

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P0338.25

WARD: Hylands & Harrow Lg **Date Received:** 13th March 2025

ADDRESS: 9 Barton Road
Hornchurch

PROPOSAL: Single storey rear annexe ancillary to main dwelling

DRAWING NO(S): HK/01
HK/02
HK/03
Site Plan - Scale 1:500
Location Plan - Scale 1:1250
Proposed Block Plan - Site Plan - Scale 1:500

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

SITE DESCRIPTION

The application site comprises of one half of a semi-detached bungalow with a front drive and garden to the side and rear of the site. The site is on a prominent location at the junction of Barton Road and Saunton Road in Hornchurch. Parking to the front and rear of the site. The surrounding area is characterised by predominately single and two storey dwelling houses.

DESCRIPTION OF PROPOSAL

The application is seeking planning permission for a single storey rear annexe ancillary to main dwelling.

The proposed building would replace the existing garage and the outbuilding to be used as an annexe will be located adjacent to the rear garden boundary and would incorporate a pitched roof design with an eaves line of approximately 2.45 rising to an overall height of 4m. The building would measure approximately 10.5m wide and 6m deep.

The application form states that the annexe will be a self contained unit for an elderly occupant. proposed building with an open plan layout, shower room and bedroom area.

RELEVANT HISTORY

P1135.89 - Single storey rear extension - permitted development.

Building Control records for the donor dwelling refers the notice date of May 1939.

P1489.24	Single storey side/rear extension	
	Apprv with cons	16-01-2025
P0718.24	Single storey side/rear extension	
	Refuse	25-07-2024
P1819.23	Erection of 1 bedroom, single storey semi-detached dwelling with parking, landscaping and associated amenities following demolition of existing garage	
	Refuse	05-02-2024
P1347.23	Erection of one 2 x bed, 2 storey semi-detached dwelling with parking, landscaping and associated amenities following demolition of existing garage	
	Refuse	31-10-2023
P1065.23	Erection of one 2xbed, 2 storey semi-detached dwelling with parking, landscaping and associated amenities following demolition of existing garage	
	Withdrawn - Invalid	11-08-2023
P0018.23	Proposed single storey rear extension following demolition of existing rear extension and outbuilding. Hip to gable loft conversion with rear dormer and roof lights to front (Part Retrospective)	
	Apprv with cons	02-03-2023
D0550.22	Certificate of Lawfulness for conversion of roof space to habitable use to include a rear dormer, front roof lights, and conversion of roof from hip to gable end	
	PP is required	12-12-2022

CONSULTATIONS/REPRESENTATIONS

Neighbouring occupiers were consulted through direct notification and four representations were received, three from the same resident with their comments summarised below -

- The building is too close to my boundary for a permanent dwelling.

A further representation was received from a company in support of the application outlining as specialists in the sector, with extensive experience across the UK, The company outlines why the proposal should be accepted by supporting multigenerational living, easing housing pressure for younger adults and older family members alike. Reducing the burden on social care systems, allowing older relatives to age in place with the support of family. Providing a more affordable, sustainable form of housing. Creating housing capacity without increasing pressure on greenfield development or overstretched infrastructure.

Each application is determined on their own individual merit and in line with local and national

planning policies.

RELEVANT POLICIES

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

LONDON PLAN:

Policy D1 London's form, character and capacity for growth

Policy D4 Delivering good design

Policy T6 Car parking

Havering Local Plan (2016-2031)

Policy 7 (Residential design and amenity).

Policy 24 (Parking provision and design).

Policy 26 (Urban Design).

LDF

SPD04 - Residential Extensions & Alterations SPD

NPPF - National Planning Policy Framework

MAYORAL CIL IMPLICATIONS

The proposal includes the creation of less than 100sqm of residential Gross Internal floor Area (GIA) and is therefore not liable for CIL payments.

STAFF COMMENTS

The material planning considerations are 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.

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

On a separate note, it is noted that the proposal would be built up to all three boundaries. The proposal would have a pitched roof. It is noted that Certificate A on the application has been completed which means that no part of the development should encroach outside of the application site. Mindful that a gutter is required on the rear elevation due to the roof design, there may be encroachment. Officers have not sought to negotiate to change this as the proposal is also unacceptable on other grounds. An informative will be added to the decision notice.

PRINCIPLE OF DEVELOPMENT

The Residential Extensions & Alterations SPD defines a residential annexe as accommodation that is ancillary to the main dwelling within the residential curtilage and must only be used for this purpose. The guidance states that the annexe must form part of the same planning unit, sharing facilities, including access, parking and garden areas.

The layout, design and physical relationship between the house and the proposed annexe are therefore important considerations, and the proposed annexe must demonstrate clear connections with the main dwelling. The size and scale of the accommodation to be provided should be proportionate to the main dwelling. As a guide, the scale should be such that the annexe could be used as a part of the main dwelling once any dependency need has ceased.

The proposed annexe building would include an entrance facing the dwelling and garden area. The proposal would be sited approximately 15m from the rear of the extended main dwelling. The proposed annexe would be physically independent of the main house with its own sleeping, living, and shower room as denoted on the drawings. No supporting has been provided with the application.

However, should the application be approved a condition would be imposed to ensure no cooking facilities would be added to the proposed annexe, to prevent the unit from being used as a separate unit. Functionally it would be dependent on the main house for amenity space as access could be gained via the access gates to the front of the dwelling or at the rear from Cedar Avenue.

It is recognised that the building because of its nature and particular location is capable of independent occupation, separate from the family at some time in the future. For this reason if permission were to be granted, it is recommended that occupancy be controlled by condition as with any ancillary annexe. In addition other conditions should be imposed to ensure that permitted development rights are withdrawn and to ensure that no walls or gates are to be erected so the site is not subdivided or any additional pedestrian or vehicle access to be provided. Additional conditions to prevent the annexe being used as a separate unit of accommodation should also be imposed.

No objections are raised to the annexe building as it appears to be arranged to demonstrate clear connections with the main dwelling and its use would be entirely in an ancillary capacity to No.9 Barton Road in accordance with the provisions of the Residential Extensions & Alterations SPD.

DESIGN/IMPACT ON STREET/GARDEN SCENE

Policy 26 of the Havering Local Plan outlines that development must respond to distinctive local building forms and patterns of development and respect the scale, massing and height of the surrounding context. The Residential Extensions & Alterations SPD states that outbuildings should be subordinate in scale to the existing dwelling and to the plot, not detract from the character of the area and should be unobtrusively located to the side and rear of the existing dwelling.

The subject dwelling is located within Barton Road; however there is access from the rear garden onto Saunton Road which are both residential streets. The acceptability of the annexe in this

location depends upon its effect on the general street scene and neighbouring properties. The development should be carefully designed and sympathetic in character and appearance to the original dwelling and the neighbourhood.

Inspection of the site and its immediate surroundings reveals that the proposal would be located along the rear boundary adjacent to No.1 Saunton Road. There seems to be no other outbuildings of a similar scale nearby which is open to public view and furthermore the proposal would project well forward of the front main wall of the neighbouring dwelling house. The issue therefore is whether there are mitigating factors which would justify a departure from established guidelines.

The proposal would be open to view from a wide angle from the neighbouring dwellings and in part from the street scene and as such it is considered the proposal would have an impact on the street.

The proposed annexe would occupy a particularly exposed position being located close to the boundaries of the site and be very close to the back edge of the public footpath. In addition to this, the proposal would project well forward of the neighbouring property at No.1 Saunton Road and give rise to an uncomfortable visual relationship.

It is considered the proposal due to its cramped appearance, scale, bulk, mass and position forward of the neighbouring property and building line would clearly disrupt the relatively harmonious appearance of the street scene and rear garden environment.

Given these circumstances, the proposal is considered to have an unacceptable impact upon both the street scene and the character and appearance of the surrounding area and are thus contrary to Council guidelines.

In coming to an informed view on this application, the Council have taken into a consideration an appeal decision reference APP/B5480/D/19/3231736 (P1891.18) at 29 South View Drive, Upminster which was determined on 07th November 2019. The Planning Inspector made reference in the appeal:

Parallels can be drawn between the above appeal and the application under consideration.

Both appeal sites were located on a corner plot, the proposed development would have limited visibility from Barton Road once the previous approved extensions have been added but would be highly visible from Saunton Road. South View drive had trees which would have screen the proposal but the application under consideration does not.

The proposal would project forward of the building line of Saunton Road as did the proposal at South View Drive. The Planning Inspector considered that the proposal at South View Drive which was dismissed on appeal would "appear as a dominant addition within the streetscene". In concluding the appeal for 29 South View Drive the Planning Inspector stated that"

"Overall it is considered that the large size of the outbuilding in relation to the main dwelling, its location within a relatively cramped environment in the rear garden of the host dwelling, and its position forward of the existing building line of Cedar Avenue, would have a harmful impact on the character and appearance of the surrounding area".

This is same concerns raised by the Local Planning Authority for the application under consideration

at No.9 Barton Road.

IMPACT ON AMENITY

The Residential Extensions & Alterations SPD states that outbuildings should not cause undue loss of light to neighbouring properties or adversely affect the living conditions of neighbouring properties. Policy 7 of the Havering Local Plan outlines that planning permission will not be granted where the proposal results in unacceptable overshadowing, loss of sunlight/ daylight, overlooking or loss of privacy to existing properties.

The Annexe would not provide its occupiers with normal standards of outlook and private amenity space. However, as it is to be used entirely in an ancillary capacity, shared with the main dwelling, officers are of the view that these shortcomings are not so great as to justify refusing the application.

The proposal would be located at the bottom of garden, sufficiently removed from the residents on Barton Road and screened in part by the neighbouring dwelling which is a bungalow.

Although, it is considered that the proposal would not unacceptably impact on the amenity of the adjacent neighbours in Barton Road, the proposal would project forward of the neighbouring bungalow to the rear at No.1 Saunton Road. The proposal would extend the full width of the site and have an eaves height of 2.5m rising to an overall height of 4m.

The application site lies to north of No.1 Saunton Road and therefore no loss of light would arise. However, the depth of the proposal would project approximately 6.25m forward of the application dwelling.

The Planning Officer confirmed that the windows to the front nearest the proposal would serve a bedroom and the flank windows serve a bathroom and en-suite. Less weight would be applied to the impact on the flank windows as bathrooms and en-suites are considered to be non-habitable areas. However, the bedroom is considered to be habitable room. The bedroom has a curved window with a gap of approximately 1m from the boundary with the application site.

It is considered that the proposal with its proximity close to the boundary would have a detrimental impact on the amenity of the adjacent residents due to its excessive depth, height and close proximity to the boundary which would unacceptably overbear and dominate the outlook and amenity of the adjacent neighbours at No.1 Saunton Road.

It is considered the proposed annexe will give rise to a significant light loss and provide a "wall of development" which will give rise to an uncomfortable overbearing effect and sense of enclosure harmful to their amenity.

The proposed development, by reason of its excessive depth, height, position close to the boundaries of the site and projection forward of No.1 Saunton Road, would be an intrusive and unneighbourly development as well as having an adverse effect on the amenities of adjacent occupiers contrary to Policy 7 of the Havering Local Plan and the Residential Extensions and Alterations SPD (2011).

For the reasons outlined above, it is considered the proposal is deemed unneighbourly and therefore fails to comply with guidance set out in the Residential Extensions and Alterations SPD

It is acknowledged that there would be comings and goings to the annexe and increased use of the garden area but an outbuilding in use as a hobby, games and garden room could generate a similar level of traffic particularly in the summer months. As such Officers are of the opinion that the use of the residential annexe would give rise to levels of noise and disturbance that would not be substantially different to those that could arise between gardens.

As a result, the use would be unlikely to give rise to significant adverse impacts on health and quality of life or unreasonable adverse effects on the environment by reason of noise.

HIGHWAY/PARKING

Parking provision and matters of highway consideration are represented in Policies 23 and 24 of the Havering Local Plan 2016-2031 and the London Plan Policies T4 and T6.1. The PTAL rating for the site is 1b.

There were concerns that the proposal will put additional parking pressure on Saunton Road and Barton Avenue which is especially under parking stress at school travel times from the nearby Harrow Lodge Primary School. At school travel times, the street is heavily parked with both resident and school traffic.

Although, the proposal would remove parking to the rear of the site, it noted that there is crossover from road (Barton Road) onto the site. Photographic evidence and the plans provided indicate that two parking spaces can be provided on the front drive of No.9 Barton Road and therefore it is considered that it be difficult to refuse the application on parking mindful of this.

KEY ISSUES/CONCLUSIONS

For the reasons outlined above, it is considered the proposal is considered to be contrary to the above-mentioned policies and guidance and a refusal is recommended.

RECOMMENDATION:

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

1 Reason for refusal - Streetscene

The proposed annexe would, by reason of its cramped appearance, scale, bulk, mass and position close to the boundaries of the site and projection forward of the neighbouring property, appears as an unacceptably dominant and visually intrusive feature in the street scene and rear garden environment harmful to the appearance of the surrounding area and inconsistent with the prevailing open character of the rear garden scene and pattern of development within the locality, contrary to Policy 26 of the Local Plan 2021, the Residential Extensions and Alterations SPD (2011), Policy D4 of the London Plan and also the guidance within the NPPF.

2 Reason for refusal - Residential Extensions

The proposed development, by reason of its excessive depth, height, position close to the boundaries of the site and projection forward of No.1 Saunton Road, would be an intrusive and unneighbourly development as well as having an adverse effect on the amenities of adjacent occupiers contrary to Policy 7 of the Havering Local Plan and the Residential Extensions and Alterations SPD (2011).

INFORMATIVES

1 Preparation for Re-submission Informative

Preparation for Re-submission Informative

The applicant should note that the proposal shown would be built up to all three boundaries. The proposal would have a pitched roof. It is noted that Certificate A on the application has been completed which means that no part of the development should encroach outside of the application site including guttering. Mindful that a gutter is required on the rear elevation due to the roof design, there may be encroachment. This matter would need to be clarified on any re-submission.

2 Refusal - No negotiation

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 Mr Karim (Agent) by e-mail on 20/05/25.

Authorising Officer:



Raphael Adenegan 21st May 2025