

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P1604.22

WARD: Rush Grn & Crowlands **Date Received:** 3rd October 2022

ADDRESS: 20 Ainsley Avenue
Romford

PROPOSAL: Conversion of a 2 storey semi-detached dwelling into 1 x 3-bed and 1 x 2-bed 2 storey dwellings involving ground and first floor extensions to front and side, alterations to first floor rear extension, raising of ridge height, alterations to fenestration and alterations to front parking area to include proposed vehicle crossover

DRAWING NO(S): Block Plan
PA 10 (REV: 01)
PA 03A (REV: 01)
PA 01B
PA 03B (REV: 01)
PA 01C
PA 03C (REV: 01)
PA 02
PA 12 (REV: 01)
PA 06 (REV: 01)
PA 09 (REV: 01)
PA 05
PA 13
Location Plan
PA 04 (REV: 01)
PA 07 (REV: 01)
PA 01

RECOMMENDATION: It is recommended that **planning permission be GRANTED** subject to the condition(s) given at the end of the report

SITE DESCRIPTION

The application site features a two-storey semi-detached dwelling situated on a corner site. It currently benefits from a two-storey side/rear extension and ground floor rear infill extension. It is not a listed building or is located within a conservation area.

DESCRIPTION OF PROPOSAL

The application seeks planning permission for the conversion of a 2 storey semi-detached dwelling into 1 x 3-bed and 1 x 2-bed 2 storey dwellings involving involving ground and first floor extensions to front and side, alterations to first floor rear extension, raising of ridge height, alterations to fenestration and alterations to front parking area to include proposed vehicle crossover.

RELEVANT HISTORY

* ES/ROM 349/61 - Private Motor Garage (Approved)

P1334.01	2 storey side extension	
	Apprv with cons	26-10-2001
P0169.96	Single storey rear extension	
	Apprv with cons	27-03-1996

CONSULTATIONS/REPRESENTATIONS

No representations were received from neighbouring occupiers consulted about this application.

Comments received from the following stakeholders can be summarised as follows:

LB Havering Highways: No response

LB Havering Public Protection: Recommended refusal on noise grounds due to close proximity of railway lines (approximately 50m from the site) and lack of submission of a noise report to address issue, including addressing amenity spaces to the rear of the development. Recommend conditions regarding contaminated land, hours of construction, a Construction Method Statement, an assessment of the impact of noise and vibration emanating from the railway line upon the development, sound insulation, noise affecting amenity space and Ultra-Low NOx boilers and an informative if minded to grant planning permission. No comments received with respect to contaminated land.

LB Havering Street Naming and Numbering: No response

LB Havering Waste and Recycling Team: Please ensure there is sufficient numbers of refuse and recycling bins at this site, suitable storage areas, and that the collection crew access requirements are adhered to in particular with the distance to the bin store. Would require a drop down kerb to be installed.

RELEVANT POLICIES

Havering Local Plan 2016 - 2031

- Policy 3 Housing supply

- Policy 5 Housing mix
- Policy 7 Residential design and amenity
- Policy 9 Conversions and subdivisions
- Policy 23 Transport Connections
- Policy 24 Parking provision and design
- Policy 26 Urban design
- Policy 27 Landscaping
- Policy 32 Flood management
- Policy 34 Managing pollution
- Policy 35 Waste management

The London Plan 2021

- Policy D4 Delivering good design
- Policy D5 Inclusive design
- Policy D6 Housing quality and standards
- Policy D7 Accessible housing
- Policy D11 Safety, security and resilience to emergency
- Policy D14 Noise
- Policy H1 Increasing housing supply
- Policy H8 Loss of existing housing and estate redevelopment
- Policy SI 12 Flood risk management
- Policy SI 13 Sustainable drainage
- Policy T2 Healthy Streets
- Policy T4 Assessing and mitigating transport impacts
- Policy T5 Cycling
- Policy T6 Car parking
- Policy T6.1 Residential parking
- Policy T7 Deliveries, servicing and construction

National Planning Policy Framework (2021)

- 2. Achieving sustainable development
- 5. Delivering a sufficient supply of homes
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places

MAYORAL CIL IMPLICATIONS

The proposals would result in the formation of a new dwelling with approximately 102sqm of floor area. This would translate to a contribution of:

- MCIL (£25 per sqm) - £2,550
- HCIL (£125 per sqm) - £12,750

STAFF COMMENTS

In accordance with the current criteria for site visits, an in-person site visit was not undertaken. Site photos were provided by the agent in support of this application. In determining this planning application, photos, Google Street View, aerial view images and submitted drawings were used to assess the site's constraints.

It should be noted that the original submission included a first floor rear extension to the two proposed dwellings that would have had a cumulative width of approximately 10.50m. However, concerns were expressed about the combined bulk, scale and mass of this element of the proposals, specifically that it would appear as a dominant and visually intrusive feature within the rear garden scene. Staff suggested that the width be reduced from 10.50m to 8.20m. The applicant and agent agreed to this amendment and neighbours were re-consulted about the proposals.

The key issues in this case are:

- i) The quality of the proposed living accommodation and the loss of the existing family dwelling.
- ii) The impact of the proposal on the character and appearance of the original property and surrounding streetscene (Design).
- iii) The impact of the proposal on the residential amenities of neighbouring dwellings (amenity)
- iv) The acceptability of proposed car parking arrangements and impacts on highway safety.

PRINCIPLE OF DEVELOPMENT

The National Planning Policy Framework states that housing applications should be considered in the context of the presumption in favour of sustainable development. The London Plan notes the pressing need for housing and the general requirement to improve housing choice, affordability and quality accommodation. The provision of additional accommodation is consistent with the NPPF, the London Plan and Local Plan Policy 3 as the application site is within a sustainable location.

An additional consideration is that the Housing Delivery Test results have found that the Council has seen a shortfall in the level of housing delivery compared to the housing requirement over the relevant period. Thus, given the nature of the proposal, the provisions of Paragraph 11(d) of the National Planning Policy Framework (the Framework) are engaged. Paragraph 11 (d)(ii) requires an assessment of the proposal against the policies in the Framework taken as a whole.

Local Plan policy 9 states that proposals for conversion to residential use and subdivision of existing residential properties to self-contained homes in Havering will be supported where it can be demonstrated that:

- i. There is no conflict with surrounding uses;

Officer comment: The site is within a residential area and the proposed continued residential use at the site would be compatible with the existing surrounding residential uses.

- ii. The existing house being subdivided has no less than 120sq m of original floor space, including

internal circulation, and the subdivision would provide a minimum of one family unit of 3 or more bedrooms;

Officer comment: The property has previously been extended under application ref: 349/61, P0169.96 and P1334.01. Although the proposals would subdivide a property that had an original floorspace of less than 120sqm, as a family unit is capable of being provided as part of the scheme, it is not considered that this would be grounds to refuse the application.

iii. The new family unit is preferably on the ground floor with direct access to private, good quality, usable amenity space;

Officer comment: The proposals would provide a family sized unit and is considered to provide access to good quality and usable amenity space.

iv. The living areas of new properties do not abut the bedrooms of adjoining properties;

Officer comment: The living areas of the proposed properties would be on the ground floor and therefore would not likely abut the bedrooms of the adjoining no. 22 Ainsley Avenue, which are likely located on the first floor.

v. Safe, secure and convenient access is provided to each unit from the street; and

Officer comment: Complies

vi. The parking standards set out in Policy 24 are met.

Officer comment: There would be space for car parking to the front of the 2-bedroom unit for two cars and for three cars in front of the 3-bedroom unit. The parking standards set out in Policy 24 would therefore be met.

Having regard to all of the above the proposal complies with Local Plan policy 9.

DENSITY/SITE LAYOUT

The application proposes one 3B6P dwelling and one 2B4P dwelling.

The supporting plans show that each dwelling would have acceptable outlook and levels of privacy. The floor plans show that the 3B6P dwelling (136sqm) would achieve the minimum internal spaces required to comply with table 3.1 of the London Plan. The 2B4P dwelling (102.50sqm) would also achieve the minimum internal spaces required to comply with table 3.1 of the London Plan.

The proposed bedroom widths and floor areas would comply with London Plan policy D6(F)(2) and whilst it is noted that no section plans have been submitted to demonstrate that the internal floor to ceiling heights would meet the NDSS standards, as this application concerns the conversion of an existing dwelling to two separate dwellings that based on its planning history was previously largely used as a residential dwelling, it could not be justified to refuse the application on this aspect alone.

The proposed site plan shows that each dwelling would have a private rear garden. The size of

each rear garden environment would comply with criteria set out in the London Plan 2021 and are considered to be acceptable for day-to-day family living, suitable for activities associated such as sitting out, drying clothes and recreation.

DESIGN/IMPACT ON STREET/GARDEN SCENE

Local Plan policy 26 states that the Council will promote high quality design that contributes to the creation of successful places in Havering by supporting development proposals that are informed by, respect and complement the distinctive qualities, identity, character and geographical features of the site and local area; and respond to distinctive local building forms and patterns of development and respect the visual integrity and established scale, massing, rhythm of the building, frontages, group of buildings or the building line and height of the surrounding physical context.

The supporting statement provided refers to two similar developments that were approved by the LPA within the surrounding area, specifically the erection of the properties no. 30 Kimberley Avenue and 28a Derby Avenue. It is worth noting that these properties did not involve the conversion of an existing dwelling but were built following the granting of planning consent for new dwellings (application refs: P0285.04 and P0090.12 respectively).

The proposed dwelling would mirror the appearance of the existing semi-detached property in replicating the bay window feature, proportion of window openings and through the addition of a front porch. It would follow the existing front main wall of the existing semi-detached property, thereby meaning that the architectural rhythm of the street would be maintained. Given that the overall height of the proposed dwelling would also be comparable to the height of the donor property, it is considered the proposal would satisfactorily integrate with the appearance of the existing semi detached pair. The creation of a terraced row of properties is not in itself considered to be unacceptable on this road given there are rows of terraced dwellings opposite the application site.

Both dwellings would also benefit from first-floor rear extensions, the combined width of both of which would be approximately 8.20m. Mindful of the scale of the rear extensions that are currently in-situ at the site, the bulk, scale and mass of the proposed rear extensions are not considered to be so harmful to the street scene so as to warrant a refusal of the scheme.

It is considered that the proposed dropped kerb would not have a visual impact on the street scene especially due to the number of neighbouring properties within the surrounding area which have dropped kerbs at their properties. Given that there are a number of examples of properties along Ainsley Avenue that have paved front drives with no landscaping or very limited landscaping incorporated, such as the terraced row of properties opposite the application site, it is not considered that the proposed hard standing area to the front would have a detrimental impact on the appearance of the street scene given its existing character. No objections are therefore raised from a visual point of view.

Restriction on Permitted Development Rights:

The proposed development would result in a new dwellinghouse where there is a need to balance built form, massing and architectural design on any additions, enlargement or alterations to the building. The site is not subject to a limitation that would limit permitted development rights at this

site. A condition would have been imposed to restrict permitted development rights. This would ensure that the LPA would have control over future development to protect the character and appearance of the property and the area more generally without necessarily prejudicing the occupants (who can always submit a further planning application).

IMPACT ON AMENITY

The amenity impacts are considered to be limited to the adjoining premises no. 22 Ainsley Avenue. The proposed front and side extensions would all be situated on the host dwelling's east side. As no. 22 are located on the opposite side of the dwelling, well away from them, it is not envisaged that these developments would have an adverse impact on the amenity of these neighbouring occupants. Turning to the rear, the first-floor rear extensions proposed are considered to be set in enough from the shared boundary (by approximately 3.30m) to alleviate any amenity concerns.

All other neighbouring properties are considered to be sufficiently removed from these aspects of the proposals such that they would not suffer any detrimental impact from a neighbourliness point of view.

It is considered that the proposed vehicle crossover and hardstanding area would not be harmful to residential amenity of any neighbouring properties.

Officers note that Public Protection recommended that a condition relating to assessment of the impact of noise and vibration emanating from the railway line upon the development be imposed if minded to grant planning permission. However, staff do not consider it necessary to impose such conditions because the proposals comprise of the creation of an additional dwelling through the subdivision of an existing one that would be situated on the opposite side of road to where the railway line in question is. As there are a row of properties in front of the application site that back on to railway line, something that is considered to reduce the impact of noise from it, it is not considered necessary to impose the condition suggested. It is also not considered necessary to impose conditions relating to sound insulation and noise affecting amenity space because as the proposals comprise of the conversion of an existing 2-storey semi-detached dwelling into 1 x 3-bed and 1 x 2-bed 2 storey dwellings, it is not considered that any noise generated would be over and above what would be expected from a traditional dwellinghouse to warrant those conditions being imposed.

HIGHWAY/PARKING

Parking:

The application site has a PTAL of 1b (very poor) and part of the existing front boundary wall would be removed for the proposed vehicle crossover. Local Plan policy 24 sets a minimum of 1 space per 2 bed unit and 1.5 spaces per 3+ bedroom unit and this would be applicable given the PTAL of the site. The proposals seek to provide parking within the front boundary of the site and there would be space for car parking to the front of the 2-bedroom unit for two cars and for three cars in front of the 3-bedroom unit. The parking standards set out in Policy 24 would therefore be met.

Cycle Parking:

The submitted drawings show cycle stores would be provided within the rear garden of no. 20b Ainsley Avenue, which is judged acceptable.

Refuse and Recycling:

The submitted drawings show that refuse bins would be located to the front of each dwelling, which is judged acceptable.

KEY ISSUES/CONCLUSIONS

It is considered that the proposed developments are acceptable. They are judged to not adversely affect the character of the property or the visual amenities of the street or rear garden scene and would also not cause a detrimental impact upon the residential amenities enjoyed by neighbouring properties.

It is therefore recommended that planning permission is GRANTED.

RECOMMENDATION:

It is recommended that **planning permission be GRANTED** subject to the following condition(s)

1 SC4 (Time limit) 3yrs

The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason:-

To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2 SC10 (Matching materials)

All new external finishes shall be carried out in materials to match those of the existing building(s) to the satisfaction of the Local Planning Authority.

Reason:-

To safeguard the appearance of the premises and the character of the immediate area.

3 SC32 (Accordance with plans)

The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

Reason:-

The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently

in any degree from the details submitted.

4 SC06 (Parking provision)

Before the building(s) hereby permitted is first occupied, the area set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority and retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose.

Reason:-

To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety.

5 SC13B (Boundary treatment) (Pre Commencement)

Prior to the commencement of the development hereby approved, details of all proposed walls, fences and boundary treatment shall be submitted to, and approved in writing by, the Local Planning Authority. The boundary development shall then be carried out in accordance with the approved details and retained permanently thereafter to the satisfaction of the Local Planning Authority.

Reason:

Insufficient information has been supplied with the application to judge the appropriateness of any boundary treatment. Submission of this detail prior to commencement will protect the visual amenities of the development and prevent undue overlooking of adjoining property.

6 SC46 (Standard flank window condition)

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015, no window or other opening (other than those shown on the submitted and approved plan) shall be formed in the flank wall(s) of the building(s) hereby permitted, unless specific permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.

Reason:-

In order to ensure a satisfactory development that will not result in any loss of privacy or damage to the environment of neighbouring properties which exist or may be proposed in the future.

7 SC48 (Balcony condition)

The roof area of the extension hereby permitted shall not be used as a balcony, roof garden or similar amenity area without the grant of further specific permission from the Local Planning Authority.

Reason:-

In the interests of the amenity of the occupiers of neighbouring dwelling.

8 Non Standard Condition 31

Prior to the first occupation of the development, details shall be submitted to and agreed in writing by the Local Planning Authority for the installation of Ultra-Low NOx boilers with

maximum NOx Emissions less than 40 mg/kWh. Where any installations do not meet this emissions standard it should not be operated without the fitting of suitable NOx abatement equipment or technology as determined by a specialist to ensure comparable emissions. The installation of the boilers shall be carried out in strict accordance with the agreed details and shall thereafter be permanently retained.

Reason: To minimise the impact of building emissions on local air quality.

9 Non Standard Condition 33

No work shall be carried out on the site between the hours of 08.00 hours and 18.00 hours Mondays to Fridays, between the hours of 08.00 hours and 13.00 hours on Saturdays, nor at any time on Sundays, Bank or Public Holidays.

Reason: To minimise the impact of the development on the surrounding area in the interests of amenity.

10 Hard Surface Porus/Run-off - application site

All hard surfaces hereby approved as part of the development (including any sub-base) shall be made of porous materials or provision shall be made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the application site.

Reason:-

In order to ensure no water run-off from the hard surface which would contribute to risk of flooding.

11 SC45A (Removal of permitted development rights) EDIT DETAIL

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015, other than porches erected in accordance with the Order, no extension or enlargement (including additions to roofs) shall be made to the dwellinghouse(s) hereby permitted, or any detached building erected, without the express permission in writing of the Local Planning Authority.

Reason:-

In the interests of amenity and to enable the Local Planning Authority to retain control over future development.

INFORMATIVES

1 Highways Informatives

Changes to the public highway (including permanent or temporary access)

- Planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted considered and agreed. If new or amended access is required (whether temporary or permanent), there may be a requirement for the diversion or protection of third party utility plant or highway authority assets and it is recommended that early involvement with the relevant statutory undertaker takes place. The applicant must contact Engineering Services on 01708 433751 to discuss the

scheme and commence the relevant highway approvals process. Please note that unauthorised work on the highway is an offence.

Highway legislation

- The developer (including their representatives and contractors) is advised that planning consent does not discharge the requirements of the New Roads and Street Works Act 1991 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works of any nature) required during the construction of the development. Please note that unauthorised work on the highway is an offence.

Temporary use of the public highway

- The developer is advised that if construction materials are proposed to be kept on the highway during construction works then they will need to apply for a licence from the Council. If the developer required scaffolding, hoarding or mobile cranes to be used on the highway, a licence is required and Street Management should be contacted to make the necessary arrangements. Please note that unauthorised use of the highway for construction works is an offence.

Surface water management

- The developer is advised that surface water from the development in both its temporary and permanent states should not be discharged onto the highway. Failure to prevent such is an offence.

2 Vehicle crossover informative

The proposal involves works which affect the highway and/or its verge. Before commencing such works you must obtain separate consent of the Highway Authority. Please contact the Streetcare on 01708 432563.

3 Street Naming and Numbering

Before occupation of the residential/ commercial unit(s) hereby approved, it is a requirement to have the property/properties officially Street Named and Numbered by our Street Naming and Numbering Team. Official Street Naming and Numbering will ensure that that Council has record of the property/properties so that future occupants can access our services.

Registration will also ensure that emergency services, Land Registry and the Royal Mail have accurate address details. Proof of having officially gone through the Street Naming and Numbering process may also be required for the connection of utilities. For further details on how to apply for registration see:

<https://www.haverling.gov.uk/Pages/Services/Street-names-and-numbering.aspx>

4 Fee Informative

A fee is required when submitting details pursuant to the discharge of conditions. In order to comply with the Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits) (England) Regulations 2012, (as amended), a fee of £116 per request or £34 where the related permission was for extending or altering a dwellinghouse, is needed.

5 Approval and CIL

The proposal would be liable for the Mayor of London and Havering Community Infrastructure Levy (CIL). Based upon the information supplied with the application, the Mayoral CIL payable would be £2,550 based on the calculation of £25.00 per square metre (102sqm net increase)

and the Havering Community Infrastructure Levy (HCIL) would be a charge of £12,750 based on calculation of £125 per square metre. Each would be subject to indexation.

Further details with regard to CIL are available from the Council's website.

6 Approval following revision ENTER DETAILS

Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: In accordance with paragraph 38 of the National Planning Policy Framework, improvements required to make the proposal acceptable were negotiated with the applicant and agent via telephone on 23/01/2023. The revisions involved reducing the cumulative width of the first-floor rear extensions. The amendments were subsequently submitted on 30/01/2023.

Authorising Officer:



Neil Goate

28th February 2023