

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P1252.24

WARD: Heaton **Date Received:** 16th September 2024

ADDRESS: Site to Rear of 2 and 2a Tennyson Road
Romford

PROPOSAL: Proposed conversion of detached garage into 1 bedroom dwelling for single occupancy with front extension, new pitch roof, off street parking and rear garden.

DRAWING NO(S): Site Location Plan
Block/Site Plan
Existing and Proposed Floor Plan, Drawing No 1
Existing and Proposed Elevations, Drawing No 2
Proposed Block Plan, Drawing No 3
Proposed Floor Plan with Dimensions, Drawing No 4
Existing and Proposed Manhole and Sewage Line, Drawing No 5
Design and Access Statement

RECOMMENDATION: It is recommended that **planning permission be REFUSED** for the reason(s) given at the end of the report

SITE DESCRIPTION

The site relates to a rectangular parcel of land measuring 97sq.m, located to the rear of a pair of two-storey semi-detached dwellings, no.2 and no.2a Tennyson Road, and north of Harrow Crescent. The site edged red currently comprises a detached single storey flat roof garage measuring 37sq.m, used for domestic storage.

Located in the suburb of Romford, the area is residential in character with a mixture of detached, semi-detached and terraced two-storey dwellings and bungalows. It is noted that dwellings along King Edward Avenue display a variation in materiality, incorporating brickwork and render.

DESCRIPTION OF PROPOSAL

The application seeks planning permission for the conversion of the existing detached single storey flat roof garage into a dwelling, with alterations to include a front extension, new fenestration and a pitched roof. The proposed rear garden to the dwelling would measure 22sq.m, while a front driveway is proposed to accommodate 1no. off-street parking space and EV charging point.

RELEVANT HISTORY

P0885.01 - Detached garage. Approved with conditions 25/07/2001.

P1374.07 - 1no. attached house. Rear dormer window and single storey rear extension to existing house. Refused, appeal dismissed 07/09/2007.

P1526.08 - Single storey rear extension and single/two storey side extension. Approved with conditions 22/10/2008.

P1181.11 - Conversion of existing side extension into a separate dwelling (retrospective). Refused 10/11/2011.

E0004.18 - The building '2A Tennyson Road' has been in permanent C3(a) residential use, independent of the main dwelling house, '2 Tennyson Road' for a period in excess of four years.' Certificate of lawfulness, planning permission not required 29/03/2018.

E0004.18 The building '2A Tennyson Road' has been in permanent C3(a) residential use, independent of the main dwelling house, "2 Tennyson Road" for a period in excess of four years.

PP not required 29-03-2018

CONSULTATIONS/REPRESENTATIONS

7 neighbouring properties were notified of the proposal at the application site however no representations were received.

Highways - no response.

Waste & Recycling - waste and recycling sacks will need to be presented by 7am on the boundary of the property facing Tennyson Road on the scheduled collection day.

Environmental Health - no objection however requested clarification of whether heating would be via electric heaters or gas boiler/air source heat pumps. Correspondence received from the agent on 29/10/24 confirms that electric heaters would be used, and so there is no need for a condition.

Ecology - no response.

Street Naming and Numbering - The application will require to be street named and numbered.

London Fire Brigade - no additional fire hydrants are required or further action.

Historic England - the site lies within an area of archaeological interest however there is no archaeological requirement in this instance as the proposed development is considered unlikely to have a significant effect on heritage assets.

Anglian Water Authority - site falls outside of Anglian Water statutory area, therefore no comment.

RELEVANT POLICIES

Havering Local Plan 2016-2031 (HLP) - Policies 7, 10, 23, 24, 26 and 34

London Plan 2021 (LP) - Policies H1, D1, D4, D6, T6

National Planning Policy Framework (NPPF)

MAYORAL CIL IMPLICATIONS

The proposal is liable for the Mayor of London Community Infrastructure Levy (CIL). The Mayoral CIL levy rate for Havering is £25/sqm and is chargeable for each additional square metre of residential gross internal (GIA). Based upon the information supplied with the application, £225 would be payable, due to the erection of a single storey front extension, with an additional footprint of 9sq.m.

In addition, as of September 1st 2019, Havering adopted its on community infrastructure levy (HCIL) which has a chargeable rate of £125 per sqm in this location. Based upon the information supplied with the application, £1125 (subject to indexation) would be payable.

The charges outlined above are levied under s.206 of the Planning Act 2008. CIL is payable within 60 days of commencement of development.

STAFF COMMENTS

An in-person site visit was not undertaken. A planning appraisal was provided by the agent in support of the application. In determining this planning application, photos, Google Street view, aerial view imagery and submitted drawings were used to assess the site constraints.

The material planning considerations include the principle of the development, density and site layout, design and impact on the character and appearance of the surrounding area, impact on amenity, highways and parking and planning obligations.

PRINCIPLE OF DEVELOPMENT

The NPPF 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 and the objectives of the Havering Local Plan 2016-2033, of which Policy 3 is supportive of housing provision in sustainable locations.

In addition to this, Policy H1 of the London Plan 2021 notes the pressing need for housing and the general requirement to improve housing choice, affordability and quality, whilst Policy D1 also

acknowledges that development should optimise housing output subject to local context and character.

Given the site currently has a residential land use and is located within a residential suburb, there is no objection in principle to the proposed development on the site, providing that the proposal is acceptable in all other material respects, including Policy 10 of the Havering Local Plan which states that proposals for residential development on garden and back-land sites in Havering will be supported when they:

- i. Ensure good access and, where possible, retain existing through routes;
- ii. Retain and provide adequate amenity space for existing and new dwellings;
- iii. Do not have a significant adverse impact on the amenity of existing and new occupants;
- iv. Do not prejudice the future development of neighbouring sites;
- v. Do not result in significant adverse impacts on green infrastructure and biodiversity that cannot be effectively mitigated and;
- vi. Within the Hall Lane and Emerson Park Character Areas as designated on the Proposals Map, the subdivision of plots and garden development will not be supported, unless it can be robustly demonstrated that the proposal would not have an adverse impact on the character of the area and that the proposed plot sizes are consistent with the size, setting and arrangement of properties in the surrounding area.

As the proposal involves the conversion of an existing detached garage within garden land to a residential dwelling, with the erection of an associated extension, the relevant areas of Policy 10 will therefore be assessed in this report, as well as other policy considerations in the following sections.

DENSITY/SITE LAYOUT

INTERNAL SPACE STANDARDS

Policy D6 (Housing Quality and Standards) of the London Plan 2021 advises that housing development should be of high-quality design and provide adequately-sized rooms with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without differentiating between tenures. To that end, the policy requires that new residential development conform to minimum internal space standards. There are set requirements for gross internal floor areas of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and minimum floor to ceiling heights. The minimum gross internal floor area requirements and room sizes takes into account commonly required furniture and the spaces needed for different activities and moving around.

In addition to this, Policy 7 the Havering Local Plan 2016-2033 should be read in conjunction with Policy D6, relating to sufficient privacy and amenity space for existing and new properties. Policy 7 (Residential Design and Amenity) states that: "To ensure a high quality living environment for residents of new developments, the Council will support residential developments that: iv. Meet the National Space Standards and the London Plan requirement for floor to ceiling heights."

It is noted that agent has advised that the proposed dwelling would be 1-bedroom dwelling for single occupancy, however the floor plans submitted with the application demonstrate a double bedroom. The application will therefore be assessed as a 2p1b dwelling. Criteria 1 of Policy D6 refers to Table

3.1, which outlines that a one-storey 2b1p dwelling should benefit from an internal total floor area of 50sq.m. As the proposed dwelling would have an internal area of 38sq.m, the proposed is considered unacceptable.

Criteria 2 of Policy D6 stipulates that a dwelling with two or more bedspaces must have at least one double (or twin) bedroom that is at least 2.75m wide, while Criteria 4 stipulates a two bedspace double (or twin) bedroom must have a floor area of at least 11.5sq.m. The proposed bedroom would measure a floor area of 12sq.m and would be 4m wide. The proposed dwelling is therefore considered compliant with Criteria 2 and Criteria 4 of Policy D6 of the London Plan 2021.

QUALITY OF INTERNAL SPACE STANDARDS

Criteria C of Policy D6 stipulates that housing development should maximise the provision of dual aspect dwellings to provide adequate passive ventilation, daylight and privacy, and avoid overheating.

It is considered that the proposed accommodation would offer suitable amounts of ventilation and outlook from the rooms of the proposed dwelling, with the bedroom and living room both benefitting from large windows.

EXTERNAL AMENITY SPACE STANDARDS

New dwellings must also demonstrate an acceptable arrangement of private amenity space. The Adopted Residential Design SPD states that private amenity space should be provided in single, high quality, usable, enclosed blocks which benefit from both natural sunlight and shading. The Residential Design SPD does not prescribe fixed standards for private amenity space, which can be restrictive on small and awkward sites.

The London Plan offers guidance on this matter in the sense that minimum standards are present in Policy D6. It states that where there are no higher local standards in the borough Development Plan Documents, a minimum of 5sqm. of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm. should be provided for each additional occupant, and it must achieve a minimum depth and width of 1.5m. These standards are reflected in Policy 7 of the Havering Local Plan, which requires compliance with the space standards.

Given that the proposed dwelling would have one occupant, 5m² of private outdoor amenity space would be necessary. Given that the plot benefits from an existing rear garden, measuring a total of 21.5sq.m, it is considered that the proposed dwelling would have access to an adequately sized private garden.

SUMMARY OF SPACE STANDARDS

Overall, the proposal would demonstrate an inadequate living environment having regard to the internal floor space standards outlined in Criteria 1 of Policy D6 and Policy 7 the Havering Local Plan 2016-2033.

DESIGN/IMPACT ON STREET/GARDEN SCENE

The Council recognises that much of the borough is suburban, characterised by spaciouly set up neighbourhoods with large private gardens. Intensification of these areas by development on gardens or back-land may provide valuable sources for housing. Development of such sites can be difficult as there are often a number of constraints. They require sensitive development and high-quality design to ensure that the character of the area and the quality of life of existing and future residents is maintained.

The NPPF states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. It goes on to set out that good design is a key aspect of sustainable development, in so far as that it creates better places in which to live and work and helps make development acceptable to communities. However, an overarching consideration is the desirability of maintaining an area's prevailing character and setting (including residential gardens), of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places. The framework requires that permission is refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area.

Policy 10 of the Havering Local Plan 2016-2031 is relevant as it states that the subdivision of plots and garden development will not be supported, unless it can be robustly demonstrated that the proposal would not have an adverse impact on the character of the area and that the proposed plot sizes are consistent with the size, setting and arrangement of properties in the surrounding area. Policy 10 would need to be read in conjunction with Policies 7 and 26 of the Havering Local Plan 2016-2031, which require fundamentally that residential development be of high quality design. Therefore, compliance with the criteria of Policy 10 as set out in the preceding section of this report is not of itself justification alone for approval.

In addition to this, Policy D3 of the London Plan 2021 relates to optimising site capacity through the design-led approach, whereby development is expected to respond to the existing character of a place by identifying the special and valued features and characteristics that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute towards the local character.

The proposal involves the conversion of the existing detached garage building to the rear of no.2 and no.2a Tennyson Road into a residential dwelling, facilitated by alterations to the existing building to include a front extension, roof conversion from flat roof to pitched roof and new fenestration, finished with brickwork to the front elevation and render to the remaining, with uPVC windows and doors. The proposed front extension would extend the northern frontage of the building to flush with the building line of the adjacent bungalow (no.30a Harrow Crescent), while the southern frontage would extend 1.42m beyond this to accommodate the entrance hall and shower room. The pitched roof would have a roof form similar to the bungalows further north of Harrow Crescent, which are characterised by gable features to the forward projection.

The character of houses within the locality consists of a mixture of detached, semi-detached and terraced two-storey dwellings and bungalows of differing styles and designs, predominantly situated within rectangular plots, alongside a few irregularly shaped corner plots and plots previously subdivided. Nonetheless, each dwelling in the locality, with the exception of the adjacent dwelling of

no.30a Harrow Crescent to the east, is characterised by generous rear gardens that measure at least the footprint of the ground floor of the dwelling, with front gardens deep enough to accommodate car parking.

For example, a typical bungalow situated within a rectangular plot such as no.32 Harrow Crescent measures 93.5sq.m with a rear garden area of 207.8sq.m. Even for the abnormally short plot of no.30a Harrow Crescent, the rear garden of almost equal footprint to the dwelling is achieved through the width of the plot.

Given the proposed development would involve the conversion of an existing detached garage of small footprint, which takes up the entirety of the width of the plot and would have a garden size of less than half the footprint of the dwelling, the plot size of the proposed dwelling would be in sharp contrast to the surrounding dwellings.

In addition to this, while it is noted that the existing site, while located to the rear curtilage of no.2 and no.2a Tennyson Road, is not utilised as rear garden private amenity space to the donor dwellings, separated by a high wall from the donor dwelling by a high wall, the proposed conversion and separation from the curtilage of no.2 Tennyson Road would further reduce the donor dwellings plot size, which has already been sub-divided (ref.E0004.18) at the expense of its plot size. A further reduction in plot size to the donor dwelling would further detract from the prevailing character of long plots within the area.

Therefore, whilst there are no objections to the architectural style of the dwelling proposed, the significantly smaller plot size of the proposed dwelling when compared to its immediate neighbours, combined with its short front garden and the limited separation from the adjacent boundaries, it would give the appearance of a very cramped form of development that is located in a tightly constrained plot, which would sharply contrast to a surrounding environment characterised by dwellings situated within more generous plot sizes.

Therefore, it is considered that the development would not respond to the local patterns of development and in the context of Policy 10 the resultant arrangement of proposed and donor sites would not be consistent with the size, setting and arrangement of properties in the surrounding area. All in all, the proposed dwelling would appear significantly at odds with the existing urban grain, giving rise to a visually intrusive form of development which is detrimental to the appearance of the street and rear garden scene.

IMPACT ON AMENITY

Policy 7 of the Havering Local Plan 2016-2031 states that planning permission will not be granted where the proposal results in unacceptable overshadowing, loss of sunlight/ daylight, overlooking or loss of privacy, noise, vibration and disturbance to existing and future residents. This policy is read in conjunction with Policy 26; however, the objectives are reflected in Policy 34 also which states that development will not be permitted where it would unduly impact upon amenity, human health and safety and the natural environment by noise, dust, odour and light pollution, vibration and land contamination.

In addition to this, Policy 10 of the Havering Local Plan, amongst other considerations, requires that development not have a significant adverse impact on the amenity of existing and new occupants.

Given the development involves the sub-division of land to the rear of no.2 Tennyson Road, involving the conversion of a detached garage of perpendicular orientation facing Harrow Crescent, it is considered that the proposed garden to the site would be directly overlooked by no.2 Tennyson Road. While a 2m high fence is proposed, it is considered that this would not mitigate this and would therefore lead to an unacceptable level of overlooking.

Overall, it is therefore considered that while there would not be any unacceptable loss of light or level of overshadowing, the proposed garden to the site would be directly overlooked by no.2 Tennyson Road given the orientation and separation distances between the two. It is therefore considered that the proposal would conflict with the provisions of Policies 7, 10, 26 and 34 of the Havering Local Plan.

HIGHWAY/PARKING

While the proposal involves the conversion of the existing detached garage to the rear of no.2 and no.2a Tennyson Road it is noted that this was used for domestic storage rather than parking.

It is noted that the site has a PTAL rating of 1b. In such locations in outer London the London Plan at Policy T6 requires 0.75 spaces per new dwelling. The proposed block plan indicates that the dwelling would incorporate 1no. parking spaces to the frontage, with cross-section dimensions indicating this space would measure 4.816m by 3.384m. However, the plans do not take account that the front boundary is not linear, and becomes inverted further south. The dimensions the space are therefore unacceptable as at its narrowest point, the bay would measure 4.4m by 2.49m, rather than the required 4.8m by 2.4m.

The resulting development would therefore result in overhang to the public walkway and fail to provide adequate parking provision, conflicting with Havering Local Plan 2016-2031 Policies 10 and 24, as well as the London Plan 2021 Policy T6.

Policy T5 of the London Plan has a minimum cycle parking standard of 2 spaces for a dwelling similar to the proposed. The proposed site plan does not show proposed bike stands, however it is appreciated these details could be achieved via condition in the event of permission being granted.

KEY ISSUES/CONCLUSIONS

Having regard to the above, and in doing so all relevant planning policy and material considerations, Refusal is recommended accordingly.

RECOMMENDATION:

It is recommended that **planning permission be REFUSED** for the following reason(s)

1 Refusal non standard

The proposed development would fail to provide adequate internal space for future occupants, in conflict with the indoor space standards outlined in Policy D6, including Criteria 1, of the London Plan 2021 and Policy 7 the Havering Local Plan 2016-2033, which would result in

substandard residential accommodation detrimental to the amenity of the future residents.

2 Refusal non standard

The proposed dwelling, through the site layout and plot coverage, would form an incongruous and visually cramped form of development at odds with surrounding character and patterns of development in an environment of more consistent plot sizes. It would result in a property which would be at odds with this prevailing character. This out of character appearance would also be emphasised by the relatively narrow width of the bungalow in combination with its overall height and shape. The proposals would therefore be contrary to Policies 10, 7 and 26 of the Havering Local Plan 2016-2031 and also Paragraph 135(a) of the NPPF which requires fundamentally that development add to the overall quality of the area whilst also establishing or maintaining a strong sense of place.

3 Refusal non standard

The proposed rear garden area, by reason of its orientation, separation distance and relationship with no.2 Tennyson Road, would experience direct and an unacceptable level of overlooking from the donor dwelling, contrary to Policies 7, 10, 26 and 34 of the Havering Local Plan 2016-2031, the Residential Extensions and Alterations Supplementary Planning Document and the National Planning Policy Framework.

4 Refusal non standard

The proposed parking bay would not meet the required dimensions outlined within the parking standards resulting in overhang to the public walkway. Therefore, the proposal cannot demonstrate that adequate provision for parking can be provided against Policy T6 of the London Plan 2021.

INFORMATIVES

1 Refusal - No negotiation ENTER DETAILS

Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: Consideration was given to seeking amendments, but given conflict with adopted planning policy, notification of intended refusal and the reason(s) for it was given to Mohammad Shafique via email on 14/11/2024.

Authorising Officer:



Raphael Adenegan

4th December 2024