

4 HOUSING

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North Point, Tottenham Lane

4

Housing

Better housing for a better borough

Introduction

- 4.1 One of the most basic human rights is that everyone has a home. Good quality housing is an important foundation for improving health, education and employment prospects. There is increasing pressure in Haringey and London as a whole to provide new housing for the growing population. A range of different housing types and prices is needed to meet peoples' individual needs. This means providing housing for people on low incomes, accommodation for the elderly, sites for travellers/Gypsies, housing for those with disabilities or other special needs.
- 4.2 A London Housing Capacity Study was carried out in 2004 to provide a new London wide housing target and update borough housing figures. The draft London Plan Alterations reflect housing capacity and set a draft target for Haringey of 6,800 dwellings, or 680 per annum over a ten year period 2007/8 – 2016/17. The housing target is for net additional dwellings and includes dwellings provided through development and redevelopment, conversions from residential and non-residential properties, together with bringing long term vacant properties back into use and new non self-contained accommodation.
- 4.3 The draft housing target will be incorporated into the London Plan in 2007. The Council will monitor housing consents and completions. The alteration to monitor the housing targets by 2011 accords with a plan monitor manage approach to housing provision and recognises that housing delivery is dependent on market factors and the provision of necessary transport, social and utility infrastructure.
- 4.4 **Guiding Principle**
- Every one in Haringey should have access to a decent, affordable and safe home appropriate to their needs.
- 4.5 **Key Objectives**
- Seek to maximise new housing opportunities.
 - Ensure an adequate standard and range of housing especially affordable and accessible housing in order to meet current and future needs in the borough.
 - To help create mixed and balanced communities.

CORE POLICIES

HSG1: NEW HOUSING DEVELOPMENTS

New housing developments, including conversions, will be permitted provided that:

- a) the site is appropriate having regard to a sequential approach (see paragraph 4.11);**
- b) they include a mix of house types, tenures and sizes (and where appropriate include affordable housing and special needs housing);**
- c) if converting a single dwelling house the existing internal floor area is more than 120m² and has at least 5 habitable rooms;**
- d) there is (or there is the potential for) access to local services, educational and community facilities and public transport; and**
- e) where the additional housing creates a need for ancillary community facilities or open space (i.e. education, health, transport, recreational or other facilities) a contribution towards meeting this need is provided. (Reference should be made to Planning Obligations SPG10c, 10d & 10e for further details);**

4.6 The Council will seek to ensure that all new housing is built to 'Lifetime Homes' standards and that 10% of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users. Lifetime Homes are ordinary homes designed to provide accessible and convenient homes to a large section of the population from young children to old people and those with temporary or permanent impairments. Lifetime Homes have design features that ensure that the home will be flexible enough to meet the existing and changing needs of most households.

4.7 The Council has to provide enough extra housing in Haringey, over the plan period, to cater for the growing number of households and to ensure that there are homes available for those currently in temporary accommodation to move into. Haringey's population has grown slightly from 207,010 in 1991 to 216,510 in 2001 (an increase of 4%).

4.8 The Council will increase the supply of housing in the borough in order to meet targets through identifying sites, achieving higher densities, approving changes of use where appropriate and redeveloping at higher densities. The Council has welcomed the new London Housing Capacity Study and considers that it provides a realistic assessment of housing capacity in the borough. The draft

alterations to the London Plan includes a housing target of 6,800 dwellings for Haringey over the period 2007/08 – 2016/17.

4.9 The Council has identified sites in the borough which are considered suitable for housing and these are shown in Table 4.1, in Schedule 1 and on the proposals map. Table 4.1 indicates the housing capacity of each site. These sites were considered as part of the 2004 Housing Capacity Study. The number of dwelling units is indicative and have been updated since 2004 to reflect planning permissions and planning briefs. Over the plan period there will be sites that come forward for housing other than those already identified. These sites are known as “windfall sites” and will contribute towards meeting the housing need in Haringey. Such sites will be assessed against Policy HSG1 to ensure that they meet the needs of the community and do not harm the environment.

4.10 The Council also encourages bringing empty properties back into use to assist in providing additional housing in the borough. An empty property strategy has been produced by the Council's housing department setting out how the Council will bring empty properties back into use and including targets for the number of units to be bought back into use each year.

4.11 New housing proposals should take account of the sequential approach. The preferred location for housing would be on previously developed land. More specifically the Council will consider the following locations/opportunities first:

- sites with high accessibility to public transport facilities; or
- redevelopment of existing housing sites at higher densities where appropriate; or
- re-use of buildings, including empty properties; or
- redundant/derelict sites;

After this the Council will consider vacant land on the edge of the urban area that is close to public transport and local services.

4.12 New housing development, including conversions and backland developments, should take account of the Council's standards (layout, minimum room size, amenity and privacy) as set out in SPG3a Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes.

4.13 New housing development, including conversions where possible, should be built to lifetime home standards to enable people to remain in their home throughout their life instead of having to move to specialist accommodation. SPG3a Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes provides guidance on layout and design for lifetime homes.

Table 4.1: Housing Sites

| Site Specific Proposal | Site address | Indicative Number of Dwelling Units |
|-------------------------------|--|--|
| 1 | Arena Estate, Green Lanes, N4 | 30 |
| 2 | Bounds Green Campus Middlesex University, Bounds Green Road, N11 | 260 |
| 4 | Haringey Heartlands, Hornsey Depot & Hornsey Waterworks | 1000 |
| 7 | Goulding Court, Clarendon Road, N8 | 69 |
| 8 | Greenfield School, Coppetts Road, N10 | 28 |
| 9 | Hornsey Town Hall, The Broadway, N8 | 50 |
| 10 | Part of Lymington Avenue, N22 | 42 |
| 11 | 725-731 Lordship Lane, N22 | 128 |
| 12 | Former Petrol Station Site, 308 West Green Road N15 | 50 |
| 13 | White Hart Lane Stadium, High Road, N17 | 500 |
| 14 | St. Ann's Hospital, St. Ann's Road, 15 | 200 |
| 15 | Seven Sisters and Westerfield Road, N15 | 250 |
| 17 | 341-379 Seven Sisters Road, N15 | 140 |
| 19 | Arena Business Centre | 67 |
| 20 | Tottenham Green Baths/Clyde Road | 140 |
| 21 | Land adjacent to railway line, White Hart Lane, N17 | 80 |
| 22 | Tottenham International, N17 | 1260 |
| 34 | Texaco Garage, Tottenham Lane, N8 | 43 |
| 36 | Lawerence Road, N15 | 135 |
| 37 | Seven Sisters Road/Durnford Street/Gourley Place, N15 | 100 |
| 38 | Omega Works, Hermitage Road, N15 | 66 |
| 39 | Civic Centre, High Road, Wood Green, N22 | 200 |

HSG2: CHANGE OF USE TO RESIDENTIAL

A change of use to housing will be considered provided:

- a) the building does not fall within a defined employment area unless specified for housing in Table 4.1 and Schedule 1 or where a proposal satisfies the criteria in policy EMP4; or**
- b) it does not involve the loss of protected open space; or**
- c) it is not in a primary or secondary shopping frontage as shown on the proposals map (unless it is above ground floor level); or**
- d) the building can provide satisfactory living conditions.**

4.14 For buildings suitable for conversion and the relevant standards please see SPG3a Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes.

4.15 Changes of use to housing will allow the Council to work towards its housing target while ensuring that there is no detrimental impact on the borough in terms of loss of employment/retail/open space. The standards set out in the SPG will help to ensure that suitable living conditions are provided.

HSG3: PROTECTING EXISTING HOUSING

The Council will resist development that will result in a net loss of dwelling units.

A change of use from housing or demolition of housing will not be permitted unless:

- a) land or buildings are no longer suitable for housing because of noise, pollution or a poor environment or the accommodation is substandard and incapable of economic improvement;**
- b) replacement housing, of an appropriate type, is provided;**
- c) the building is to be used for an essential community use and there is no alternative location; and**
- d) it would be part of a wider regeneration programme to improve the area.**

4.16 There is a lot of pressure to provide additional housing within the borough and therefore to lose any existing housing would be counter productive.

HSG4: AFFORDABLE HOUSING

Housing developments capable of providing 10 or more units will be required to include a proportion of affordable housing to meet an overall borough target of 50%. The proportion negotiated will depend on the location, scheme details or site characteristics.

The Council will use planning agreements and planning conditions to secure the provision of affordable housing.

- 4.17 An update in 2005 to the Council's Housing Needs Study estimated a requirement of an additional 4,387 affordable dwellings per annum for the next five years. Given the scale of need, the Council seeks to maximise the availability of affordable housing from all available sources. It considers that the minimum site size threshold in policy HSG4 is justified having regard to the size and type of sites coming forward for development in Haringey and the contribution made from smaller sites to meeting the borough target for affordable housing provision. The threshold is consistent with the London Plan and emerging Government guidance in draft PPS3. The proportion of affordable housing on any particular site will be determined having regard to the overall monitoring target of 50% of all new housing to be affordable, the location and any site characteristics/constraints. The target of 50% includes all sources of affordable housing and not just that secured through planning obligations.
- 4.18 Affordable housing will be required on sites that are capable of accommodating 10 or more units. Whether a site is capable of providing 10 or more units will be determined by site size and appropriate density levels. As a guide affordable housing should be provided on sites of 0.3ha or more.
- 4.19 Affordable housing in Haringey is housing which is attainable to buy/rent for those people whose incomes are insufficient to allow them to afford to buy/rent locally on the open market¹. This will include social rented and intermediate forms of housing (shared ownership, keyworker, low cost market housing, and sub market schemes).
- 4.20 The London Plan requires that boroughs should seek to achieve a range of types of affordable and an appropriate balance between social and intermediate housing to meet a Londonwide objective of 70% social housing and 30% intermediate provision.
- 4.21 Haringey is both socially and economically polarised, with high levels of deprivation in eastern parts of the borough and relative affluence in the west. Social rented accommodation is heavily concentrated in the east of the borough and there is an opportunity to readdress the imbalance to promote other types of affordable housing, in particular key worker schemes, which can help to develop mixed and balanced communities.
- 4.22 Therefore, the Council will negotiate different proportions of social rented and intermediate housing having regard to the existing

¹ The affordable housing should achieve weekly outgoings levels appreciably below the minimum cost of market housing and should be available in perpetuity for those in housing need.

proportion of social rented provision in an area, the overall amount of affordable housing proposed, the suitability of the site and location for family housing, individual site costs, the availability of public subsidy and other planning requirements. Further guidance will be provided on targets for different parts of the borough.

- 4.23 Affordable housing should be provided on site unless in exceptional circumstances there are certain factors which mean that it would be more beneficial to provide the affordable housing on another site or make a financial contribution instead. The Council will use planning obligations to secure the provision of affordable housing. The agreement will set out the amount and location of affordable housing to be provided, details of units to be transferred to an RSL, nomination arrangements and a requirement that the units are permanently affordable. Further detail on the provision of affordable housing is set out in SPG10b Affordable Housing and policy UD8 Planning Obligations.

HSG5: HOSTEL ACCOMMODATION

New hostels will not be permitted where they involve a loss of residential premises unless:

- a) **a local need and a pre-let agreement has been signed between the applicant and the Council's housing department;**
- b) **100% of accommodation is for households referred by Haringey Council (this will be secured through the use of s.106 agreements);**

In assessing proposals for hostel accommodation the Council will require that:

- c) **there is not another hostel within 400m;**
- d) **it is located close to public transport, local and support services;**
- e) **the scale and intensity of hostel use is appropriate to the size of the building.**

Where planning permission is granted it will be limited to a period of one year.

- 4.24 The Council aims to ensure that homeless households are provided with suitable temporary accommodation of an appropriate standard within the borough. 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 such uses will be permitted.

HSG6: HOUSES IN MULTIPLE OCCUPATION (HMO)

Planning permission will be granted for houses in multiple occupation where:

- (a) the property is of an appropriate size to be converted to an HMO (more than two storey's and a floor area of more than 120m²; or**
- (b) the proposal would not fall into a restricted area for HMO;**
- (c) the proposal would not result in more than 20% of houses in the street being HMO and/or conversions; and**
- (d) would not harm the amenity or character of the surrounding area or cause adverse parking problems.**

A change of use from an HMO to a single dwelling house will only be considered in the following circumstances:

- (e) where the property is small and only 2 storeys;**
- (f) where the property does not meet the appropriate standards and has no realistic prospect of meeting the standards; or**
- (g) where the property is in a Housing Renewal Area and is not registered.**

4.25 HMO (for the purposes of planning) are defined as "a single family dwelling house or self contained flat in a house organised in such a way that it becomes occupied by a number of separate households that share certain facilities in common".

4.26 HMO form an important source of low cost accommodation and the Council realises that they will continue to provide accommodation for certain households in the borough. However, an over intensification of HMO in an area/street can result in loss of family housing, problems of increased on street parking and deterioration in the residential environment. To avoid such problems areas have been identified where any new HMO would be restricted.

4.27 Many HMO in Haringey are sub standard and the Council aims to ensure that standards are improved to provide satisfactory living conditions or where this is not possible encourage the buildings to be converted back to single dwelling houses. The Council will use its enforcement powers to ensure that HMO are of a satisfactory standard.

HSG7: HOUSING FOR SPECIAL NEEDS

Planning permission for special needs accommodation will be permitted where the proposal:

- a) meets an identified need;**
- b) would not harm the character or appearance of the surrounding area.**

- 4.28 Special needs accommodation includes sheltered housing, residential care and nursing homes, children's homes and other supported housing schemes. A variety of accommodation types within the borough are needed to ensure everyone has a home suited to their needs. There is an acute need within the borough for units of supported accommodation for the following groups as identified in the Council's Housing Strategy:
- single homeless
 - vulnerable families in the Sure Start Area
 - survivors of domestic violence
 - teenage parents
 - people with mental health problems
 - people involved in substance misuse
 - young people at risk.
- 4.29 Special needs housing should be located close to² public transport, shops and local community/support services to ensure that such services can be easily accessed. The Council will have regard to the space standard guidelines laid down by the appropriate registration authority. Further guidance on appropriate designs and standards is contained in SPG3a Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes and SPG4 Access for All – Mobility Standards.

HSG8 GYPSIES AND TRAVELLERS

Proposals for permanent sites, temporary stopping places and transit sites for gypsies and travellers would be permitted provided that the following criteria are met:

- a) **there is an identified need for provision;**
- b) **the site is suitable for the use proposed in terms of size and location;**
- c) **there would be no adverse impact on the character or amenities of the adjoining area;**
- d) **there would be reasonable access to local services and facilities; and**
- e) **the site has adequate vehicular access.**

- 4.30 The Council acknowledges the need to provide accommodation for gypsies and travellers in Haringey. There are two licensed traveller sites in Haringey – at Wallman Place, N22 and Clyde Road, N15. In July 2005, the ODPM Gypsy Caravan Count identified 15 caravans on these sites. These sites have a capacity for 20 caravans on 10 pitches. In July 2004, a traveller site at Wood Green Common closed to allow for the proposed redevelopment of Haringey Heartlands. However, the Gypsy Caravan Count identifies no unauthorised sites or encampments in the borough.

² Approximately 400m from transport and local services.

- 4.31 The Council will, in co-ordination with other boroughs and the Greater London Authority, assess the accommodation needs of gypsies and travellers. The issue of need and site identification will be addressed in future Development Plan Documents. The above criteria will be used to meet unexpected demand and to guide the allocation of sites in a future site allocation DPD.

~~**HSG9: DENSITY STANDARDS**~~

~~Residential development in the borough should normally be provided at a density of between 200 – 700 habitable rooms per hectare (hrh) and should have regard to the density ranges set out in Table 4B.1 of the London Plan.~~

~~Higher density development up to 1,100hrh may be acceptable provided the proposed development is in:~~

- ~~a) a central area with good public transport accessibility (PTAL levels 4 – 6, see Map 7.1) and predominately comprises flats;~~
- ~~a) an Opportunity Area (Tottenham Hale see policy AC2);~~
- ~~b) an Area for Intensification (Haringey Heartlands see policy AC1); or~~
- ~~d) within a mixed use scheme; and~~
- ~~e) where a planning brief for the site has been adopted and recommends higher densities.~~

- ~~4.32 For the purposes of this policy, higher density development is defined as development within a range of between 650 – 1,100 hrh.~~

- ~~4.33 The density ranges will be applied flexibly in light of local circumstances. Therefore, the Council will adopt a 'design-led' approach to density and will consider the following factors:~~

- ~~a) the character of the surrounding area, in terms of existing building form, massing and building heights;~~
- ~~b) historic heritage context, including listed buildings and conservation areas;~~
- ~~c) the characteristics of the site;~~
- ~~d) the quality of the design;~~
- ~~e) the range and mix of housing types;~~
- ~~f) the level of service provision and public spaces; and~~
- ~~g) car parking provision.~~

- ~~4.34 As such, proposals should conform with other policies of the Plan, notably Policies UD3 (General Principles), UD4 (Quality Design) and UD9 (Tall Buildings).~~

- ~~4.35 New development should be compatible with the existing pattern of development and character of an area. Paragraph 4.47 of the London Plan refers to appropriate density ranges being related to location, setting in terms of existing building form and massing and PTAL index, and then also defines Site Setting with existing very~~

~~dense, dense and lower density development being the first characteristic in the site setting definition.~~

~~4.36 The Housing Needs Assessment required under the Housing Act 2004 will guide the appropriate housing mix for planning purposes. Table 4B.1 in the London Plan includes both parking provision and average habitable rooms per dwelling in its density ranges. In the case of car free developments in locations where car parking is controlled and there is high PTAL rating, density may be appropriate at the higher end of the range if the development proposal comprises of predominately one and two bedroom flats and is appropriately related to the setting of existing building form and massing. Where development has car parking and amenity space on site and includes a proportion of the higher average habitable rooms per dwelling the density will need to be adjusted.~~

~~4.37 The Council will expect development proposals to achieve the most efficient use of land in order to meet local and strategic housing needs and protect open spaces in the borough. All high density developments should be of a high quality design, provide adequate living space and appropriate arrangements for waste storage. SPG3a Density, Dwellings Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes contains the methodology for calculating density.~~

~~4.38 The Council must ensure that while allowing high density to help provide more housing it does not adversely affect the environment/local area for existing residents. Where the development would increase pressure on local service providers (such as schools and health facilities) the Council will use planning agreements, where appropriate, to alleviate any problems. (Reference should be made to the Community Chapter and SPG10a The Negotiation, Management and Monitoring of Planning Obligations & 10c Educational Needs Generated by New Housing Development for more details on planning agreements).~~

HSG10: DWELLING MIX

All new residential development (including conversions) should, where possible, provide a mix of dwelling types and size in order to meet the housing needs of the local community.

4.39 In new developments a mix of dwelling types is needed in order to provide a range and choice of housing in the borough. SPG3a Density, Dwelling Mix, Floor Space Minima, Conversions, Extensions and Lifetime Homes contains details on appropriate mixes the Council would require.

HSG11: RESTRICTED CONVERSION AREAS

Permission will not be granted for conversions in the following areas:

- a) **The Miltons: Area to North East side of Archway Road;**
- b) **Archway Road: Area to the South West Side of Archway Road;**
- c) **Harringay Ladder: Green Lanes to Wightman Road;**
- d) **Stroud Green: Area bounded by Stroud Green Road, Stapleton Hall Road, Florence Road and Woodstock Road;**
- e) **Muswell Hill: Roads near centre**
- f) **Bruce Grove Ward**
- g) **Myddleton Road, Wood Green**
- h) **West Green Road**
- i) **Crouch End: Roads near centre or**
- j) **streets where conversions and/or HMO already equal 20% of the properties (see policy HSG6).**

4.40 There are areas in the borough where over the years many properties have been converted from single dwellings into a large number of flats. Where many conversions happen in one area it can result in problems such as a significant increase in on street parking and a loss of family housing.

4.41 It is considered that in the areas mentioned above the majority of properties have been converted into flats and are now experiencing problems of extreme parking pressure and a significant adverse effect on residential amenity. Any additional increase in on street parking would be detrimental to the effective operation of bus services. Therefore conversions will usually be resisted in these areas as they have already reached their capacity for conversions. The restricted conversion areas are identified in SPG3a Density, Dwelling Mix, Floorspace Minima, Conversions, Extensions and Lifetime Homes.