

**REGULATORY SERVICES  
COMMITTEE  
15 March 2018**

**Subject Heading:**

**P1845.17: 87 Norwood Avenue,  
Romford**

Conversion from single dwelling to two self-contained flats, including a double storey rear extension.  
(Application received 08 November 2017)

**Ward:**

Brooklands

**SLT Lead:**

Steve Moore - Director of Neighbourhoods

**Report Author and contact details:**

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**Policy context:**

Local Development Framework  
The London Plan  
National Planning Policy Framework

**Financial summary:**

None

**The subject matter of this report deals with the following Council Objectives**

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[X]
Connections making Havering	[X]

## **SUMMARY**

The proposal is to convert a single dwelling into two self-contained flats. The scheme will include a first floor rear extension in order to provide a kitchen.

It raises considerations in relation to the impact on the character and appearance of the area, the impact on the residential amenity of the future occupants and of neighbouring residents, and the implications for parking, access and highway safety.

On balance the proposal is considered to be acceptable in all material respects and it is recommended that planning permission is granted. It would be difficult to justify that the conversion of a three bedroom property into 1no. one bedroom flat and 1no. 2bedroom flat will present a significant impact upon the local infrastructure. With no overall increase in bedrooms available on site, officers do not envisage the development generating an increased child yield. Requesting that the applicant enter into a legal agreement in order to make an education contribution is therefore not deemed reasonable in this instance.

It is recommended that planning permission be granted subject to the conditions set out below:

This proposal is put before Members as the application has been made by a Councillor. This application should be considered on its own merits.

Additionally, this application has also been called in by Councillor Robert Benham.

## **RECOMMENDATIONS**

### **1. Time Limit**

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 Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### **2. In 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. Also, in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

### 3. 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, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

### 4. Hours of Construction

All building operations in connection with the construction of external walls, roof, and foundations; site excavation or other external site works; works involving the use of plant or machinery; the erection of scaffolding; the delivery of materials; the removal of materials and spoil from the site, and the playing of amplified music shall only take place between the hours of 8.00am and 6.00pm Monday to Friday, and between 8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays/Public Holidays.

Reason: To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

### 5. Parking Provision

Before any of the dwellings hereby permitted are first occupied, the forecourt car parking provision shall laid out to the full satisfaction of the Local Planning Authority and thereafter this car parking provision shall remain permanently available for use, unless otherwise agreed in writing by the Local Planning Authority.

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, and that the development accords with the Development Control Policies Development Plan Document Policy DC33.

### 6. Refuse and Recycling

Before any of the dwellings hereby permitted are first occupied, the refuse and recycling facilities shall be provided to the full satisfaction of the Local Planning

Authority. The refuse and recycling facilities shall be permanently retained thereafter.

Reason: In the interests of providing suitable refuse and recycling management on site which will protect the amenity of occupiers of the development and also the locality generally, and to ensure that the development accords with the Development Control Policies Development Plan Document Policy DC61.

## 7. Cycle Storage

Before any of the dwellings hereby permitted are first occupied, the cycle storage shall be provided in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The cycle storage shall be permanently retained thereafter.

Reason: Insufficient information has been supplied with the application to demonstrate what facilities will be available for cycle parking. Submission of this detail prior to occupation in the case of new building works or prior to the use commencing in the case of changes of use is in the interests of providing a wide range of facilities for non-motor car residents and sustainability.

## 8. Boundary Fencing

The proposed building shall not be occupied until details of all proposed walls, fences and boundary treatment have been 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, prevent undue overlooking of adjoining property and ensure that the development accords with the Development Control Policies Development Plan Document Policy DC6.

## 9. Flank Windows

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, and in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

#### 10. Water Efficiency

All dwellings hereby approved shall comply with Regulation 36 (2)(b) and Part G2 of the Building Regulations - Water Efficiency.

Reason: In order to comply with Policy 5.15 of the London Plan.

#### 11. Noise Insulation

No unit shall be occupied until details of adequate sound insulation for protecting the neighbouring occupiers from potential noise disturbance, has been submitted to and approved by the Local Planning Authority. Any works which form part of the installation shall be completed before any of the permitted dwellings are occupied.

Reason: In order to protect future residents against potential noise disturbance in accordance with Development Control Policies Development Plan Document Policy DC61.

#### 12. Screening

The proposed dwellings shall not be occupied until details of proposed screening at the rear of the site (stairway), has been submitted to, and approved in writing by, the Local Planning Authority. The screening shall then be carried out in accordance with the approved details and retained permanently thereafter to the satisfaction of the Local Planning Authority.

Reason: To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

### **INFORMATIVES**

1. Statement Required by Article 35 (2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraphs 186-187 of the National Planning Policy Framework 2012.
2. 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, which came into force from 22.11.2012, a fee of £116 per request or £34 where the related permission was for extending or altering a dwellinghouse, is needed.

3. 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>

<b>REPORT DETAIL</b>
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**1. *Call in***

- 1.1 This application has been called in by Councillor Robert Benham for the following reasons:

- Not in keeping with the area.
- Reducing the provision of family housing.
- Would present added strain on public services and local amenities.
- Detrimental Impact on parking.

**2. *Site Description***

- 2.1 The application relates to the premises at 87 Norwood Avenue, Romford, which currently comprises a two-storey end of terrace residential dwelling. To the front, this property is finished with a mixture of painted render and painted brick. A pebble dashed exterior covers both the rear and side elevations.
- 2.2 Onsite parking is available upon the area of hardstanding at the front of the property. A loft conversion has been completed which includes a dormer window to the rear. The surrounding area is residential in nature, comprising mainly terraced style dwellings.

**3. *Description of Proposal***

- 3.1 The application is seeking planning permission to convert a single dwelling into two self-contained flats. The scheme will include a first floor rear extension in order to provide a proposed kitchen.
- 3.2 The accommodation would include 1no. one bedroom unit at ground floor and 1no. two bedroom unit at first and second floor level.

- 3.3 Access to the two bedroom flat will be achieved through the main entrance on the front elevation. The side entrance will serve as access to the ground floor flat. The stairway to the rear also provide access to the amenity area.
- 3.4 The existing garden area will be divided in order to provide separate amenity areas for each flat.
- 3.5 The existing area of hardstanding immediately to the front of the subject site would be retained for parking purposes.
- 3.6 A communal resident's patio area to the rear of the site will be used for both refuse and cycle storage.

#### **4. *Relevant History***

- 4.1 D0179.17 - Certificate of lawfulness for a proposed loft conversion to include rear dormer and bathroom - Granted, 6 July 2017.
- 4.2 D0341.17 - Certificate of lawfulness for a proposed single storey rear extension - Granted, 2 October 2017.

#### **5. *Consultations/Representations***

- 5.1 Notification letters were sent to 15 neighbouring properties and 3 representations have been received.
- 5.2 The objections can be summarised as follows:
  - Disruption to neighbouring properties as result of excessive noise.
  - Out of keeping with the surrounding area.
  - Implications for access currently achieved via a shared alleyway.
  - Reduced provision of family housing.
  - Additional strain on public services and local amenities.
  - Negative impact upon parking provision within the area.

In response to the above: the functionality of a shared access route is a civil matter between the land owners in question. Matters concerning residential amenity and parking provision are discussed in the following sections of the report.

- 5.3 The following consultation responses have been received:
  - Environmental Health - no objection.
  - Local Highway Authority - no objection.

- Waste Management - Waste and recycling sacks will need to be presented by 7am on the boundary of the property on Norwood Avenue on scheduled collection day. Planning guidance has been provided.

## **6. *Relevant Policies***

- 6.1 Policies CP1 (Housing Supply), CP2 (Sustainable Communities), CP17 (Design), DC2 (Housing Mix and Density), DC03 (Housing Design and Layout), DC04 (Conversions to Residential & Subdivision of Residential Uses), DC32 (The Road Network), DC33 (Car Parking), DC35 (Cycling), DC36 (Servicing), DC55 (Noise), DC61 (Urban Design), DC63 (Delivering Safer Places), and DC72 (Planning Obligations) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Document are considered to be relevant.
- 6.2 Policies 3.3 (increasing housing supply), 3.4 (optimising housing potential), 3.5 (quality and design of housing developments), 3.8 (housing choice), 3.9 (mixed and balanced communities), 6.9 (cycling), 6.10 (walking), 6.13 (parking), 7.1 (building London's neighbourhoods and communities), 7.3 (designing out crime), 7.4 (local character), 7.6 (architecture), 7.15 (reducing noise and enhancing soundscapes), and 8.2 (planning obligations) of the London Plan, are material considerations.
- 6.3 The National Planning Policy Framework, specifically Sections 6 (Delivering a wide choice of high quality homes), and 7 (Requiring good design), are relevant to these proposals.

## **7. *Mayoral CIL implications***

- 7.1 The proposed development includes an increase in gross floor area by less than 100 square metres and as such, is exempt from the Mayoral CIL.

## **8. *Staff Comments***

- 8.1 The main considerations relate to the principle of the development, the impact on the character and appearance of the streetscene, the implications for the residential amenity of the future occupants and of nearby properties, and the suitability of the proposed parking, access and servicing arrangements.

## **9. *Principle of Development***

- 9.1 The proposal would only result in the rearrangement of the existing residential use. The use would therefore remain as residential and is acceptable in principle.



- 9.2 Although it is recognised that this scheme will result in the loss of a three bed family home, officers have noted how the proposal would establish two smaller units and make a contribution to the housing supply in the area. Furthermore, it is also conceivable that the smaller units, certainly the two bed flat, would provide suitable accommodation for smaller families. On this basis, it is considered that the development would be acceptable in principle.
- 9.3 Policy DC4 states that subdivision of existing units can provide an important source of additional housing for smaller households. Although the scheme will result in a living area abutting an adjacent bedroom – and therefore technically contrary to the requirements of DC4, staff do not consider this to be sufficient enough reason, on its own, to justify a refusal in this instance.
- 9.4 With regard to potential increases in noise disturbance, officers do not consider the proposal creating conditions which are significantly detrimental to neighbouring residential amenity. Based on the scale of the residential unit and the potential number of inhabitants, any disturbance to adjoining residential occupiers is not expected to notably increase above that generated by an ordinary single family dwelling.
- 9.5 Provided adequate sound insulation is first installed, officers consider that on balance, the proposal is acceptable. Should permission be granted, a condition will be attached to ensure this is the case.

## **10. *Density/Layout***

- 10.1 Policy 3.4 of the London Plan provides guidance in relation to the dwelling mix within residential developments. The proposal would provide 2no. residential units at a density equivalent to approximately 79 dwellings per hectare. This complies with the aims of Policy 3.4 which suggests that a greater dwelling density of between 40 to 80 dwellings per hectare would be appropriate in this location.
- 10.2 The 'Technical housing standards - nationally described space standard' document and Policy 3.5 of the London Plan set out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home.
- 10.3 The proposed dwellings would meet the internal floor space standards for one-bedroom flats and two-bedroom flats. The bedrooms would also comply with the minimum requirements set out in the technical housing standards with regard to floor area and width. Given this factor it is considered that the proposed development would be in accordance with the general principles of the technical housing standards and the flats would provide an acceptable amount of space for day to day living.
- 10.4 Havering's Residential Design SPD does not prescribe minimum space standards for private gardens. The SPD does however state that private amenity space should be provided in single, usable, enclosed blocks which

benefit from both natural sunlight and shading, adding that the fundamental design considerations for amenity space should be quality and usability. All dwellings should have access to amenity space that is not overlooked from the public realm.

- 10.5 Each of the flats would have access to a rear garden of between approximately 50 and 80 square metres. Staff are of the opinion that the amenity space for both units would be sufficiently private, screened from general public view and access, and are in a conveniently usable form. It is considered that occupants of the proposed flats would have access to a reasonable provision of outdoor amenity space which in this instance would be adequate for the requirements of the future occupants. As a result, it is considered that the proposed amenity area for both flats complies with the requirements of the Design for Living SPD and are acceptable.

## **11. *Design/Impact on Street / Gardenscene***

- 11.1 Policy DC61 states that development must respond to distinctive local buildings forms and patterns of development and respect the scale, massing and height of the surrounding context.
- 11.2 The proposal involves a limited amount of external changes which include a first floor extension and access stairway to the rear of the site. Although the stairway isn't a typical feature within the locality, it is modest in scale and confined to the rear of the site. As it does not appear a significant addition to the dwelling, the changes are considered to be acceptable and would integrate satisfactorily with the garden scene.
- 11.3 External changes are not proposed to the front elevation. The alterations will not be readily visible from the Norwood Avenue street scene.
- 11.4 Staff have taken a balanced view that the additional bulk to the rear is unlikely to appear overly dominant or overbearing in this setting. Therefore, Members are invited to consider, as a matter of judgement, whether the first floor rear extension would appear as an unduly harmful addition to the gardenscene.
- 11.5 In this instance, officers are of the opinion that on balance the scale of the proposed development would be acceptable, given the subservient design and appearance of the extension in comparison to the existing building, the height and massing of the surrounding residential dwellings.

## **12. *Impact on Amenity***

- 12.1 The Residential Design SPD states that new development should be sited and designed such that there is no detriment to existing residential amenity through overlooking and/or privacy loss and dominance or overshadowing. Policy DC61 reinforces these requirements by stating 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.

- 12.2 The depth and siting of the first floor rear extension complies with the Residential Extensions and Alterations SPD. As such, no significant impact upon residential amenity is envisaged.
- 12.3 Although the staircase would introduce the ability to overlook in a way that doesn't exist at present, it is considered that this aspect of the scheme has been appropriately positioned. The presence of the neighbouring extension will mitigate the visual intrusion and the resultant impact on privacy is not excessive enough to warrant a refusal. The proposed two storey extension will obscure any views in the opposite direction.
- 12.4 In order to eliminate the ability to look back into the first floor window, a condition will be attached to any approval. This condition will require suitable screening to first be implemented prior to the occupation of the proposed units.
- 12.5 Staff are therefore of the opinion that the proposed development would not harm the amenities of neighbouring properties to an extent that would justify refusing the scheme on these issues alone, and would provide acceptable living conditions for the future occupants. The proposal is therefore in accordance with Policy DC61 and the intentions of the NPPF.

### **13. *Parking and Highway Issues***

- 13.1 The site has a PTAL of 3 (moderate) which attracts a parking standard of 1-1.5 spaces per unit and therefore 1 space per unit is acceptable in this case.
- 13.2 The scheme has demonstrated the availability of 2no. off-street car parking spaces on the area of hardstanding immediately to the front the building. It is intended that these spaces would be unallocated and their use shared by the occupants of the new flats.
- 13.3 A communal patio/amenity area to the rear of the site will be used for both refuse and cycle storage.
- 13.4 The Local Highway Authority have raised no concerns with regard to the parking and access arrangements.

### **14. *Planning Obligations***

- 14.1 Staff do not consider a contribution towards education provision to be justified in this case. 1no. one bedroom flat and 1no. two bedroom flat will replace a three bedroom property therefore there will be no increase in child yield over and above that generated by the existing property.

### **15. *Conclusion***

- 15.1 Having regard to all relevant factors and material planning considerations Staff are of the view that this proposal would be acceptable.

- 15.2 Staff consider that the proposed development raises considerations in relation to the impact on the character and appearance of the streetscene and the impact on the amenity of the neighbouring residents. On balance the proposal is considered to be acceptable in all material respects.
- 15.3 Staff are of the view that the proposal would not have a harmful impact on the character and appearance of the area or result in a loss of amenity to neighbouring occupiers. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be granted subject to conditions.

## IMPLICATIONS AND RISKS

### ***Financial implications and risks:***

None.

### ***Legal implications and risks:***

This application is considered on the material planning considerations which are independent to the Council's interest as landowner of the site. No legal implications arise as a result of the proposal.

### ***Human Resources implications and risks:***

None.

### ***Equalities implications and risks:***

The Council's planning policies are implemented with regard to equality and diversity.