



# REGULATORY SERVICES COMMITTEE

4 December 2014

# REPORT

**Subject Heading:**

**P1196.14: 1 Junction Road, Romford**

**Ward:**

**Romford Town**

**Report Author and contact details:**

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**Policy context:**

**Local Development Framework  
London Plan, Planning Policy  
Statements/Guidance Notes**

**Financial summary:**

**None**

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

Clean, safe and green borough	<input type="checkbox"/>
Excellence in education and learning	<input checked="" type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input checked="" type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

## **SUMMARY**

The proposal is for the extension and conversion of existing solicitors office (use class B1) to form 6no. residential flats (use class C3). The development will consist of 3 no. one-bedroom flats and 3 no. two-bedroom flats.

On balance the proposal is considered to be acceptable in all material respects and it is recommended that planning permission is granted subject to conditions and the applicant entering into a Section 106 Agreement.

## **RECOMMENDATIONS**

That the Committee notes that the development proposed is liable for the Mayor's Community Infrastructure Levy (CIL) in accordance with London Plan Policy 8.3 and that the applicable fee would be £2,500, subject to indexation. This is based on the creation of 125 square metres of new gross internal floor space.

That the proposal is unacceptable as it stands but would be acceptable subject to the applicant entering into a Section 106 Legal Agreement under the Town and Country Planning Act 1990 (as amended), to secure the following:

- A financial contribution of £36,000 to be used towards infrastructure costs and paid prior to the commencement of development in accordance with the Planning Obligations Supplementary Planning Document.
- All contribution sums shall include interest to the due date of expenditure and all contribution sums to be subject to indexation from the date of completion of the Section 106 Agreement to the date of receipt by the Council.
- To pay the Council's reasonable legal costs in association with the preparation of a legal agreement, prior to completion of the agreement, irrespective of whether the legal agreement is completed.
- Payment of the appropriate planning obligations/ monitoring fee prior to completion of the agreement.

That the Head of Regulatory Services be authorised to enter into a legal agreement to secure the above and upon completion of that agreement that the Committee delegate authority to the Head of Regulatory Services to grant planning permission subject to the conditions set out below:

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 detailed on page 1 of the decision notice approved by the Local Planning Authority.

**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.

3. Parking Provision

Prior to the first occupation of the dwellings, the car parking provision shall be laid out to the full satisfaction of the Local Planning Authority and be made available for 6no. car parking spaces 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.

4. External Materials

Before any of the development hereby permitted is commenced, samples of all materials to be used in the external construction of the building(s) shall be submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

**Reason:** To safeguard the appearance of the premises and the character of the immediate area, and that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC54.

## 5. Landscaping

No development shall take place until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and shrubs on the site, and details of any to be retained, together with measures for the protection in the course of development. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

**Reason:** In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development, and that the development accords with the Development Control Policies Development Plan Document Policy DC61.

## 6. Refuse and Recycling

Prior to the first occupation of the development hereby permitted, provision shall be made for the storage of refuse and recycling awaiting collection according to details which shall previously have been agreed in writing by the Local Planning Authority.

**Reason:** In the interests of amenity of occupiers of the development and also the visual amenity of the development and the locality generally, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

## 7. Cycle Storage

Prior to the first occupation of the development hereby permitted, cycle storage as indicated in drawing no. 1250/04 shall be provided and permanently retained thereafter.

**Reason:** In the interests of providing a wide range of facilities for non-motor car residents, in the interests of sustainability.

## 8. Soil Contamination

Before any part of the development is occupied, site derived soils and/or imported soils shall be tested for chemical contamination, and the results of this testing together with an assessment of suitability for their intended use shall be submitted and approved in writing by the Local Planning Authority and thereafter only soils that are approved by the Local Planning Authority shall be used on or imported into the application site. Without prejudice to the generality of the foregoing, all topsoil

used for gardens and/or landscaping purposes shall in addition satisfy the requirements of BS 3882:2007 "Specification of Topsoil".

**Reason:** To ensure that the occupants of the development are not subject to any risks from soil contamination in accordance with Development Control Policies Development Plan Document Policy DC53.

#### 9. Boundary Screening/ Fencing

Prior to the commencement of the development, details of all boundary screening and screen walling shall be submitted to and agreed in writing by the Local Planning Authority and shall be permanently retained and maintained thereafter to the satisfaction of the Local Planning Authority.

**Reason:** To protect the visual amenities of the development and to prevent undue overlooking of adjoining properties.

#### 10. Construction Method Statement

Before development is commenced, a scheme shall be submitted to and approved in writing by the Local Planning Authority making provision for a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls;
- d) measures for minimising the impact of noise and, if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the Local Planning Authority;
- f) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the Local Planning Authorities;
- g) siting and design of temporary buildings;
- h) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- i) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

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

#### 11. Obscure Glazing

The proposed windows in the flank elevations as indicated on drawing no. 1250/02 Revision B, serving the bathrooms only, shall be permanently glazed with obscure glass and thereafter be maintained and permanently fixed shut to the satisfaction of the Local Planning Authority.

Reason: In the interests of privacy, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

### **INFORMATIVES**

1. 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 £97 per request or £28 where the related permission was for extending or altering a dwellinghouse, is needed.
2. Statement Required Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: Improvements required to make the proposal acceptable were negotiated and submitted, in accordance with para 186-187 of the National Planning Policy Framework 2012.
3. Thames Water Informative  
With regards to surface water drainage it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of Ground Water. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777.
4. The proposal is liable for the Mayor of London Community Infrastructure Levy (CIL). Based upon the information supplied with the application, the CIL payable would be £2,500 (subject to indexation). Further details with regard to CIL are available from the Council's website.
5. The planning obligations recommended in this report have been subject to the statutory tests set out in Regulation 122 of the Community Infrastructure Levy Regulations 2010 and the obligations are considered to have satisfied the following criteria:-
  - (a) Necessary to make the development acceptable in planning terms;
  - (b) Directly related to the development; and

- (c) Fairly and reasonably related in scale and kind to the development.

## REPORT DETAIL

### **1. Site Description**

- 1.1 The application relates to the property at 1 Junction Road, Romford. This is a two-storey detached building currently in use as a solicitor's office (use class B1a).
- 1.2 The property forms the end building in a row of large detached properties that front onto the eastern side of Junction Road. The neighbouring building located to the south at 3 Junction Road is split into two self-contained flats and the three storey flatted accommodation at Chartwell Place is located directly opposite to the west of the site. Immediately to the north is a resident's car park and Upwood Court which frames the corner of Junction Road and Main Road. To the east the rear of the site backs onto the car park of Romford Clinic and the rear garden of 4 Gilbert Road.
- 1.3 The premises has a vehicular access across the building frontage directly from Junction Road onto a strip of hardstanding which is used for off street car parking. There is an additional vehicular access to the rear of the site via a narrow access road leading between No. 4 & 6 Gilbert Road with additional car parking provision available in a rear yard area.
- 1.4 This section of Junction Road is characterised by large detached residential blocks of flats of two to three storeys in height.
- 1.5 The site is relatively flat and covers an area of 483 square metres.

### **2. Description of Proposal**

- 2.1 The application is seeking planning permission for the extension and conversion of existing solicitors office (use class B1) to form 6no. residential flats (use class C3). The development will consist of 3no. one-bedroom flats and 3no. two-bedroom flats.
- 2.2 The proposed development would involve various extensions including a two storey side extension, first floor rear extension and an increase in the roof ridge height to accommodate a loft conversion, conversion from hipped to gable ended roof and the installation of front and rear dormers.
- 2.3 The first floor extension would involve building out the main rear elevation by 0.7 metres with a centrally located section, set in from the side elevations by approximately 2.3 metres and would project out a further 4 metres. There

would be no access from the extension onto the flat roof of the existing single storey rear section of the building.

- 2.4 At the side the two storey extension would infill an area between the existing single storey rear extension and an existing two storey section. It would also project forward to infill the area adjacent to the front corner of the building, giving the building a consistent building line to the side and forming a gable elevation with additional extensions to the roof ridge height. As such the ridge line would be increased by approximately 0.7 metres. This would allow for the creation of a flat in the attic space and would alter the roof design from a hip to a gable with the inclusion of 2no. dormers in the front roof slope and 2no. dormers in the rear roof slope.
- 2.5 The 3no. ground floor flats will be accessed from separate entrances on the north and south side elevations, with the upper floor flats accessed from a new communal entrance to the front.
- 2.6 The strip of hard standing along the frontage would be retained for car parking providing 4no. spaces with an additional 2no. spaces provided to the rear and accessed via the existing right of way from Gilbert Road. A new electronic gate would be installed at the rear access into the site. The existing rear yard would be reconfigured with the inclusion of an area of shared amenity space.

### **3. Relevant History**

- 3.1 P1547.04 - First floor extension to office – Refused
- 3.2 P0957.99 – Single storey rear extension to offices – Approved
- 3.3 P0737.94 - Demolition of existing building and erection of 4no. 1 bed self-contained flats – Approved

### **4. Consultations/Representations**

- 4.1 Notification letters were sent to 109 properties and 3 letters of objection have been received.
- 4.2 The objections to the proposed development can be summarised as follows:
  - The boundary fencing is not to be renewed causing problems with weeds and pebbles intruding into the neighbouring garden.
  - The electronic gates and cycle store area would create additional noise.
  - The side window would result in a loss of privacy.
  - The conversion to flats will dramatically increase the number of cars using the existing access and passing closely between the houses causing noise, disturbance and vibrations.
  - Increased parking issues in the area.
  - The ownership of the rear access is shared by the owners of No.1 and No.5 Junction Road.



- 4.3 Essex and Suffolk Water - no objection.
- 4.4 Thames Water – no objection, recommended informatives relating to waste water, surface water drainage and water are included in any approval notice.
- 4.5 London Fire Brigade Water Team – no objection.
- 4.6 London Fire and Emergency Planning Authority – no objection.
- 4.7 Local Highway Authority – no objection.
- 4.8 Environmental Health – no objection, recommended a condition relating to contaminated land issues is included in any approval notice.

## **5. Relevant Policies**

- 5.1 Policies CP1 (Housing Supply), CP17 (Design), DC2 (Housing Mix and Density), DC11 (Non-designated Sites) DC33 (Car Parking), DC34 (Walking), 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.
- 5.2 Other relevant documents include the Residential Design SPD, Sustainable Design and Construction SPD and the Planning Obligations SPD.
- 5.3 Policies 3.3 (increasing housing supply), 3.5 (quality and design of housing developments), 3.8 (housing choice), 5.3 (sustainable design and construction), 6.9 (cycling), 6.10 (walking), 6.13 (parking), 7.3 (designing out crime), 7.4 (local character), 7.6 (architecture) and 8.2 (planning obligations) of the London Plan, are material considerations.
- 5.4 The National Planning Policy Framework, specifically Sections 6 (Delivering a wide choice of high quality homes), 7 (Requiring good design), 8 (Promoting healthy communities) are relevant to these proposals.

## **6. Staff Comments**

- 6.1 The main considerations relate to the principle of the development, the impact on the character and appearance of the street scene, the implications for the residential amenity of the future occupants and of nearby houses and the suitability of the proposed parking and access arrangements.

### ***Principle of Development***

- 6.2 The provision of additional housing is consistent with the NPPF and Policy CP1 as the application site is within a sustainable location in an established urban area.

- 6.3 In terms of the Local Plan the site lies outside the Metropolitan Green Belt, Employment Areas, Commercial Areas, Romford Town Centre and District and local Centres and is within a predominantly residential area. In addition, prior to the commercial use at the site, the building was originally constructed as residential accommodation.
- 6.4 On this basis the proposal is considered to be policy compliant in landuse terms and its use for domestic residential purposes is therefore regarded as being acceptable in principle.

### ***Density/ Layout***

- 6.5 Policy DC2 of the LDF provides guidance in relation to the dwelling mix within residential developments. Policy DC61 states that planning permission will not be granted for proposals that would significantly diminish local and residential amenity.
- 6.6 The proposal would provide 6no residential units at a density equivalent to around 80 dwellings per hectare. This complies with the aims of Policy DC2 which states that a dwelling density of between 80 to 120 dwellings per hectare would be appropriate in this location.
- 6.7 Policy 3.5 of the London Plan advises that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. To this end Policy 3.5 requires that new residential development conforms to minimum internal space standards.
- 6.8 For one-bedroom flats for two people the standard is set at 50 square metres and for two bedroom flats at between 61 square metres and 70 square metres depending on the number of occupants. The proposed flats would all either meet or exceed the required internal spacing standards and are therefore be considered to be of an acceptable size for day to day living.
- 6.9 The Residential Design SPD states that private amenity space should be provided in single, usable, enclosed blocks which benefit from both natural sunlight and shading. The proposed ground floor rear flat would have access directly onto the proposed shared amenity area, although this would not be solely for use by the flat, the proposed additional planting to the area around the doors would help to protect privacy. The amount of amenity space proposed is relatively low, but in comparison with the other flatted accommodation along this section of Junction Road is generally consistent with the existing arrangements for the area. Given the location of the site close to the town centre and in view of local character Staff consider, as a matter of judgement, that the amenity space provision is acceptable in this case. The suitability of the amenity provision and quality of the residential living environment is however a matter of judgement for Members.
- 6.10 On balance it is considered that the proposed internal spacing and amenity area would be of a suitable form and size and would therefore result in

acceptable living conditions for future occupants. The proposed dwelling would have adequate access to sunlight and daylight. Therefore the general site layout is considered to be in accordance with Policy DC61 and The Residential Design SPD.

### ***Design/Impact on Street/Garden Scene***

- 6.11 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.
- 6.12 The proposed building will form a relatively prominent feature in the streetscene at Junction Road. However, the design and style of the proposed extensions are considered to adhere to the architectural character of the surrounding area, with the roof ridge height, bulk and massing matching those of the neighbouring buildings at No.s 5 & 7 Junction Road.
- 6.13 The scale and massing of the three-story flatted accommodation at Chartwell Place located directly opposite the site would serve to reduce the impact of the increased roof ridge height within the context of its setting in the streetscene.
- 6.14 These substantial residential buildings opposite the site provide a backdrop for the current proposal. The scale and massing of the three-story flatted accommodation at Chartwell Place would serve to absorb the impact of the increased roof extension and increased bulk. Given the context of neighbouring development it is considered that the design would be acceptable within the local streetscene.
- 6.15 On balance it is considered that the proposed development would contribute positively to the streetscene at Junction Road and would serve to maintain and enhance the character and appearance of the area in accordance with Policy DC61.

### ***Impact on Amenity***

- 6.16 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.
- 6.17 The main consideration in terms of neighbouring residential amenity relates to the impact on privacy, daylight and outlook of the flats at No.s 3 & 3a Junction Road and No.4 Gilbert Road located to the south and east of the development site respectively.

- 6.18 The proposed first floor extension would be located to the north of No.3 Junction Road and set in from the boundary by approximately 3.6 metres. Consequently the positioning of this element of the proposal would result in a minimal impact in terms of overshadowing and loss of outlook. The roof extensions will increase the height and bulk of the building, however the majority of the extensions will be contained within the existing footprint and as such would not unduly impact on the residents at No.s 3a & 3 Junction Road. The windows in southern elevation of the application building would be reconfigured, most notably with a first floor bedroom window facing the side elevation of No.3, however this will replace an existing side office window. Two additional side windows will be installed in the first and second floors both serving the proposed bathrooms. These can be obscure glazed by condition. Any potential overlooking as a result of the window alterations would be limited and no materially greater than the current situation.
- 6.19 The proposed first floor extension will be located approximately 24 metres from rear windows at No.4 Gilbert Road at an oblique angle. The increased height and massing in comparison to the existing building will result in some loss of outlook, but given the distance and the spacing between the application site and No.4 Gilbert Road it would not be to an extent that would be considered detrimental to the amenity of the occupants. Likewise the additional windows in the rear elevation will face towards the rear garden area of No.4, again at an angle, but given the distance would not result in undue loss of privacy to the rear garden.
- 6.20 Given the distances and the positioning of the windows it is not considered that the proposed development will represent any issues in relation to residential amenity of the other neighbouring houses and flats in accordance with policy DC61.
- 6.21 In terms of the amenity of future occupants of the proposed dwellings, it is considered that although the amount of amenity space proposed in the development is limited, given the site location it is adequate. The surrounding flatted accommodation within this suburban location are characterised by modestly sized gardens and it is considered that the shared open arrangement of the areas around the rear car park adheres to this principle resulting in an acceptable quality of amenity for future occupants.
- 6.22 On balance, it is considered that the proposed development would not harm the amenities of neighbouring properties 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.

### ***Environmental Issues***

- 6.23 The site has been in use as commercial offices for many years and before that as residential accommodation. There are no historical contaminated land issues associated with the plot, however Environmental Protection

have requested a condition to ensure any soils imported to the site for landscaping purposes does not contain contaminates.

- 6.24 The site is not located within a Flood Zone and presents no issues in relation to flood risk.
- 6.25 The proposal is not considered to give rise to any significant noise issues subject to conditions required by Environmental Health.

### ***Parking and Highway Issues***

- 6.26 The site is in a central location and falls within the Romford PTAL zone 5-6, which is well served by public transport and within walking distance from the Romford train station. Government guidance encourages a relaxation in parking and other standards in town centre locations, particularly where there is good access to public transport and the proposal accords with this advice.
- 6.27 Nevertheless, the proposed development can demonstrate the provision of 6no. car parking spaces to the front and rear to be allocated as 1no. space per flat.
- 6.28 The Local Highway Authority has raised no objection to the proposal and the proposed car parking and access arrangements are considered to be satisfactory.
- 6.29 Secure storage for up to six bicycles would be provided in an enclosed timber cycle store adjacent to the existing single storey rear section of the building and the proposed communal amenity area.
- 6.30 An enclosed refuse store would be provided to the front of the site adjacent to car parking area. Given the proximity to Junction Road the area would be easily accessible for refuse vehicles.

### ***Community Infrastructure Levy and Developer Contributions***

- 6.31 The proposed development will create 6.no new residential units with 125 square metres of new gross internal floorspace. Therefore the proposal is liable for Mayoral CIL and will incur a charge of £2500.00 based on the calculation of £20.00 per square metre.
- 6.32 Under the provisions of Policy DC72 of the LDF and the Planning Obligations SPD a payment of £6,000 should be made for each new dwelling in respect of the infrastructure costs arising from the development. The proposal would create 6 no. new dwellings and would therefore be subject to a legal agreement to provide a contribution of £36,000.

## **7. Conclusion**

- 7.1 Having regard to all relevant factors and material planning considerations Staff are of the view that this proposal would be acceptable.
- 7.2 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, in particular the amount of amenity space provision. On balance the proposal is considered to be acceptable in all material respects.
- 7.3 Staff are of the view that the siting, scale and location of the proposal would not be disproportionate or have a harmful impact on the character of the street scene or rear garden setting nor would it 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 and the applicant entering into a legal agreement to secure the infrastructure contribution.

## **IMPLICATIONS AND RISKS**

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

Financial contributions will be sought through the legal agreement.

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

Legal resources will be needed to draft the legal agreement.

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

None.

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

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

## **BACKGROUND PAPERS**

Application form, drawings and supporting statements received on 29 August 2014.  
Revised plans received 27 October 2014.