

OFFICER REPORT FOR DECISION UNDER DELEGATED AUTHORITY

APPLICATION NO: P1353.25

WARD: Heaton **Date Received:** 20th October 2025

ADDRESS: Rear of 2 and 2a Tennyson Road
Heaton Grange

PROPOSAL: Conversion of detached garage into a 1x dwelling with front extension, new half hipped roof with loft conversion to habitable space, off-street parking and rear garden

DRAWING NO(S): Proposed Block Plan 1:200
01
02

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

SITE AND SURROUNDINGS

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.

THE 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. This is a resubmission of a refused planning application of the same description (reference: P1252.24), which was also dismissed at Appeal by the Planning Inspectorate.

The refusal reasons for planning application P1252.24 were:

- 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.

- 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.
- 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.
- 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.

The changes in this current planning application are:

- The internal space is increased with the addition of a second storey.
- The parking bay is increased to 4.8m x 3m.

RELEVANT PLANNING HISTORY

P1252.24	Proposed conversion of detached garage into 1 bedroom dwelling for single occupancy with front extension, new pitch roof, off street parking and rear garden.
	Refuse 04-12-2024
D0395.20	Certificate of Lawfulness for demolition of existing garage and erection of replacement garage.
	PP not required 04-12-2020
P1187.11	Conversion of existing side extension into a separate dwelling (retrospective)
	Refuse 10-11-2011
P1526.08	Single storey rear extension and single/two storey side extension
	Apprv with cons 22-10-2008
P1374.07	1 N° attached house. Rear dormer window and single storey rear extension to existing house.
	Refuse 07-09-2007
P0885.01	Detached garage
	Apprv with cons 25-07-2001

REPRESENTATION SUMMARY

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 response.

Ecology - no response.

London Fire Brigade - no objections.

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

PLANNING 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, £552.50 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, £2762.50 (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.

OFFICER APPRAISAL

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."

The application is assessed as a 2p1b dwelling. Criteria 1 of Policy D6 refers to Table 3.1, which outlines that a two-storey 2b1p dwelling should benefit from an internal total floor area of 58sq.m. In assessing GIA any area with headroom of less than 1.5m is not counted (unless used solely for storage). On this basis, the internal floor area of the dwelling has been calculated as 51 sq.m. and, as such, is considered unacceptable.

Policy D6 states that the minimum floor to ceiling height must be 2.5m for at least 75% of the GIA of the dwelling; this is not met.

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 14sq.m and would be around 3.5m 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 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 and ceiling heights 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 refused planning application had a building that was single-storey with a height of 3.5m. The plans in this current planning application show a building that will be 2-storey with a height of 5.36m.

In dismissing the previous appeal, the Inspector found that the streetscene in the vicinity is comprised of a mix of bungalows and two storey buildings of varied sizes and styles and did not uphold a reason for refusal relating to character and appearance. Although the proposal is now different in appearance from the previous application, given the variety in the character of the streetscene, the impact on local character is not considered to form material grounds for refusal.

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.

The development is now two-storey rather than the single-storey scheme in application P1252.24 so further considerations should be made in terms of amenity. The addition of a second storey would lead to an overbearing impact with a sense of enclosure plus overlooking to nearby dwellings. It is therefore considered that the proposal would conflict with the provisions of Policies 7, 10, 26 and 34 of the Havering Local Plan.

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. However in the appeal, the Inspector wrote that such overlooking is not unusual in a suburban environment so, on balance, the development would provide acceptable privacy for future occupiers.

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 4.8m by 3.2m, meeting guidance.

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.

CONCLUSION

On the 12th December 2024, the Government published the Housing Delivery Test result for 2023. The Housing Delivery Test Result for 2022 is 61%. In accordance with the NPPF the "Presumption" due to housing delivery therefore applies.

Havering cannot currently demonstrate a five year supply of deliverable housing sites. The Havering Local Plan was found sound and adopted in 2021 in the absence of a five year land supply and the Council is committed to an immediate update of the Local Plan. This is set out in the Council's Local Development Scheme. An update to the trajectory is being prepared but there is no firm date for the work to be completed. Therefore, in the meantime whilst the position with regard to housing supply is uncertain, the "Presumption" due to housing supply is applied.

The Presumption refers to the tilted balance set out in Paragraph 11(d) of the NPPF as if the presumption in favour of sustainable development outlined in paragraph 11(d) of the National Planning Policy Framework (NPPF) has been engaged.

Para 11(d) states that where the policies which are most important for determining the proposal are out of date, permission should be granted unless (i) the application of policies in the Framework that protect areas or assets of particular importance provide a strong reason for refusing the development, or (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole. Fundamentally this means that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.

The proposed development would offer a modest contribution to housing supply and delivery and this would weigh in favour of the development. However, paragraphs 131 to 139 of the NPPF require consideration of character and high quality amenity for existing and future users. For the reasons given in the preceding sections of this report it is considered that the development would give rise to a poor quality residential development and harm to neighbouring amenity.

The Council is mindful of changes to the NPPF published in December 2024, in particular with regards to Paragraph 11(d). Para 11(d) requires that special regard be given to policies for development located in sustainable locations, making effective use of land, securing well-designed new places and the provision of affordable housing. A minor revision to the presumption in favour of sustainable development for decision taking is that permission should now be granted unless the framework indicates a "strong" reason for refusal, rather than a "clear" reason for refusal. For the reasons given above and in preceding sections of this report it is the view of officers that the grounds for refusal are sufficiently strong and not outweighed by any other benefits.

The adverse impacts identified would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole. Therefore, the proposal does not benefit

from the presumption in favour of sustainable development set out in paragraph 11(d) of the NPPF. Having had regard to the above and in doing so all relevant planning policy and material considerations.

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 and ceiling heights 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

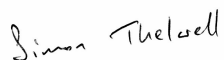
The proposed dwelling would, by reason of its positioning, scale, bulk and proximity to nearby properties, be an intrusive, overbearing and unneighbourly development that would have a significant adverse effect on the amenities of these adjacent occupiers resulting in overlooking and an increased sense of enclosure with an overbearing impact as well as overlooking contrary to Policy 7 of the Havering Local Plan and the Residential Extensions and Alterations Supplementary Planning Document.

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, it was necessary to issue a decision as close to the statutory timeframe as possible as opposed to seeking amendments which would have significantly delayed the application.

Authorising Officer:



Simon Thelwell

23rd December 2025