

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P0848.23

WARD: Havering-atte-Bower **Date Received:** 26th May 2023

ADDRESS: 3 UPPER BEDFORDS VIEW
ROMFORD

PROPOSAL: Single storey rear extension

DRAWING NO(S): 101 REV. NO: 0
102 REV. NO: 2
103 REV. NO: 1
104 REV. NO: 0
105 REV. NO: 2

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 lies within the Green Belt to the north of Lower Bedford Road within a new development known as Upper Bedfords View. The application site is a detached bungalow known as No. 3 Upper Bedfords View. The application site is located within The Metropolitan Green Belt and within the setting of a Listed building.

The site is accessed along a single carriageway unmade access track to the south from Lower Bedfords Road. The ground level falls from the rear of the dwelling site towards the access road. The newly created properties are within an area which comprises of a cluster of former agricultural buildings centred around the Grade II listed farmhouse which dates from the mid-19th century. Those buildings nearest the farmhouse were older and are curtilage listed.

The area around the buildings is generally well vegetated with a belt of trees around much of the western, southern and part of the northern boundary of the site. The wider area around the site is predominantly rural bordered by open countryside to the north and east, beyond a single neighbouring dwelling. To the south are open fields with Bedfords Park to the west.

DESCRIPTION OF PROPOSAL

Planning permission is sought for a single storey rear extension.

RELEVANT HISTORY

L0006.19	Listed Building Consent for the residential development proposal for Barn 4 to be redesigned as two semi-detached dwellings and also alterations to Barn 1 by way of rebuild and increase to the ridge height by 500mm. Apprv with cons 07-12-2021
P1270.19	S73 to permission P2045.16 for the demolition of the redundant former agricultural and storage buildings and redevelopment, including conversion of barn 1 to provided 2 units increase to total number of units from 8 to 9 dwellings, with associated landscape, access and parking conditions to allow for changes to condition 2 (Approved Plans). Apprv with Agreement 23-04-2021
L0002.19	Full planning application and listed building consent for the provision of car ports to serve houses 2, 3, 4, 5, 7 and 8 of the consented residential development at Upper Bedfords Farm, Lower Bedfords Road, Romford Withdrawn - Invalid 19-08-2019
P0606.19	Minor Material Amendment to application P2045.16 to provide car ports to serve houses 2, 3, 4, 5, 7 and 8. Withdrawn - Invalid 19-08-2019
P0607.19	Minor Material Amendment to permission P2045.16 to vary conditions 2(Approved Plans) and 20 (Garages/Car Ports). Withdrawn 19-08-2019
P0590.19	Erection of two dwellings. Withdrawn - Invalid 19-08-2019
L0001.19	Erection of two dwellings. Withdrawn - Invalid 19-08-2019
N0037.18	Demolition of the redundant former agricultural and storage buildings and development, including conversion of barn 1, to provide 8 new residential dwellings, with associated landscape, access and parking. Approve no cons 30-11-2018
P2045.16	Demolition of the redundant former agricultural and storage buildings and redevelopment, including conversion of barn 1, to provide 8 new residential dwellings, with associated landscape, access and parking (Revised plans received on 5/6/17 and 21/6/17) Apprv with Agreement 21-12-2017
L0016.16	Listed building consent application for the demolition of the redundant former agricultural and storage buildings within the curtilage of Grade II listed Upper Bedfords Farmhouse and conversion of existing barn to form 8no. new dwellings. Apprv with cons 22-12-2017

CONSULTATIONS/REPRESENTATIONS

The application was advertised by way of a site notice and in the local press as the site is located in the Metropolitan Green Belt and within the setting of a Listed Building. Letters were sent to

neighbouring occupiers. No neighbour representations were received.

The proposal under consideration is for a proposal within a setting of a Grade II listed farmhouse and therefore Historic England are not a statutory consultee for the proposal.

The Council's Built Heritage Advisor has provided comments which will be considered below.

RELEVANT POLICIES

- For ease of reference, the Residential Extensions and Alterations SPD will be referred as "SPD".
- Heritage SPD

LONDON PLAN:

- Policy D1 London's form, character and capacity for growth
- Policy D4 Delivering good design
- Policy G2 London's Green Belt
- Policy HC1 Heritage conservation and growth
- Policy T6 Car parking

Havering Council Local Plan (2016-31). Havering Local Plan has now been adopted and Policies 7 (Residential design and amenity), 24 (Parking provision and design), 26 (Urban Design) and 28 (Heritage Assets) of the Havering Local Plan (2016-2031) are relevant.

LDF

SPD04 - Residential Extensions & Alterations SPD

NPPF - National Planning Policy Framework

MAYORAL CIL IMPLICATIONS

The application is not liable for CIL.

STAFF COMMENTS

In accordance with the current criteria for site visits, an in-person site visit was not initially undertaken. Site photos were provided by the agent in support of the application. However, following receipt of the photos and the history on site in respect to the development, the case officer visited the site. In determining this planning application photos, Google StreetView TM, aerial view images and submitted drawings were used to assess the site constraints.

Revised plans were received during the planning process removing the twin gabled roof and replacing them with a flat roof extension. The depth of the ground floor rear extension was increased from 3.3m to 3.8m. Neighbours were re-consulted for a further 21 days. Following the officer's site visit, it was noted that the plans did not reflect the drop in ground level within the site to the rear of the property. A further revised plan was received indicating the variation in ground level.

The initial plan denoted a height of 2.7m to the flat roof. However, following receipt of the plan showing the variation in ground level, the height adjacent to the garden was actually 2.855m. Neighbours were not re-consulted again due to this marginal variation, mindful that the proposal is set in from the boundary on either side.

A further revision was undertaken to reduce the impact of the roof lights which project above the flat roof. The agent has revised them so they don't project above the flat roof with a conservation styled roof light which is inserted into the roof. Neighbours were not re-consulted as the impact was being lessened.

PRINCIPLE OF DEVELOPMENT

The site is located within the Green Belt, where development is generally restrictive. Paragraphs 149-150 of the National Planning Policy Framework (NPPF) states that the extension or alteration of a building may be acceptable in the Green Belt provided that it does not result in disproportionate additions over and above the size of the original building.

The Built Heritage Advisor has commented that the application site is a converted barn within the curtilage of Grade II listed Upper Bedfords Farmhouse (List entry no. 1079901) and forms part of the immediate setting of the listed building. It is located adjacent to the listed building and prominent in views of the mid-nineteenth century farmhouse. As a result of the recent residential conversion, the former agricultural character of the building has been diminished to some extent. However, it is still subservient owing to its diminutive scale and low-key features. Together with the historic barn to the north, it represents agricultural connotations and contribute to the setting of the listed building. Given this elevation is quite prominent in relation to the listed building, it is essential that such agricultural and subdued ancillary character of the building is preserved.

In terms of the initial proposals, the heritage advisor raised concerns that the proposed extension, however, would significantly sprawl the footprint of the building, with no regard to its overall proportion and relation with the farmhouse and the historic barn to the north. The two gable projections with large quantum of glazing at the ends would be visually intrusive and overtly domestic. The enlarged scale and domestic appearance would be detrimental to the setting of the listed farmhouse. Therefore, the proposal is considered uncompliant with Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Regarding the NPPF, the perceived harm is considered to be low within the spectrum of 'less than substantial', which makes the application subject to Paragraph 202 of the framework.

The agent revised the scheme further to the Built Heritage Advisor comments to a flat roof with rooflights. However, the depth of the extension was increased from 3.3m to 3.8m. The Built Heritage Advisor commented the design has been improved by removing the pitched roofs but extending the footprint further would raise concerns.

The heritage advisors comments are noted and have been taken into consideration, hence the revised design of the proposal. Whilst comments regarding concern about further extension of the building as it currently exists are noted, it is considered the impacts should be considered within the context of the redevelopment of the site as a whole, which has changed the character of the surrounding buildings from farm buildings to residential properties. The proposed extension is significantly more modest and simple compared to the original submission and is judged to be a low

key addition to the host property and sufficiently separated from the listed farmhouse not to intrinsically impact on its character and setting. Having carefully reviewed the merits of this application, it's considered that the proposal would not be materially harmful to the setting of the listed building

GREEN BELT IMPLICATIONS

NPPF states that Green Belts should seek to retain and enhance landscapes and visual amenity.

Whilst volumetric increase is a helpful tool in gauging disproportionality, it is not a conclusive means. Other factors, such as height or comparative bulk of extensions/additions are also fundamental.

The NPPF attaches great weight to Green Belts in preventing urban sprawl by keeping land permanently open. 'Openness' is not defined in the NPPF, and is not necessarily focused entirely on visual prominence. Importance is given to taking into account the overall visual experience when assessing the impact on openness.

The NPPF identifies the fundamental aim of the Green Belt as "to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence".

Although, the depth of the rear extension has increased this has been balanced against the reduction of the bulk and mass from the removal of the twin pitched roofs to a flat roof.

It is considered that the proposal would not result in disproportionate additions over and above the size of the original building and therefore, would not be unacceptable in principle.

DESIGN/IMPACT ON STREET/GARDEN SCENE

The issues for consideration in this case are the impact of the proposal upon the special character and appearance of the setting of the listed building and the Metropolitan Green Belt. The statutory duty applied to planning authorities in the exercise of their planning functions in conservation areas is set out in section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. This is that "special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area". This aim is reflected in Policy 28 of the Havering Local Plan.

Policy 28 states the Council recognises the significance and value of Havering's heritage assets and will support:

- i. Proposals that seek to conserve and enhance the significance of heritage assets at risk in the borough;
- ii. The maintenance of up to date Conservation Area Appraisals and Management Plans;
- iii. The identification, and maintenance, of a local list of non-designated heritage assets that meet agreed selection criteria;
- iv. Well designed and high quality development in a Conservation Area, or its setting, which preserves, enhances or better reveals the character and appearance of the area and its

significance, and which contributes to local character and distinctiveness, taking into account the Conservation Area Appraisal or Management Plan. Where a building (or other element) detracts from the significance of a Conservation Area, its removal will be supported when acceptable plans for redevelopment have been agreed;

v. Viable uses, alterations or extensions to a listed building, or development within its setting, which would not be harmful to the significance of the heritage asset, including its historic and architectural interest;

vi. Well designed and high quality development within a Registered Park or Garden of Historic Interest, Historic Park or Garden of Local Interest, Area of Special Townscape or Landscape Character, or within their setting, which sustains or enhances the significance of the heritage asset, including its special character and important views; and

vii. Well designed and high quality proposals which would not affect the significance of a heritage asset with archaeological interest, including the contribution made to significance by its setting;

viii. The maintenance of up to date Archaeological Priority Areas;

Where a development proposal is judged to cause harm then it will be assessed against the relevant test in the National Planning Policy Framework (NPPF) depending on whether the harm caused is substantial or less than substantial.

The issues for consideration in this case are the impact of the proposal upon the Listed Building and appearance of the Metropolitan Green Belt.

Where a development proposal is judged to cause harm then it will be assessed against the relevant test in the National Planning Policy Framework (NPPF) depending on whether the harm caused is substantial or less than substantial.

The proposed single storey rear extension would be located to the rear of the dwelling but would be visible from the rear garden and the private road which is the access to the newly created properties which goes via the rear of the application site.

The impact of the proposal has been lessened with the removal of twin pitched roofs. It is considered that the proposal would not unacceptably impact on the surrounding area and would not adversely affect the openness of the Green Belt. No objections are raised from a visual point of view.

IMPACT ON AMENITY

Consideration has been given to the impact on the neighbouring dwelling in terms of loss of light and loss of privacy from the alteration from the previous approved scheme.

It is considered that the proposal would not unacceptably impact on the amenity of the adjacent neighbours mindful of the separation distance between the proposal and the neighbouring properties.

Given these circumstances and mindful of the general presumption in favour of development, it is considered any impact upon the adjacent neighbours to be modest and within that envisaged as acceptable within guidelines.

To safeguard the privacy of the adjoining neighbours, a condition would be imposed to ensure that no openings will be added to side of the proposed extensions unless specific permission is obtained in writing from the Local Planning Authority.

In all, the development is considered to fall within the spirit of adopted guidelines for householder extensions and the proposal is not deemed to be unneighbourly.

HIGHWAY/PARKING

No highway/parking issues would arise as a result of the proposal as the existing on-site parking would be unaltered for the application site.

KEY ISSUES/CONCLUSIONS

The proposal is considered to be in accordance with the above-mentioned policies and guidance and approval is recommended.

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 SC10C Materials as per application form

The proposed development hereby approved shall be constructed in accordance with the materials detailed under materials section of the application form unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the appearance of the proposed development will harmonise with the character of the surrounding 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:-

For the avoidance of doubt and to ensure that the development is carried out as approved.

4 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.

5 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:-

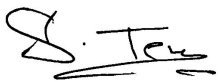
In the interests of the amenity of the occupiers of neighbouring dwelling.

INFORMATIVES

1 Approval following revision

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 Mr Major (Agent) by phone and e-mail. The revisions involved removing the twin pitched roof from the proposal , showing the variation in ground level to the rear of the dwelling and replacing the rooflights on to flat inserted rooflights on top of the proposed extension. The amendments were subsequently submitted on 07/08/23, 20/09/23 & 31/10/23.

Authorising Officer:



Suzanne Terry

31st October 2023