

LONDON BOROUGH OF ENFIELD

PLANNING COMMITTEE

Date : 31st August 2010

Report of
Assistant Director, Planning &
Environmental Protection

Contact Officer:
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Ward: Bowes

Application Number : TP/10/0893

Category: Dwellings

LOCATION: 154 PALMERSTON ROAD, LONDON, N22 8RB

PROPOSAL: Conversion of single family dwelling into 2 self-contained flats (1 x 2-bed and 1 x 3-bed) involving single storey rear extension with external staircase and walkway over and rear dormer

Applicant Name & Address:

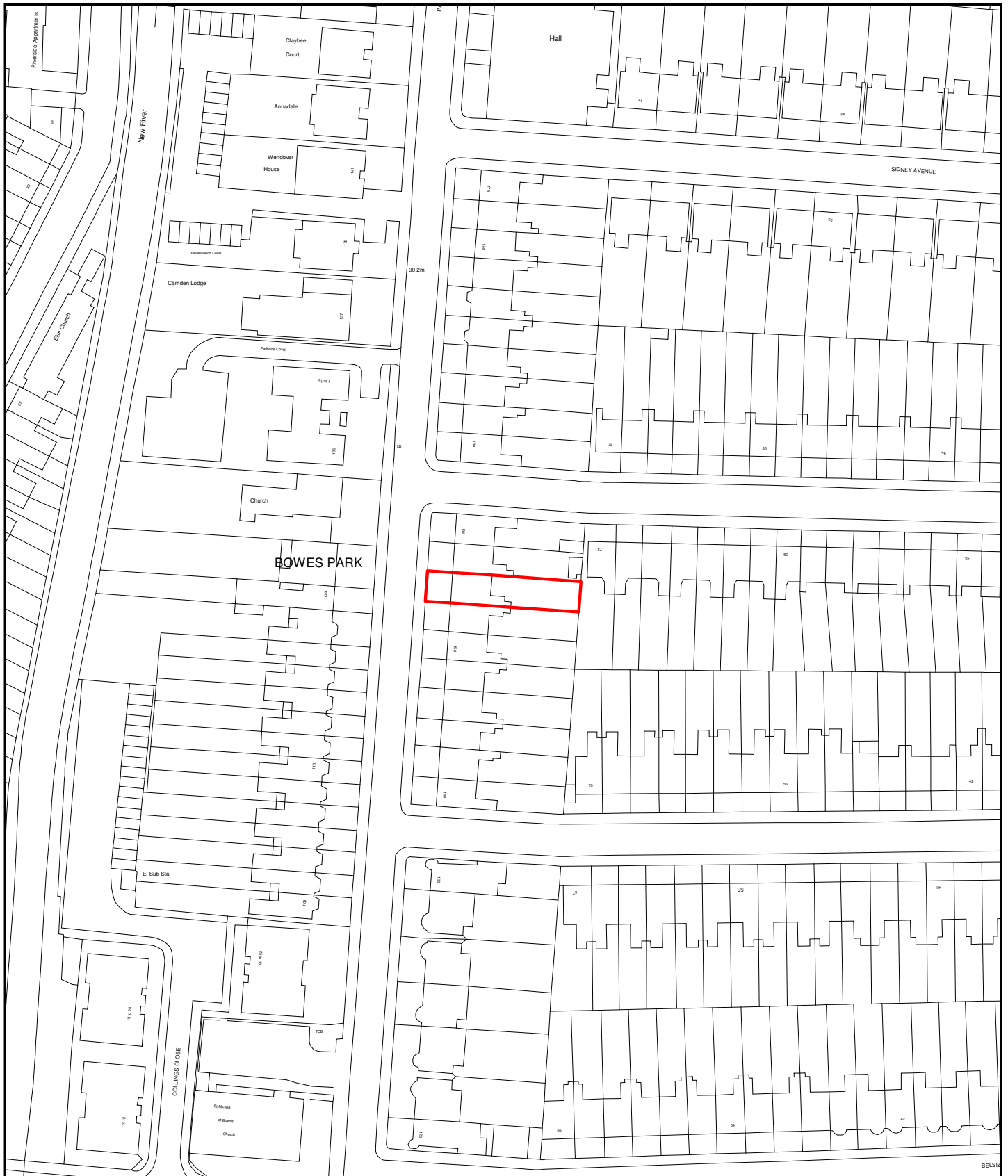
Mr Gareth Stockbridge
18 FRIERN PARK,
LONDON,
N12 9DA

Agent Name & Address:

Anastasi Estates
29 ST MARKS RISE
LONDON,
E8 2ML

RECOMMENDATION:

That planning permission be **GRANTED** subject to conditions



Development Control



Scale - 1:1250
Time of plot: 10:19

Date of plot: 13/08/2010

1. Site and Surroundings

- 1.1 The subject site comprises a two-storey mid-terrace dwelling house currently with an established use as a House of Multiple Occupation (HMO) situated on the east side of Palmerston Road. The surrounding area is residential in character, comprised predominantly of similar terraced dwellings and is serviced by the Green Lanes Large Local Centre.

2. Proposal

- 2.1 Permission is sought for the conversion of a single family dwelling into 2 self-contained flats (1 x 2-bed and 1 x 3-bed) involving a single storey rear extension with external staircase with walkway over and a rear dormer.

3. Relevant Planning Decisions

- 3.1 TP/07/2182 – Conversion of single family dwelling into 2 self-contained flats (comprising 1 x 2-bed and 1 x 3-bed) – Approved for the following reasons and subject to conditions (19/12/07):
1. The proposed conversion of the dwelling into one 2 bed flat and one 3 bed flat would contribute to increasing the Borough's Housing Stock, as well as providing units of an acceptable size and stacking having regard to London Plan Policy 3A.1 and policies (I)GD1, (I)GD2 and (II)H16 of the Unitary Development Plan and Supplementary Planning Guidance for flat conversions.
 2. The proposed conversion of the dwelling into one 2 bed flat and one 3 bed flat would not give rise to conditions prejudicial to the free flow and safety of traffic on the adjoining highways having regard to Policies (II)GD6 of the Unitary Development Plan and Planning Policy Guidance Note 13.
- 3.2 TP/09/1567 – Conversion of single family dwelling into 3 self contained flats (comprising 2 x 1-bed and 1 x 2-bed) involving a single storey rear extension, rear dormer and external staircase with walkway at rear – Refused by reason of:
1. The conversion of the single family dwelling into 3 self-contained flats (comprising 2 x 1-bed and 1 x 2-bed) by virtue of the substandard internal floor area of flat C and poor internal configuration and stacking, would result in the over-intensive use of the property and give rise to poor living conditions to occupiers of the property and together with the increased activity and additional vehicle movements associated with the proposed level of occupation, would detract from the residential character and amenities of the surrounding area and in particular the amenities of neighbouring residential properties. This would be contrary to Policies (I)GD1, (I)GD2 and (II)H16 Appendix A1.9 of the Unitary Development Plan, the Supplementary Planning Guidance on flat conversions and Policy 3A.6 of the London Plan (2008).

4. Consultations

- 4.1 Statutory and non-statutory consultees

4.1.1 Traffic and Transportation raise no objections to the scheme subject to conditions and note that the principle for development has been established under ref: TP/07/2182.

4.2 Public

4.2.1 Consultation letters were sent to 4 neighbouring properties. No objections have been received.

5. **Relevant Policy**

5.1 London Plan

Policy 3A.1 Increasing London's supply of housing
Policy 3A.2 Borough housing targets (see also table 3A.1)
Policy 3C.23 Parking strategy (see also Annex 4)
Policy 4B.3 Maximising the potential of sites (see also Table 4B.1)
Policy 4B.8 Respect local context and communities

5.2 Unitary Development Plan

(I)GD1 Regard to surroundings
(I)GD2 Development to improve the environment
(II)GD3 Aesthetic and functional design
(II)GD6 Traffic generation
(II)GD8 Access & servicing
(II)H6 Size and tenure of new developments
(II)H8 Privacy
(II)H9 Amenity space
(II)H12 Residential extensions
(II)H15 Roof extensions
(II)H16 Residential conversions

5.3 Local Development Framework

5.3.1 The Enfield Plan – Core Strategy has now completed its Examination in Public on the 'soundness' of the plan and the Inspectors report is now awaited. In the light of the matters raised, it is considered some weight can now be attributed to the policies contained in the Core Strategy and the following policies from this document are of relevance:

CP30: Maintaining and improving the quality of the built and open environment

5.4 Other Relevant Policy

PPS1: Delivering Sustainable Communities
PPS3: Housing
PPG13: Transport

Supplementary Planning Guidance

6. **Analysis**

6.1 Principle

- 6.1.1 Under ref: TP/07/2182 the principle of converting the property into 2 self-contained flats was accepted under the premise that the proposed scheme resulted in a less intensive use of the property when compared with its current and established use as a House of Multiple Occupation. The property remains in use as a House in Multiple Occupation comprising a total of 6 individual 'units' of accommodation sharing key facilities including a communal kitchen and bathroom area. Moreover, the extant consent does not expire until 27th December 2010 allowing the applicant to convert the property in lieu of the determination of this application.
- 6.1.2 To revoke the principle of development established under ref: TP/07/2182, the burden of proof falls to the Local Planning Authority to demonstrate a clear material change in the circumstances of the site and/or the status of emerging documents and existing policies.
- 6.1.3 To this end, the statutory plan for the Borough remains the Unitary Development Plan (UDP) adopted March 1994. Under Section 38 of the Planning and Compulsory Purchase Act, the Council's existing UDP policies were automatically saved for a three period. This ended on 27th September 2007. However, as from that date, the Local Planning Authority has received a Direction from the Secretary of State confirming the policies that have been retained are not considered to be in conflict with any more subsequent planning policy or guidance. The policies referred to in this application and in the previous approval are covered by this Direction and remain material considerations to be taken into account when determining planning applications i.e. there has been no change in relevant UDP policy.
- 6.1.4 Notwithstanding the above, regard has also been given to recent Government advice (PPS3) as well as policies in the London Plan in connection with the residential development and the general need to safeguard residential amenity, the cumulative impact on surrounding highways and the character of the surrounding area as a whole. It is considered that there are no policies or guidance at a national or regional level which given the current status of its saved Unitary Development Plan policies, conflicts with the objectives of the Council's policies regarding the proposed development.
- 6.1.5 Moreover, the context and wider circumstances of the site remain unchanged. Under ref: TP/07/2182, the proportion of conversion in the area already significantly exceeded the 20% threshold stipulated by Policy (II)H16. However, it was considered on balance that as the property was already in use as a HMO and the sheer proliferation of similar types of development in the area the character of the subject property and indeed the surround has materially and irrevocably been altered in favour of smaller converted units. Moreover, as an existing HMO, there was no loss of single family accommodation involved. Thus, in this respect, it is considered that it would be difficult to justify a retreat from the established principle.
- 6.1.6 With regard to minimum floor areas stipulated by Supplementary Planning Guidance, in light of the fact that the current scheme seeks to extend the property to the ground floor rear and loft areas, the size of the respective flats has increased and thus would serve to provide an improved living environment over and above both the previous approved scheme and in excess of Unitary Development Plan standards.

6.2 Impact on Character of Surrounding Area

- 6.2.1 In terms of the external work covered by this application, the proposed extension and dormer will be located to the rear of the property and will not therefore be discernible from the street scene. The overall appearance of the building therefore would remain unchanged.
- 6.2.2 In relation to rear additions, they are considered to be of an appropriate scale to ensure subordinate to the main dwelling and are of a design that does not unduly detract from the character and visual amenity of the surrounding area.

6.3 Impact on Neighbouring Properties

6.3.1 *Single Storey Rear Extension*

- 6.3.2 As submitted the proposed single storey rear extension will partially infill an area to the north of the existing single storey projection and would incorporate a flat roof. From ground level this creates a rear extension measuring a maximum of 2.7m in height. From the main rear wall the extension would measure 5.2m deep and project some 1.5m from the side of the existing extension.
- 6.3.3 There are no discernible differences in ground levels and given the particulars of the site, it is considered that any potential impact is limited to No.156 Palmerston Road.
- 6.3.4 As submitted, the proposed extension will have a depth of 5.2m significantly in excess of specified standards. However, given the presence of the existing projection to the subject property coupled with a single storey extension of a similar depth to No.156, it is considered that the extension is acceptable.
- 6.3.5 The proposed flank wall would contain patio doors. Given the particulars of the site and the relationship to an existing extension to No.156 it is considered that the presence of the windows would not affect the privacy to this neighbouring property having due regard to Policy (II)H8 of the Unitary Development Plan.
- 6.3.6 To gain access to the segregated rear garden from the first floor, the scheme proposes to install an external staircase. While it would be standard for the authority to resist the formation of such a staircase to the rear of the property, I found evidence of similar types of development on the adjoining properties and thus in this instance the formation of a staircase is acceptable.
- 6.3.7 From submitted plans the proposed rear dormer window is 3.85m wide by 1.4m high and would project a maximum of 1.9m from the roof plane. Policy (II) H15 of the Unitary Development Plan provides for roof alterations and stipulates that rear dormers are generally considered acceptable providing the following criteria are met:
- a) Dormer is appropriate size and design within the roof plane;
 - b) Dormer is in keeping with the character of the property; and
 - c) Dormer is not dominant when viewed from the surrounding area.
- 6.3.8 The proposed rear dormer would be set up from the eave by 900mm and down from the ridge by 500m. It would be built to the property boundary with

No.156, but given the particulars of the original built form with a partial third storey, the dormer would be set off of an existing projection from the roof plane. While it is obvious that one of the specified insets fall short of reaching the minimum standards normally required, it is considered that on balance that given the relatively modest proportions of the dormer that the degree of separation from the ridge and the eaves would be sufficient to ensure that the proposed dormer would constitute a visually dominant feature on the roof plane thereby complying with Policy (II)H15 of the Unitary Development Plan.

6.3.9 The proposed rear dormer would serve a loft bedroom and living area. Given the existing relationship of the subject dwelling with partial third floor and rear facing window, it is not considered that the imposition of the rear dormer would give rise to conditions prejudicial to the privacy of neighbouring properties in excess of levels currently experienced consistent with Policy (II)H8 of the Unitary Development Plan.

6..4 Flat Sizes

6.4.1 With regard to minimum floor areas stipulated by Supplementary Planning Guidance, in light of the fact that the current scheme seeks to extend the property to the ground floor rear and loft areas, the size of the respective flats have marginally increased, and thus would serve to provide an improved living environment over and above the previous approved scheme.

6..5 Parking

6.5.1 The proposed development seeks to provide 3 off-street car parking spaces servicing the flats. In consultation with Traffic and Transportation and in mind of the previous approval for the conversion of the property that showed 2 off-street spaces, it is considered that such provision is acceptable.

7. **Conclusion**

7.1 The principle for the conversion of the property has been established and there are no grounds under which the Local Planning Authority to rescind consent for the scheme. Subsequent alterations to include a single storey rear extension and rear dormer were also accepted in principle under ref: TP/09/1567 and serve consequently to enhance the living conditions of the respective flats to accord with the stipulations of Supplementary Planning Guidance.

7.2 It is considered, therefore, that the proposals are acceptable for the following reasons:

1. The conversion of the single family dwelling into two self-contained flats (comprising 1 x 2-bed and 1 x 3-bed) would contribute to increasing the overall housing stock of the Borough and contribute to London-wide strategic housing targets having regard to Policies 3A.1, 3A.2 and 4B.3 of the London Plan.
2. The conversion of the single family dwelling into two self-contained flats (comprising 1 x 2-bed and 1 x 3-bed), having regard to the floor areas of the two flats provides a satisfactory level of accommodation and does not unduly detract from the residential character and amenities of the surrounding area and in particular, the amenities of neighbouring

residential properties, in keeping with Policies (I)GD1, (I)GD2, (II)GD3, and (II)H16 (Appendix A1.9) of the Unitary Development Plan and Supplementary Planning Guidance on flat conversions.

3. The conversion of the single family dwelling into two self-contained flats (comprising 1 x 2-bed and 1 x 3-bed) does not give rise to conditions prejudicial to the free flow and safety of traffic on the adjoining highways having regard to Policies (II)GD6 of the Unitary Development Plan, 3C.23 of the London Plan and PPG13.
4. The proposed single storey rear extension, external staircase and rear dormer due to their size, design and siting does not affect the character and appearance of the existing property and would not unduly affect the amenity value or privacy of the surrounding properties having regard to Policies (I)GD1, (I)GD2, (II)GD3, (II)H8, (II)H12 and (II)H15 of the Unitary Development Plan.

8. Recommendation

8.1 That planning permission be GRANTED subject to the following conditions:

1. The external finishing materials shall match those used in the construction of the existing building and/or areas of hard surfacing.

Reason: To ensure a satisfactory appearance.

2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, or any amending Order, no external windows or doors other than those indicated on the approved drawings shall be installed in the development hereby approved without the approval in writing of the Local Planning Authority.

Reason: To safeguard the privacy of the occupiers of adjoining properties.

3. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, or any amending Order, no balustrades or other means of enclosure shall be erected on the roof of the extension(s). No roof of any part of the extension(s) shall be used for any recreational purpose and access shall only be for the purposes of the maintenance of the property or means of emergency escape.

Reason: To safeguard the privacy of the occupiers of adjoining properties.

4. The parking area(s) forming part of the development shall only be used for the parking of private motor vehicles and shall not be used for any other purpose.

Reason: To ensure that the development complies with Unitary Development Plan Policies and to prevent the introduction of activity which would be detrimental to amenity.

5. The development shall not commence until details of refuse storage facilities including facilities for the recycling of waste to be provided within the development, in accordance with the London Borough of Enfield – Waste and Recycling Planning Storage Guidance ENV 08/162, have been

submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided in accordance with the approved details before the development is occupied or use commences.

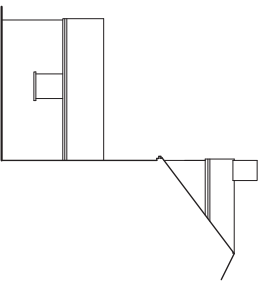
Reason: In the interests of amenity and the recycling of waste materials in support of the Boroughs waste reduction targets.

6. The development shall not commence until details of the surfacing materials to be used within the development including footpaths, access roads and parking areas and road markings have been submitted to and approved in writing by the Local Planning Authority. The surfacing shall be carried out in accordance with the approved detail before the development is occupied or use commences.

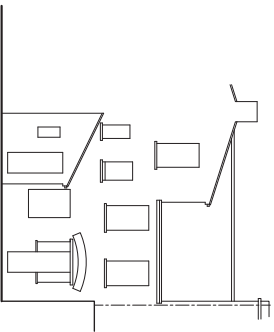
Reason: To ensure that the development does not prejudice highway safety and a satisfactory appearance.

7. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of the decision notice.

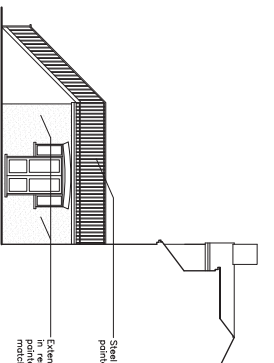
Reason: To comply with the provisions of S.51 of the Planning & Compulsory Purchase Act 2004.



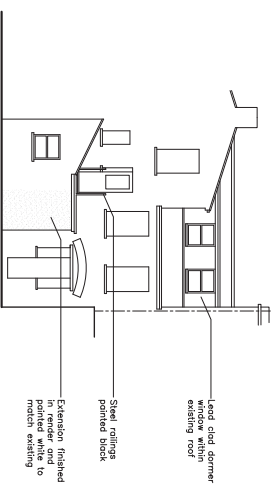
Existing Side Elevation



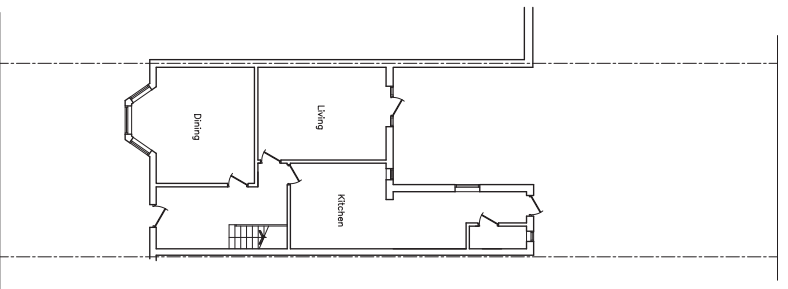
Existing Rear Elevation



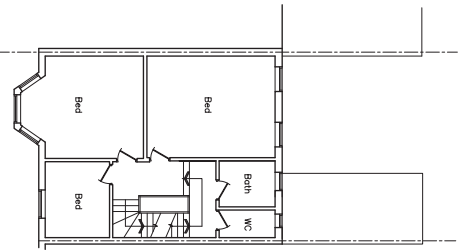
Proposed Side Elevation



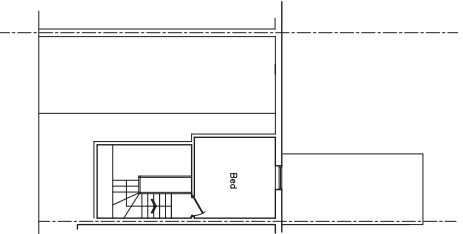
Proposed Rear Elevation



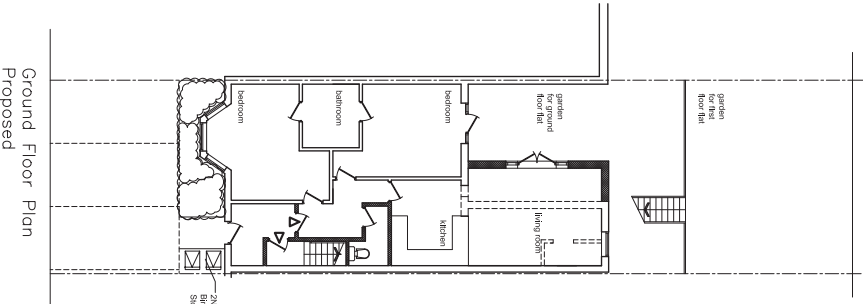
Ground Floor Plan Existing



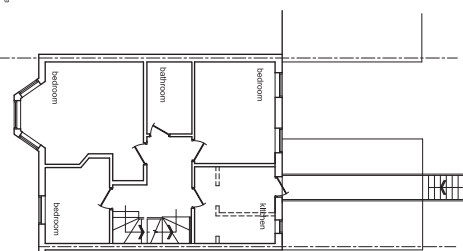
First Floor Plan Existing



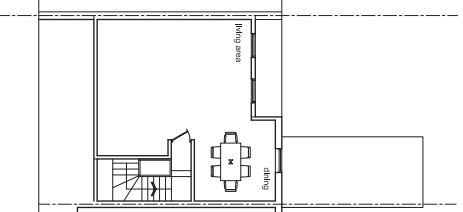
Second Floor Plan Existing



Ground Floor Plan Proposed



First Floor Plan Proposed



Second Floor Plan Proposed

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Drawing Title: Existing and Proposed Floor Plans and Elevations
Project: Conversion and Extension
Location: 154 Palmerston Road London N22 8RB
Scale: 1:100@A1
Drawn: tdp
Date: Oct 2009
Drawing No.: 3881 01 B

Rev: A 14/04/2010 tdp 2nd floor fill revised
 B 16/06/2010 tdp revised to 2 No lift scheme

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