrance

3.0 SITE AND SURROUNDINGS

- 3.1 The application site is at Northumberland House, 143 Northumberland Park, London N17 0TR and is a hostel providing sheltered accommodation.
- 3.2 The application site is an area of land covering approximately [00.32 hectares]. It is delineated by a residential street, Northumberland Park, to the South, a minor street, Copper Close, and then residential properties to the West and residential properties to the North, and the East.
- 3.3 The building is comprised of two/three interconnected buildings which together form a 1960 utilitarian block. The building has large expanses of brickwork with fairly narrow vertical slots containing windows and lightweight green panels. The strong vertical rhythm gives it a certain amount of distinctiveness and the use of predominantly one colour of brick gives the building a sense of continuity. The building is of varying heights, with four storeys on the elevation which fronts the main road on Northumberland Park, while the remaining part of the building to the rear is on Copper Close and comprises of six storeys. The building is set back from Northumberland Park by a small grassed area and to the rear is a large car parking area. The elevation on Northumberland Park blends in with the neighbouring residential blocks, in terms of its height and flat roof form.
- 3.4 The surrounding area is predominantly residential and it is also in close proximity to the industrial estate and Northumberland Park railway station. The site does not fall within a conservation area. Refer to Appendices showing photos of the site.
- 3.5 To the north of the site, behind the six storey block are predominantly two/three storey residential blocks in either yellow or red brick, which are flat roofed. To the south of the site is Northumberland Park, a residential road, along which is mainly characterised by low rise 3 storey residential buildings, that some show a coherent height and appearance. The buildings are mainly flat roofed and are predominantly red brick. The residential blocks are mainly either set back with a grassed area at the front or they are mainly built up against the pavement. Further east is a 4 storey residential blocks followed by a 17 storey block which sits on its own within a large grassed area and is partly obscured by mature trees. Further west are two storey terraced/semi detached houses and commercial buildings followed by a 10 storey block which sits on its own within a large grassed area.
- 3.6 Northumberland Park is a wide road with pavements on both sides. The road is lined with several very mature trees on either side with large grassed areas to the front of some of the residential blocks. The street furniture comprises of street lights and bus stops on either side.

4.0 PLANNING HISTORY

4.1 Planning Application History

Planning-[OLD/1960/0759](#)-REF-02-09-60-143-149 Northumberland Park -Erection & use of nine semi-detached 3-storey maisonettes blocks .

Planning-**OLD/1961/0785**-GTD-04-08-61-143-149 Northumberland Park -Erection of a five storey block of 40 flats & 40 garages .

Planning-**OLD/1980/1139**-GTD-20-03-80-143-149 Northumberland Park -14/1/80 Construction of additional fire escape staircase at the South Western corner.

Planning-**OLD/1980/1140**-GTD-02-07-80-143-149 Northumberland Park -19/5/80 Formation of 12 additional window opening in the rear elevation

Planning – **HGY/1999/1648**-GTD-04-04-00 Northumberland Park House 143 Northumberland Park - Use of the property as a hostel in the following terms: 1. The operations carried out by the Crown at the site are lawful for the purposes of the existing building at the site shown on the submitted drawings. 2. At the date when the interest of the Crown ceased the use of the buildings lawful as a hostel for occupation by adults with no care facilities provided, other than the following facilities - gymnasium, kitchens, dining room, lounges, laundry, wcs, baths and showers.

Planning – **HGY/2000/1362**-GTD-15-05-01 Northumberland Park House Northumberland Park - Change of use of five. storerooms to bedrooms within existing hostel building and insertion of new windows into external walls, formation of new emergency door and extend existing access platform.

Planning –**HGY/2001/1666**– GTD - 2-01-02 Northumberland Park House 143 Northumberland Park- Erection of a single storey extension to lounge.

Planning – **HGY/2003/0884** – GTD – 07-07-03 Land To Rear Of Northumberland Park House Northumberland Park - Erection of 3 storey, part 2 storey block comprising 18 x 2 bed and 2 x 1 bed flats.

Planning – **HGY/2004/1829** – GTD-07-09-04 - Northumberland Park House, 143 Northumberland Park London - Approval of details pursuant to condition 3 (materials) and 6 (location of bin stores) attached to planning reference HGY/2003/0884.

Planning-**HGY/2011/0013**-REF-29-03-11-Northumberland House, 143 Northumberland Park London -Construction of additional storey at top of building and single storey extension to north-west elevation, with ancillary facilities and alterations, to increase accommodation from 146 bedrooms to 183 bedrooms. An appeal under appeal ref: **APP/Y5420/A/11/2154292** in the form of a public inquiry was dismissed on the 9th November 2011.

4.2 Planning Enforcement History

No enforcement planning history

5.0 RELEVANT PLANNING POLICY

5.1 National Planning Policy

The NPPF was formally published on 27th March 2012. This document sets out the Government's planning policies for England and supersedes the previous Planning Policy Statements (PPSs) and Planning Policy Guidance notes (PPGs). The proposed development is considered to be consistent with the Framework which seeks to approve proposals that accord with the local development plan. The NPPF has at its core a strong presumption in favour of sustainable development.

5.2 London Plan 2011 – (Spatial Development Strategy for Greater London)

Policy 5.1 Climate change mitigation
Policy 5.2 Minimising carbon dioxide emissions
Policy 5.7 Renewable energy
Policy 3.1 Ensuring Equal Life Chances For All
Policy 3.3 Increasing Housing Supply

5.3 Unitary Development Plan

G1 Environment
G2 Development and Urban Design
UD2 Sustainable Design & Construction
UD3 General Principles
UD4 Quality Design
HSG5 Hostel Accommodation
M10 Parking for Development
M9 Car-Free Residential Developments

5.4 Supplementary Planning Guidance / Documents

SPG1a Design Guidance
SPG8b Materials
Housing SPD (October 2008)
SPG3b Privacy/Overlooking, Aspect/Outlook and Daylight/Sunlight
SPG8b Materials
SPG4 Access for All – Mobility Standards

5.5 OTHER DOCUMENTS

Diversity and Equality in Planning: A Good Practice Guide (ODPM)
Secured by Design
Haringey Local Development Framework – Draft Core Strategy (Submitted for Examination March 2011)
Haringey Draft Development Management Policies (Published for Consultation May 2010)
Haringey 'Draft Supplementary Planning Document on Sustainable Design and Construction'

6.0 CONSULTATION

Internal	External
Transportation Cleansing Noise and Pollution Food and Hygiene Building Control Waste Management Homes for Haringey Ward Councillors	<u>Amenity Groups</u> Tottenham Civic Society <u>Local Residents</u>

7.0 ANALYSIS / ASSESSMENT OF THE APPLICATION

7.1 The main issues in respect of this application are considered to be:

- 7.2 Design and appearance of the proposed extensions
- 7.3 Hostel Use
- 7.4 Residential impact
- 7.6 Parking/ Access
- 7.7 Waste management
- 7.8 Sustainability

7.2 Design and appearance of the proposed extensions

- 7.2.1 The ground floor element of the proposal will be sited to the rear of the front wing and to the western side of the main wing, a new ground floor extension is proposed which will accommodate 12x bedrooms, 1 lounge, 1 kitchenette and 1 bath/washroom. The extension will be rectangular in shape, approximately 12.7 metres in width and 27 metres in length. The extension will be single storey with a flat roof.
- 7.2.2 The southern end of the extension includes a corridor adjoining the main wing of the existing building's stairwell/reception area. The majority of the existing building and the new extension will be separated by an open atrium. The new bedrooms will provide additional accommodation on the ground floor, which could potentially be used for people with mobility restrictions. The existing steel containers and shed currently in this location will be removed in order to accommodate the ground floor extension
- 7.2.3 The fourth floor element of the proposal will be constructed to the front wing. The height of the existing building is 3 storeys which will increase to 4 storeys. At the third storey level there will be 3 new windows inserted into the existing front elevation and 2 to the rear elevation. This is due to some of the existing bedrooms currently being served by roof lights, which will have to be removed. Access to the new fourth floor will be through the existing stairwell at the southern end of the main wing, which will be extended to provide the necessary link. The new 4th floor will provide 11 x bedrooms, 1 bath/washroom, 1 lounge and 1 kitchenette. There will be

a fire escape/staircase at the western end of the building, which will link in to the existing fire escape route. Roof lights will also be included to serve the new corridor. The new roof will be flat and will be set behind a small parapet wall (as per the existing situation).

- 7.2.4 The 7th floor element of the proposal will be the main wing. The height of the existing building is 6 storeys which will increase to 7 storeys. The existing staircases at the 6th floor located at each end of the building will be extended along with the lift. 13 new bedrooms are proposed with a new bath/washroom, communal lounge and kitchenette. The extension is based on the T-shape of the existing building. A new lift / plant core will be located on the top of the 7th floor and roof lights will be included along the new corridors. The new roof will be flat and set behind a low parapet (as per the existing situation).
- 7.2.5 The proposed ground floor extension is to be constructed in facing brick to match the existing building. The upper floors will be constructed in a light weight structure finished with 'Zinc' or similar approved, vertical 'Rainscreen' cladding.
- 7.2.6 In terms of materials, policy UD4 of the UDP seeks to ensure that the visual character of the development site and the surrounding area/streetscene should be taken into account in the design of schemes submitted for approval'. Paragraph 3.4 of SPG 8b seeks to ensure that any materials proposed for a building or its environs needs to be sensitive to the building in question, the adjoining buildings and any distinctness in the local character of the surrounding area.
- 7.2.7 In terms of height, policy UD4 seeks to ensure that the height and scale of the development is addressed in a positive way and policy UD3 seeks to ensure that the proposal complements the character of the local area and is of a nature and scale that is sensitive to the surrounding area.
- 7.2.8 In terms of massing, policy UD4 seeks to ensure that the form, rhythm and massing of the development should be addressed in a positive way and paragraph D.1 of SPG 1a seeks to ensure that the massing of the buildings should reflect important features in the surrounding buildings.
- 7.2.9 This revised scheme seeks to address the main concerns of the inspector in the appeal decision, which were; on the character and appearance of the area, with particular regard to material, height and massing.
- 7.2.10 Para. 8 of the appeal decision notice pointed out that; although the additional floor would be set back, the set back was considered marginal in that it was limited to the width of a concealed gutter. The cedar material proposal was also of a concern. As a result, the upper floors would stand out in nearby views, such as from across the road, and be out of character with their neighbours. In more distant views, the prominent width of the upper floor to the taller, rear block would also undermine the architectural character of the building's vertical panelling. The inspector concluded in para.10 that the proposals would harm the character and appearance of the area. The revised scheme seeks to address these concerns raised by the Inspector.
- 7.2.11 The proposed revised 4th and 7th floor extensions have been carefully designed to keep their impact to a minimum by addressing the concerns raised by the Inspector. The previously refused application had a very limited set back, in this case

however, the new rainscreen finished external walls have been set-in from the existing roof perimeter parapet walls by between 750mm & 950mm. For the north east & south west elevations, the latter being the prominent elevation facing onto Northumberland Park, the ends of the new extensions have been set-in from the existing building line by 3m. (In one instance 4m) retaining the existing parapet height. The set backs have been achieved by reducing the number of bedrooms and refiguring the circulation space / unit mix. With the new extensions finished with vertical Rainscreen cladding and being set-in from the existing building footprint line, the proposals give the appearance of cladded roofs to the top of both the existing three & six storey buildings, improving their architectural appearance and character which currently has little design merit and the ground floor extension will be constructed in facing brick to match the existing building. There are concerns from consultees (see appendix1) that the additional floor would stand out from nearby views especially from across the road and the properties in Thornley Close and the development will be out of proportion with the size of the site. In response to this it is considered that the upper floor will stand out less from nearby views and the revised material will be of a more acceptable lightweight material.

7.2.12 On balance therefore, it is considered that the proposed revised scheme addresses the concerns raised by the inspector in that; the materials proposed are appropriate, as it would not be visually prominent from the streetscene, and it will be sensitive to the building and surrounding area. The proposed height would not appear overly dominant, in particular because the additional storey will be sufficiently set back and the proposed massing of the building would not create a large, overscaled and dominant building/ roof form. The proposal therefore would not harm the character and appearance of the area.

7.3 Hostel Use

7.3.1 The building will continue in its existing use as a hostel, which is classified as Sui Generis land use. The additional accommodation proposed for the hostel which currently has 146 bedrooms is for an additional 36 bedrooms and ancillary facilities. The ground floor extension will include 12 bedrooms, The third floor extension will include 11 no. one person rooms. The sixth floor extension will include 13 bedrooms. In total, the extensions will include 36 bedrooms. The extensions will therefore increase the total number of bedrooms within the hostel to 182.

7.3.2 The extensions will be served by new toilets and communal lounges to meet the Council's standards, as set out in their 'Good Hostel Guide'. The ground floor extension will include a bath, two showers and three toilets. The third floor extension will include one bath, two showers and three toilets, with the sixth floor extension including one bath, two showers, three toilets. All new bedrooms will be served by new communal lounges & kitchen facilities but will also have access to the existing communal lounges and canteen All rooms have been designed to meet the Council's space standards

7.3.3 The previous application was refused planning permission because the proposal was contrary too policy HSG 5 as it would result in the intensification of use of the hostel which already has a high level of accommodation. **The inspector however did not refuse the appeal on over-intensification of use of the hostel.**

7.3.4 Policy HSG5 Hostel Accommodation seeks to ensure that the scale and intensity of hostel use is appropriate to the size of the building. Para. 4.24 states that:

In certain parts of the borough there is an over-concentration of temporary accommodation, which causes problems. People living in hostel accommodation do not tend to stay in any one place for a long time and this can cause problems such as a lack of community spirit, increase in the cost of providing services, strain on social services and lower educational achievement. Therefore in areas where there is already a high level of hostel accommodation no further uses will be permitted.

7.3.5 This policy applies to the extension of existing hostels as well as to new hostels; if the scale and intensity of the hostel use is to increase.

7.3.6 There are still concerns from consultees (see appendix 1) with the revised scheme and the objections remain the same as the previously refused scheme, because of para 4.24 of HSG 5 which is stated above. Other issues that have been highlighted include;

- The hostel houses many vulnerable people (those with mental health issues, substance misuse issues, ex-offenders and one parent families).
- There needs to be a much greater social mix if the ward is too improve and too achieve sustainable communities
- There have been concerns of how the hostel is run
- There is no denying that there is a need for more of this type of accommodation but its provision needs to be evenly spread through the borough
- Northumberland Park is a deprived area and needs to be improved
- There is an over concentration of hostels in the area
- The proposed extension would result in a considerable increase in the number of residents in this hostel.

7.3.7 The Council's housing service has considered the application from a housing needs point of view, taking into consideration the concerns from the objectors as they have already articulated their concern about the potential impact the extension of the hostel would have on the area and its already very high level of deprivation. Evidence has shown that there is no denying that there is a need for this type of accommodation and therefore supports the provision of affordable provision of this type but agrees that this should be more evenly spread throughout the borough for reasons that have been highlighted. There is also a need too see this type of accommodation providing stepping stones for residents by linking employment, training or education opportunities while also ensuring that it contributes in some way to the community.

7.3.8 In para 11 of the appeal decision, the inspector is aware that Northumberland Park is one of the most deprived wards in London with its highest unemployment rate. There are two other hostels near the appeal site with rooms for a few residents each. UDP Policy HSG5c) does not permit hostel accommodation where there is another hostel within 400m. The reason given for this (para. 4.24) is to avoid problems which arise in certain parts of the Borough from an over-concentration of temporary accommodation. Of even more relevance, its 146 bedrooms make Northumberland Park House by far the largest hostel in the area. On account of all three existing hostels, the proposals would conflict with policy HSG5c).

- 7.3.9 Further to the objections received, the inspector highlights in para. 12 of the appeal decision that evidence heard at the inquiry revealed that that Northumberland Park Hostel already has a high number of vulnerable residents, many of whom are in temporary accommodation and do not appear to have adequate help and support. Also that a relatively high concentration of such residents can cause significant problems such as those listed HSG 5. This was supported by residents' letters and by the local police.
- 7.3.10 The inspectors also points out in para. 13 that the existing hostel mainly caters for single people over the age of 25 who do not require any significant element of care. If this appeal was allowed, occupancy of the existing building and the extensions could be restricted in this way in the future and this could be controlled by a condition. Under the 1996 Housing Act (section 189) the housing authority has a duty to provide advice and support to single adults but is not required to provide accommodation. The inspector heard evidence that, in practice, occupiers are referred to the hostel by the housing authority and that the need for accommodation is such that the hostel is always full and regularly turns people away. There was also concern with the way the hostel is run. In response to this, para. 14 of the appeal decision revealed that there is no evidence to show that there is problems associated with the standards of accommodation or the management of the hostel.
- 7.3.11 The inspector however concluded from the information provided at the inquiry that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5. On this issue the inspector concluded that, subject to an occupancy condition, the level of problems to which policy HSG5 is particularly concerned would not be significantly affected and that an increase in the number of residents should not be a bar to development. Furthermore the inspectors highlights in para. 16 the proposals would cater for the substantial need for hostel accommodation and reduce pressure to convert houses for temporary accommodation. They would therefore be supported by UDP para. 4.1 and 4.16 which set out the basic human right that everyone should have a home, and emphasise that there is a lot of pressure in the area to provide housing. Furthermore the site is in a highly sustainable location and that the proposal would make efficient use of land.
- 7.3.12 In light of the above, it is considered that there is not a strong enough justification for the Council to refuse the planning application using policy HSG 5.

7.4 Residential impact

- 7.4.1 Policy UD3 requires development proposal to demonstrate that there is no significant adverse impact of residential amenity.

7.4.2 There are concerns from consultees (see appendix 1) that the additional storey would have a detrimental affect concerning loss of light and overlooking issues on the surrounding residential properties and an additional storey would cause problems for residents. The revised scheme deals with these issues in that; the proposed additional floor has been further setback than the previously refused scheme there will be no significant loss of sunlight and daylight to any adjoining properties as a result of the development and the proposal will not cause significant problems for residence. Furthermore para.15 of the appeal decision highlights that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents.

7.5 Parking/ Access

7.5.1 The hostel currently has 10 parking spaces that will remain. The transportation team have no objection to the proposal because it would not have any significant adverse impact on the existing generated car trips or indeed car parking demand at this location.

7.6 Waste management

7.6.1 The waste management team have given the application a RAG traffic light status of AMBER for waste storage and collection arrangements. However to ensure that the Councils standard of waste management is adhered to a condition will be required with more detailed submission of a waste management scheme.

7.8 Sustainability

7.8.1 In terms of sustainability with regard to the design of the proposed development, it will maximise the potential for passive solar gain and natural lighting. In contrast to the existing building, each of the rooms will benefit from a large window, which will improve the potential for these rooms to be heated and illuminated by natural means, thus reducing energy demand.

7.8.2 The proposed additions to the building would also enhance its thermal efficiency, by providing a higher standard of insulation on the upper storey, as it will be built to meet modern building regulation and hostel standards. This would make a substantial contribution to reducing energy consumption for heating in the building as a whole, a net gain to the existing hostel

7.8.3 The proposed development will also be constructed as far as possible from materials from sustainable sources, and to the highest standards of energy and resource efficiency that are practicable.

7.8.4 The nature of the building is also inherently more sustainable than other forms of residential accommodation, as it relies on a communal source of heating for the whole building, and has a communal kitchen and dining area. An equivalent flatted residential development of a similar age and size would be likely have numerous individual boilers and kitchens, and would be vastly less energy efficient

8.0 CIL

The proposal would be liable for the Mayor of London's CIL as the additional floorspace exceeds 100sqm/ the scheme provides one or more residential units however it maybe exempt from being charged based on the Mayor's CIL charging schedule under Social Housing provided by local Housing Authority, registered social landlord or registered provider of social housing and shared ownership housing subject to the specific provisions of Regulation 49 of the CIL regulations

9.0 HUMAN RIGHTS

9.1 All applications are considered against a background of the Human Rights Act 1998 and in accordance with Article 22(1) of the Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2003 where there is a requirement to give reasons for the grant of planning permission. Reasons for refusal are always given and are set out on the decision notice. Unless any report specifically indicates otherwise all decisions of this Committee will accord with the requirements of the above Act and Order.

10.0 EQUALITIES

10.1 In determining this planning application the Council is required to have regard to its obligations under equalities legislation including the obligations under section 149 of the Equality Act 2010. In carrying out the Council's functions due regard must be had, firstly to the need to eliminate unlawful discrimination, and secondly to the need to promote equality of opportunity and good relations between persons of different equalities groups. Members must have regard to these obligations in taking a decision on this application.

11.0 CONCLUSION

11.1 The proposed development has been re-designed based on the inspectors comments and as a result; it would complement the character of the surrounding area in terms of its height, massing and material adding visual interest. It is considered the proposed addition is of an appropriate size and bulk in relation to the original block and is well set back from the edges of the block to retain its original shape and appearance.

11.2 In terms of the hostel use, the proposal will not lead to over-intensification of use of the hostel. There was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents and consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5.

11.3 lastly, the proposal will not affect the residential amenity of the neighbouring properties and it would not have any significant adverse impact on the existing generated car trips or indeed car parking demand at this location and the proposal incorporates sustainable design measures.

11.2 As such the proposal will be in accordance with policies M10 Parking for Development, HSG1 New Housing Development, UD3 General Principles and UD4 Quality Design of the Adopted Haringey Unitary Development Plan and The Councils SPG 1a Design Guidance, SPG3b Privacy/Overlooking, Aspect/Outlook

and Daylight/Sunlight, SPG8b Materials and SPG4 Access for All – Mobility Standards.

12.0 RECOMMENDATIONS

GRANT PERMISSION subject to conditions

IMPLEMENTATION

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.

MATERIALS & SITE LAYOUT

3. Samples of all materials to be used for the external surfaces of the development shall be submitted to, and approved in writing by, the Local Planning Authority before any development is commenced.

Reason: In order for the Local Planning Authority to retain control over the exact materials to be used for the proposed development and to assess the suitability of the samples submitted in the interests of visual amenity.

4. A scheme for the treatment of the surroundings of the proposed development including the planting of trees and/or shrubs shall be submitted to, approved in writing by the Local Planning Authority, and 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.

CONSTRUCTION

5. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.

WASTE

6. That a detailed scheme for the provision of refuse and waste storage within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the works. Such a scheme as approved shall be implemented and permanently retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order to protect the amenities of the locality

OTHERS

7. All the occupants shall be over the age of 25 and not require any significant element of care.

Reason: To ensure that the hostel does not result in an over-concentration of younger people who require significant support and care such that services locally are not over burdened

13.0 APPENDICES

13.1 Consultation responses

	INTERNAL	Question/Comment.	Response
1	Haringey Transportation	<p>This proposed development is located in an area with a medium public transport accessibility level and is served by some 50 buses per hour, (two-way) for connections to numerous transport links on Tottenham High Road. It considered that the majority of journeys by staff and residents of this site would be made by sustainable travel modes. In addition, this location has not been identified within the adopted Council's UDP as that renowned to have car parking pressure.</p> <p>It is deemed that the proposed development would not have any significant adverse impact on the existing generated car trips or indeed car parking demand at this location. Therefore, the highway and transportation authority would not object to this application.</p>	<p>Noted in para. 7.5 as the transportation team have no objection to the 10 parking spaces that will remain</p>

2	Waste Management	<p>This proposed application for an increased accommodation from 146 bedrooms to 182 bedrooms will require 4 x 1100 residual waste bins, and 2 x 1100 recycling bins.</p> <p>To accommodate the increased bedrooms on this site will require an additional bin storage area of suitable size to store six 1100 bins. The bin storage area needs to be within 10 metres from point of collection. The bin storage area needs to be at the front of the site accessible from Northumberland Park to avoid the refuse and recycling vehicles from reversing unnecessary.</p> <p>The bin chamber needs to be maintained by the managing agent to ensure that the bin chamber and external areas are kept litter and refuse free.</p> <p>This application has been given RAG traffic light status of AMBER for waste storage and collection</p>	Noted and further details are required as set out in condition 6

		arrangements.	
3.	Commercial Environmental Health	Have no comment to make on the planning application	Noted
4.	Jennifer Gould – The Councils Housing Advice and Options manager	<p>She has considered the application from a housing needs point of view as she believes Cllr Bevan and others have already articulated their concern about the potential impact the extension of the hostel would have on the area and its already very high level of deprivation.</p> <p>There is no denying that there is a need for this type of accommodation. Currently there are around 3000 single applicants who have registered for social housing and have been placed in Bands C, D and E. Most applicants in these bands are unlikely successful in securing permanent social housing and will need alternative solutions to resolve their housing difficulties. However, it is important that these solutions (of which Northumberland park Hostel is one) are affordable</p> <p>The need for this type of accommodation is among single people on benefits or a low income struggling to find accommodation in the private rented sector and this is evidence by over 50% of those single applicants in the housing register in bands C to E being under the age of 35 years.</p> <p>She would like too see affordable provision of this type of accommodation but agree that this should be more evenly spread throughout the borough for reasons that have been highlighted. She would also like too see this type of accommodation providing stepping stones for residents by linking employment, training or education opportunities while also ensuring that it contributes in some way</p>	Noted in para. 7.38 which provides evidence to show that there is a need for this type of housing.

		to the community.	
	WARD COUNCILLORS	2 letter received	
1.	Councillor Bevan	<p>The additional storey would have a detrimental affect concerning loss of light and overlooking issues on the surrounding residential properties</p> <p>The further set back proposed would stand out from nearby views especially from across the road and the properties in Thornley Close.</p> <p>There is currently no proposal to replace the existing unattractive Crittal windows</p> <p>In Northumberland park there is an over concentration of temporary housing, which causes problems. There is no denying need for more of this type of accommodation but its provision needs to be evenly spread through the borough. this is considered more sustainable for communities, preventing the over concentration of affordable and temporary housing and prevent intensification of hostel accommodation in an area that has a very high level of such accommodation</p> <p>The proposal is contrary to para 4.24 of HSG 5</p>	<p>It is considered that as the proposed additional floor has been further setback than the previously refused scheme there will be no significant loss of sunlight and daylight to any adjoining properties as a result of the development.</p> <p>It is considered that as the proposed additional floor has been further setback than the previously refused scheme, the upper floor will stand out less from nearby views and the revised material will be of a more acceptable lightweight material.</p> <p>This planning application does not deal with the existing windows. A further planning application will be required for their replacement.</p> <p>The inspector pointed out in para. 16 of the appeal decision emphasise that there is a lot of pressure in the area to provide housing. Furthermore the site is in a highly sustainable location and that the proposal would make efficient use of land.</p> <p>The inspector concluded in para. 15 of the appeal decision that the level of problems to which policy HSG5 is particularly concerned would not be</p>

		<p>The hostel houses many vulnerable people (those with mental health issues, substance misuse issues, ex-offenders and one parent families). There needs to be a much greater social mix if the ward is too improve</p> <p>There have been concerns of how the hostel is run</p>	<p>significantly affected</p> <p>The inspector concluded in para. 14 of the appeal decision that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5</p> <p>para. 14 of the appeal decision revealed that there is no evidence to show that there is problems associated with the standards of accommodation or the management of the hostel.</p>
2.	Councillor Sheila Peacocks	<p>There is no proposal to improve the rest of the building which is most unsatisfactory</p> <p>Because of the anti-social behaviour of many of the homeless there have been many objections not only from people living nearby but also from people living within the hostel, at least a quarter of my case load is addressing problems of the many residents who have to live here and the neighbours.</p> <p>There is a need for more hostels in the borough but I suggest not in this area. There is a need for smaller hostels, having one as big as this leads to</p>	<p>A condition will be attached to the planning permission for details of the treatment of the surroundings of the proposed development which include the planting of trees and/or shrubs. Furthermore sustainable measures are proposed to enable the scheme to be more sustainable.</p> <p>The inspector concluded in para. 14 of the appeal decision that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5</p> <p>The inspector pointed out in para. 16 of the appeal decision emphasise that there is a lot of pressure in the area to provide housing. Furthermore the site is in a highly sustainable location and that the proposal would make efficient</p>

		<p>many on going problems.</p> <p>There are concerns with the management of the hostel.</p> <p>The area where this hostel is situated has many HMO's, also the area is known to be the most deprived area in London with the most cases of homeless, teenage pregnancies and the highest unemployment, to increase the size of the hostel will only compound on an area which already has many problems</p> <p>The proposed height and massing of the building will undermine the existing architecture, the proposed materials also to not comply with the Council's policies and the new block will not relate to any of the adjacent low rise blocks in the area of Northumberland Park.</p>	<p>use of land.</p> <p>para. 14 of the appeal decision revealed that there is no evidence to show that there is problems associated with the standards of accommodation or the management of the hostel.</p> <p>The inspector concluded in para. 14 of the appeal decision that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5</p> <p>The revised lightweight materials proposed are appropriate subject to condition, as it would be less visually prominent from the streetscene, and it will be sensitive to the building and surrounding area. The proposed height would not appear overly dominant, in particular because the additional storey will be sufficiently set back and the proposed massing of the building would not create a large, over-scaled and dominant building/ roof form. The proposal therefore would harm the character and appearance of the area.</p>
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AMENITY GROUP	Tottenham Civic Society	
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	<p>The expansion should not be allowed. Northumberland ward is one of the most deprived wards in the country. Allowing this would be a backward step for Tottenham regeneration</p>	<p>The inspector pointed out in the appeal decision that Northumberland Park is one of the most deprived wards in London. It is also pointed out that the site is in a highly sustainable location and that the proposal would make efficient use of land.</p>
NEIGHBOURS CONSULTED	7 Letters received	
	<p>The proposed extension would result in a considerable increase in the number of residents in this hostel (for the homeless with social problems) and would dramatically affect the character of the area</p> <p>More needy members of our society should be spread more evenly across the borough</p> <p>Northumberland Park is a deprived area and needs to be improved</p> <p>There is an over concentration of hostels in the area</p>	<p>The inspector concluded in para. 14 of the appeal decision that there was no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5</p> <p>The inspector pointed out in para. 16 of the appeal decision emphasise that there is a lot of pressure in the area to provide housing. Furthermore the site is in a highly sustainable location and that the proposal would make efficient use of land.</p> <p>The inspector pointed out in the appeal decision that Northumberland Park is one of the most deprived wards in London. It is also pointed out that the site is in a highly sustainable location and that the proposal would make efficient use of land.</p> <p>The inspector pointed out in para. 16 of the appeal decision emphasise that there is a lot of pressure in the area to provide housing. Furthermore the site is in a highly sustainable location and that the proposal would make efficient use of land.</p>

	<p>The development is out of proportion with the size of the site</p> <p>The proposal does not include social facilities or support for occupants</p>	<p>The proposed additional floor will be sensitive to the building and surrounding area. The proposed height would not appear overly dominant, in particular because the additional storey will be sufficiently set back and the proposed massing of the building would not create a large, over-scaled and dominant building/ roof form.</p> <p>para. 14 of the appeal decision revealed that there is no evidence to show that there is problems associated with the standards of accommodation or the management of the hostel.</p>
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13.2 Appeal decision

Appeal Decision

Inquiry held on 18-19 October 2011

Site visit made on 19 October 2011

by **David Nicholson** RIBA IHBC

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 9 November 2011

Appeal Ref: APP/Y5420/A/11/2154292

Northumberland Park House, 143 Northumberland Park, London N17 0TR

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by the Aitch Group against the decision of Haringey Council.
 - The application Ref. HGY/2011/0013, dated 24 December 2010, was refused by notice dated 29 March 2011.
 - The development proposed is extensions and alterations to the existing hostel to increase its accommodation from 146 bedrooms to a total of 183, plus ancillary facilities and alterations.
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Decision

1. The appeal is dismissed.

Main Issues

2. From the representations submitted, and my inspection of the site, I find that the main issues are the effects of the proposals on:
 - (a) the character and appearance of the area, with particular regard to materials, height and massing;
 - (b) the level of problems in the area associated with hostel accommodation.

Reasons

Character and appearance

3. Northumberland Park runs through the ward of the same name in the east of the Borough. The road is mainly characterised by 1960s utilitarian residential housing. Around the appeal site the blocks are mostly 3 storeys high though many also have part underground parking effectively making them rise to 3½ storeys. I saw that the area is typical of the 1960s including many of the design flaws from that time. Nonetheless, they are a long way from being the worst examples of that era. I also noted that the road is tree-lined, that the buildings are set back behind wide grass margins and that areas in public view are generally clean, mostly litter-free and well maintained. The buildings also appear in good repair with little staining.
4. Northumberland Park House was built as a Police House and converted to a hostel in April 2000. It comprises two blocks: the front part is three storeys high; the rear part has six storeys. It is mostly built of a red-brown brick but with a significant number of pale coloured infill panels, which are recessed, and as a result give greater prominence to the brickwork.

5. The proposed extensions would add a single storey to each part plus a further single storey extension to one side. As illustrated, they would be faced with Cedar boarding with a slight set back which could accommodate a concealed gutter.
6. The Council has objected to Cedar boarding on account of many poor examples within the Borough. While I consider that it should be perfectly possible to detail, construct and maintain Cedar boarding to give a long life with an attractive appearance, I acknowledge that if any of these factors are lacking the result is likely to be an unsatisfactory appearance. Given the Council's experience of local practices, I give significant weight to their concerns. On the other hand, the appellant would be prepared to accept a condition requiring an alternative finish and the Council acknowledged that a lightweight material could be appropriate. Consequently, I find that an alternative material could be required and that the external finish could be acceptable.
7. There are many examples in London of buildings whose top floors are set well back from the front wall. These include classical buildings but also more recent developments such as the Borough's own Civic Centre. In my experience this device can successfully reduce the apparent bulk of a building and, where there is a substantial set back, when viewed from ground level near to such a building, the top floor may even be concealed from view. Many historic examples are of lead or slate whose grey colour does not contrast as much with the sky as the walls, which are typically masonry, further reducing the prominence of the top floor.
8. In the proposals before me the top floors would be set back. However, rather than a substantial margin, to help the top floor recede, the set back would be limited to the width of a concealed gutter. Although the facing material could be altered from the more strident Cedar boarding illustrated, this would not overcome the lack of a substantial set back. As a result, the upper floors would stand out in nearby views, such as from across the road, and be out of character with their neighbours. In more distant views, the prominent width of the upper floor to the taller, rear block would also undermine the architectural character of the building's vertical panelling. I have noted the taller buildings towards each end of the road but also that their architectural treatment is consistent on each floor.
9. Overall, I find that the proposals would constitute poor design which would make the blocks far more dominant in the streetscene, jar with their neighbours and harm their context. They would detract from efforts to maintain the quality of the environment. While I accept that the surrounding buildings are dated and utilitarian, this does not excuse adding badly designed extensions.
10. On this issue I conclude that the proposals would harm the character and appearance of the area. They would be contrary to current adopted Policy UD4 of the Haringey Unitary Development Plan (UDP) which expects extensions to be of high design quality and take account of form, rhythm and massing, and architectural style, detailing and materials. The proposals would conflict with adopted Supplementary Planning Guidance SPG 1a for Urban Design which elaborates on the criteria in Policy UD4.

Hostel use

11. Northumberland Park is one of the most deprived wards in London with its highest unemployment rate. There are two other hostels near the appeal site with rooms for a few residents each. UDP Policy HSG5c) does not permit hostel accommodation where there is another hostel within 400m. The reason given for this (paragraph 4.24) is to avoid problems which arise in certain parts of the Borough from an over-concentration of temporary accommodation. Of even more relevance, its 146 bedrooms make Northumberland Park House by far the largest hostel in the area. On account of all three existing hostels, the proposals would conflict with policy HSG5c).
12. I heard evidence¹ that Northumberland Park House already has a high number of vulnerable residents, many of whom are in temporary accommodation and do not appear to have adequate help and support. Also that a relatively high concentration of such residents can cause significant problems such as those listed in the UDP. This is supported by residents' letters and by the local police.
13. The existing hostel mainly caters for single people over the age of 25 who do not require any significant element of care. If this appeal was allowed, occupancy of the existing building and the extensions could be restricted in this way in the future and this could be controlled by a condition. Under the 1996 Housing Act (section 189) the housing authority has a duty to provide advice and support to single adults but is not required to provide accommodation. I heard evidence² that, in practice, occupiers are referred to the hostel by the housing authority and that the need for accommodation is such that the hostel is always full and regularly turns people away.
14. I have no reason to doubt the Ward Councillor's evidence. On the other hand, neither this, nor the evidence of the Council, nor policy HSG5 distinguishes between temporary accommodation, with highly transient occupiers who may require significant care, and the way that the appeal site is managed. There is no evidence before me to show that the single occupiers, over 25 years old, cause or suffer from any more problems than other residents in the area, or that there are any problems associated with the standards of accommodation or the management of the hostel. Rather, the evidence shows that some occupiers stay for as long as many other residents in the area, and I heard that a few are in employment and that some have moved on to ordinary private rented accommodation³.
15. From the information provided to the Inquiry, I find no evidence that the occupiers of the proposed extensions would be likely to cause more problems than any other local residents. Consequently, the proposals would be unlikely to exacerbate the concerns behind the aims of Policy HSG5. On this issue I conclude that, subject to an occupancy condition, the level of problems to which policy HSG5 is particularly concerned would not be significantly affected and that an increase in the number of residents should not be a bar to development.

¹ From Ward Councillor John Bevan (see also his submissions in Document 6)

² Tricia Jones (in chief) that the hostel receives 5-10 calls a day from the Housing Dept, on behalf of clients, to see if a room is available

³ Tricia Jones in answer to Inspector's questions

Conclusions

16. On the basis of the evidence before me, and subject to a condition, I have found that the level of hostel accommodation would not unacceptably exacerbate problems in the area. The proposals would cater for the substantial need for hostel accommodation and reduce pressure to convert houses for temporary accommodation. They would therefore be supported by UDP paragraphs 4.1 and 4.16 which set out the basic human right that everyone should have a home, and emphasise that there is a lot of pressure in the area to provide housing. I note that the site is in a highly sustainable location and that the proposals would make efficient use of land.
17. Nonetheless, I find that these matters would not outweigh the poor standard of design. For the reasons given above and having regard to all other matters raised, including the draft National Planning Policy Framework and Plan for Growth, I conclude that the appeal should be dismissed.

David Nicholson

INSPECTOR

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Heather Emmerson of Counsel instructed by Legal Services, Haringey Council
She called
Valerie Okeyi Haringey Council

FOR THE APPELLANT:

Thomas Hill QC instructed by JB Planning Associates
He called
David Parker Pioneer housing and development consultants
Laurence Quail JB Planning Associates
Tricia Jones Manager, 143 Northumberland Park

INTERESTED PERSON:

Cllr. John Bevan Ward Councillor

DOCUMENTS

- 1 Extract from the Office of National Statistics
- 2 Summary proof of evidence of Miss Okelyi
- 3 Notification of the Inquiry
- 4 Signed Statement of Common Ground
- 5 Copy of unadopted Supplementary Planning Guidance 8b, dated 2003
- 6 Evidence submitted by Cllr Bevan

