**Barking and Dagenham Council**  
**Development Control Board**  

**Date:** 7 March 2016

**Application No:** 15/00385/FUL  
**Ward:** Mayesbrook

**Reason for Referral to DCB as set out in Part 2, Chapter 9 of the Council Constitution:** The application is recommended for approval and is considered by the Divisional Director of Regeneration to be contrary to policy CC1 (Family Housing) of the Core Strategy and policy BP5 (External Amenity Space) of the Borough Wide Development Policies Development Plan Document.

**Address:** 17-19 Sheppey Road, Dagenham

**Development:** Erection of single storey rear and side extensions in connection with conversion of dwelling house into 2 two bedroom and 1 one bedroom houses.

**Applicant:** Ablecorp Ltd

**Contact Officer:** Simon Bullock  
**Title:** Principal Development Management Officer  
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**Summary:**

17-19 Sheppey Road is a 6 bedroom house that has been formed from two terraced houses that were joined into a single unit plus a two storey side extension. It is now proposed that the building be converted into 2 two bedroom houses (re-instating the original houses on the site) plus a one bedroom house and associated single storey rear and side entrance extension within the previously extended part.

The resulting development would result in the loss of a family sized dwelling of 3 bedrooms or larger contrary to policy CC1 of the Core Strategy. However, on balance for the reasons set out below it is considered that the scheme would provide a net benefit in meeting local housing needs and is therefore considered acceptable in this respect.

The proposal would provide a good standard of accommodation for future occupiers and would comply with internal space standards set out in planning policy. The area of the rear gardens of the 2 two bedroom units would be somewhat below the policy standard set out in the Local Plan but would simply reinstate the original rear gardens (less the rear extensions that have been built) to these properties. The garden sizes would be in accordance with the London Plan and the gardens are considered to provide an adequate standard of amenity and, given the site constraints, the shortfall is considered acceptable.

The design of the extensions is acceptable, and a proposed hedgerow to provide a side garden boundary to the end unit has the potential to contribute positively to the street scene.

The scheme would not cause any harm to neighbouring occupiers and no objections have been received. The site is very close to Becontree underground station and there is adequate on street parking that is protected for the use of local residents through a
Controlled Parking Zone.

Recommendation(s):

That the Development Control Board grant planning permission subject to the following conditions:

1. The development permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by S.51 of the Planning and Compulsory Purchase Act 2004).


Reason: For the avoidance of doubt and in the interests of proper planning.

3. Before occupation all of the dwellings shall comply with Building Regulations Optional Requirement Approved Document M4(2) Category 2: Accessible and adaptable dwellings (2015 edition). Evidence of compliance shall be notified to the building control body appointed for the development in the appropriate Full Plans Application, or Building Notice, or Initial Notice to enable the building control body to check compliance.

Reason: To ensure that accessible housing is provided in accordance with policy 3.8 of the Minor Alterations to the London Plan.

4. The materials to be used in the construction of the external surfaces of the extensions hereby permitted shall match those in the existing building.

Reason: To ensure the development respects the appearance of the existing property and to maintain the amenity of the area in accordance with policies BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

5. The boundaries of the site shall be secured in accordance with the details indicated on drawing No. A3:706:105 Rev. D; the hard landscape boundary treatments shall be completed prior to the occupation of the development, and shall include the re-building of the existing gap in the front garden boundary wall; and the scheme shall include the planting of a laurel hedgerow in accordance with the approved drawing and the submitted Planting Specification within the first planting season following the commencement of the development. Should the hedgerow within a period of 5 years from the completion of the development die, be removed or become seriously damaged or diseased, it shall be replaced in the next planting season with a hedgerow of similar size and species unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the boundary treatment protects and enhances the character and amenity of the area in accordance with policy BP11 of the Borough Wide Development Policies Development Plan Document.

6. The permitted dwellings shall not be occupied until the two existing dropped kerbs serving the site are re-instated as raised kerb, unless any variation is agreed in writing by the Local Planning Authority.
Reason: In the interests of highway and pedestrian safety and convenience and in accordance with policy BR9 of the Borough Wide Development Policies Development Plan Document.

7. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re–enacting that Order with or without modification) no rear extension to any of the hereby permitted dwellings falling within Class A; Part 1; Schedule 2 to that Order shall be carried out without the prior written permission of the Local Planning Authority.

Reason: In order to prevent a loss of the limited rear garden spaces in the interests of maintaining a good standard of residential amenity, and to prevent a cramped overdevelopment of the site to the detriment of the street scene in accordance with policies BP5, BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

1. Introduction and Description of Development

1.1 17-19 Sheppey Road is a large house that has been formed by knocking two terraced houses into a single unit, plus the addition of a two storey side extension. It is now proposed that the original building be reinstated as two houses, and the two storey side extension be extended on the ground floor and converted to a one bedroom house.

1.2 The building is currently in use as a House in Multiple Occupation though this is unauthorised, and is the subject of an investigation by the Planning Enforcement Team.

2. Background

2.1 Planning permission was granted for single storey rear extensions to Nos. 17 and 19 Sheppey Road prior to its conversion into a single house.

2.2 04/00431/FUL - Erection of two storey side and single storey front extensions PERMITTED

2.3 05/00029/FUL- Erection of front bay windows and entrance alterations in connection with use of 17 and 19 Sheppey Road as single dwelling PERMITTED

2.4 05/00169/FUL - Erection of two storey side/rear extension PERMITTED

3. Consultations

Adjoining occupiers

3.1 Consultation letters were sent to 24 neighbouring occupiers. No responses were received.
3.2 No objections

Environmental Health

3.3 No objections

Transport Development Management

3.4
- The two disused vehicular crossovers in Sheppey Road should be reverted back into public footway at the applicant’s cost.
- The existing front garden wall opening with gates should be closed off and a wall erected so as to deter any parking in the front garden. This opening is too close to both the road junction and the pedestrian tactile paving and has the potential to cause accidents and serious harm, especially to pedestrians and school children.

3.5 Officer note: The proposed drawings have been amended to reflect these requirements and relevant conditions have been proposed as set out above.

Waste and Recycling Policy Manager

3.6 No objections

4. Local Finance Considerations

4.1 The proposed development is liable for Community Infrastructure Levy. The Mayoral CIL liability is £5,302.69 and the LBBD CIL liability is £2,318.63.

5. Analysis

Principle of the Development

5.1 The lawful use of the existing building is as a 6 bedroom house. The proposed development would result in the creation of two 2 bedroom houses, and one 1 bedroom house; providing a total of 3 residential units and 5 bedrooms.

5.2 The proposed loss of the 6 bedroom house would be contrary to policy BC4 of the Borough Wide Development Policies Development Plan Document which states that the loss of housing with 3 bedrooms or more will be resisted.

5.3 In relation to housing need within the Borough recent research in the Strategic Housing Market Assessment suggests that there is a greater housing need for 2 bedroom units as opposed to much larger units such as the existing.

5.4 The structure of the existing building lends itself to being converted into the unit mix that is proposed, as the two original houses on the site, Nos. 17 and 19 were built as two bedroom houses. Internally the structural wall at first floor level between Nos. 17 and 19 has been retained.
5.5 This has the advantage of enabling the building to be divided vertically, creating terraced housing with rear gardens as opposed to a flat type layout which may be required in order to create a 3 bedroom unit within the building.

5.6 Having regard to these circumstances, and that the scheme would result in the provision of two additional houses, it is considered that the proposed development would have a net positive impact in addressing housing need and would therefore be acceptable notwithstanding the policy conflict.

Amenity

5.7 The proposed dwellings would each meet the internal space standards set out in the ‘nationally described space standards’ and the Minor Alterations to the London Plan.

5.8 All houses are designed to comply with optional Building Regulation M4(2); equivalent to Lifetime Homes Standards.

5.9 The proposed one bedroom house would have a rear garden with an area of 25m² and a side garden with an area of 10m². Policy BP5 of the Borough Wide Development Policies Development Plan Document sets out minimum areas of garden space that will normally be expected. In relation to one bedroom houses no specific standard is set out but the standard for one bedroom flats is 20m². In the absence of a specific standard it is considered that a minimum area of 25m² could be considered acceptable which would reflect the proportionate difference in area the policy specifies between two bedroom flats and two bedroom houses. The total area provided at 35m² is therefore acceptable.

5.10 In respect of the two 2 bedroom houses these would have garden areas of 31m² and 29m² respectively, whereas the policy seeks a minimum garden area of 50m² for two bedroom houses. Whilst these garden areas are below standard this is a result of the original layout of the estate that provided shorter rear gardens at corner locations, and they are not untypical of parts of the Becontree Estate. The proposed sub-division of the house effectively re-instates the original design and it is not possible to increase the garden sizes due to the constraints of the site.

5.11 In relation to London Plan policy the proposed gardens would exceed the minimum standards required for external amenity space. Standard 4.10.1 of the London Plan draft Interim Housing Supplementary Planning Guidance requires that the two bedroom units have a minimum garden area of 6m², and the one bedroom unit 5m².

5.12 In view of the above policy and the site constraints it is considered that the proposed provision of private rear garden space for the development is acceptable. In addition a planning condition will be imposed that prevents any further rear extensions to the permitted dwellings that would diminish the limited garden space.

5.13 The proposal would not cause any harm to the amenities of adjacent neighbours.
Transport

5.14 The site has a Public Transport Accessibility Level (PTAL) of 3 on a scale of 0 to 6 where 6 is excellent. It is extremely close (100m) to Becontree underground station.

5.15 Within the main part of Sheppey Road there are designated pavement parking bays, and at the east end of the road adjacent to the site there is a row of 15 car parking bays sited in front of the terrace of 9 houses of which the application site forms the end unit. The proposed development would result in an additional 2 houses within this terrace, resulting in a total of 11 houses.

5.16 All these parking bays are within a Controlled Parking Zone (CPZ) due to the proximity to the station, with parking restricted to residents permit holders between the hours of 8.30am to 5.30pm Mondays to Fridays.

5.17 The existing dropped kerbs serving the site referred to by the Transport Development Management Officer would no longer be required as part of the proposed development. A condition can be imposed requiring that these are re-instated as raised kerbs. This would provide the opportunity to create an additional two on street parking bays within Sheppey Road.

5.18 The proposed development would result in an additional two houses, but the existing house would be substantially smaller. The proposal would not necessarily therefore result in an increase in the number of drivers living at the site and the consequent demand for on street parking. The row of parking bays in front of the terrace provides a generous supply of parking and the CPZ protects the on street parking for local residents. The scheme is therefore considered acceptable in this respect.

Design

5.19 For the most part the existing building would not be altered, the exceptions being the insertion of a new front door to serve No. 17; the insertion of secondary first floor windows to serve bedrooms in the front elevation, a small side extension to provide the entrance to the end of terrace one bedroom unit, and a single storey rear extension to this end unit. These alterations are considered acceptable in design terms.

5.20 The one bedroom unit is located at a right angle corner in Sheppey Road and would have a rear garden that has a side boundary abutting the pavement of Sheppey Road. A laurel hedge is proposed for this boundary to a minimum height of 1.5m. This is in order to provide privacy to the garden for future occupiers, and would provide a soft and attractive appearance within the street scene. A planting specification for this hedgerow has been provided and is considered acceptable.

Conclusion

5.21 The proposed development would result in the provision of two additional dwellings and will optimise the development potential of the site.

5.22 The scheme will provide a good standard of internal accommodation in accordance with planning policy standards, and the external amenity space provision is
considered acceptable in the circumstances and would be in accordance with London Plan standards.

Background Papers

- Planning Application File

- Local Plan Policy
  
  Policy CM1 General Principles for Development
  Policy CC1 Family Housing
  Policy BC2 Accessible and Adaptable Housing
  Policy BC7 Crime Prevention
  Policy BR9 Parking
  Policy BR10 Sustainable Transport
  Policy BP5 External Amenity Space
  Policy BP6 Internal Space Standards
  Policy BP8 Protecting Residential Amenity

- London Plan Policy
  
  Policy 3.4 Optimising housing potential
  Policy 3.5 Quality and design of housing developments
  Policy 3.8 Housing choice
  Policy 7.3 Designing out crime
  Policy 8.3 Community infrastructure levy

- National Policy
  
  National Planning Policy Framework
  National Planning Practice Guidance