4/02875/16/FUL - TWO STOREY FRONT AND SIDE EXTENSION. CONVERSION OF PROPERTY TO FORM FOUR SELF-CONTAINED FLATS. 2 BRACKNELL PLACE, HEMEL HEMPSTEAD, HP2 6BT. APPLICANT: MR WEIR-RHODES WATTS.

[Case Officer - Rachel Marber]

Summary

Planning consent is recommended for approval.

The principle of residential development in this location is considered acceptable. The proposed two storey side and front extension and conversion of property to form four flats would not result in detrimental impact to the visual amenity of the street scene. In addition the proposed is not considered to have an undue impact upon the residential amenity of the neighbouring residents or safety and operation of the adjacent highway. The proposed development therefore complies with the National Planning Policy Framework (2012), policies CS1, CS4, CS8, CS11 and CS12 of the Core Strategy (2013), saved policies 18, 19, 58 and appendices 3, 5 and 7 of the Local Plan (2004), and the Grovehill (HCA32) Character Area Appraisal (2004).

Site Description

The application site is located within the Grovehill (HCA32) residential area of Hemel Hempstead and comprises a two storey dwelling which is located to the east of Bracknell Place, fronting onto Crawley Drive. The dwelling sits (corner) between two terraced blocks. There is an undercroft walkway, which is publicly accessible, running behind the property.

Bracknell Place is characterised by two storey, terraced dwellinghouses of relatively similar period (dating 1960s-70s), architectural style, size and build line.

Proposal

The application seeks to extend granted within planning application ref: 4/03123/15/FUL for the conversion of the existing dwelling into two flats and single storey front extension.

This permission expands upon this approval, seeking consent for the conversion of the dwellinghouse into four flats, 2xone bed and 2xtwo bed. Alterations to the external appearance of the property are also proposed to include the construction of a two storey front and side extension.

The current proposal has been amended to address local residents concerns. The proposed front external amenity provision has been reallocated as hardstanding, and a crossover proposed in order to accommodate three off street parking spaces.

Referral to Committee

The application is referred to the Development Control Committee due to being called in by Cllr Bhinder.

Planning History

4/03123/15/FUL CONVERSION OF EXISTING TWO STOREY DWELLING INTO TWO SELF-CONTAINED FLATS ALONG WITH SINGLE STOREY EXTENSION TO GROUND FLOOR AND CONSTRUCTION OF A BRICK WALL TO REAR BOUNDARY OF SITE AND NEW FOOTPATH TO FRONT DOOR AT GROUND FLOOR LEVEL Granted 08/12/2015

Policies

National Policy Guidance (2012)

National Planning Policy Framework (NPPF) National Planning Policy Guidance (NPPG)

Adopted Core Strategy (2013)

- CS1- Distribution of Development
- CS4 The Towns and Large Villages
- CS8 Sustainable Transport
- CS11 Quality of Neighbourhood Design
- CS12 Quality of Site Design
- CS35 Infrastructure and Developer Contributions

Saved Policies of the Dacorum Borough Local Plan (2004)

- Policy 13 Planning Conditions and Planning Obligations
- Policy 18 The Size of New Dwellings
- Policy 19 Conversions
- Policy 58 Private Parking Provision
- Appendix 3 Gardens and Amenity Space
- Appendix 5 Parking Provision
- Appendix 7 Small-scale House Extensions

Supplementary Planning Guidance (2004)

HCA32 (Grovehill)

Constraints

No specific policy constraints, established residential area of Hemel Hempstead

Summary of Representations

Comments received from consultees:

Herts Property Services

No Comment

"Herts Property Services do not have any comments to make in relation to financial contributions required by the Toolkit, as this development is situated within Dacorum's CIL Zone 3 and does not fall within any of the CIL Reg123 exclusions. Notwithstanding this, we reserve the right to seek Community Infrastructure Levy contributions towards the provision of infrastructure as outlined in your R123 List through the appropriate channels.

I trust the above is of assistance if you require any further information please contact me or the planning obligations team (<u>development.services@hertfordshire.gov.uk</u>)."

HCC Highways

No Objection

"Notice is given under article 18 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 that the Hertfordshire County Council as Highway Authority does not wish to restrict the grant of permission subject to the following conditions:

Hertfordshire County Council as Highway Authority does not object to the development, subject to the conditions and informative notes below.

CONDITIONS

1. No works shall commence on site until a scheme for the refuse collection has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be fully implemented before the development is first occupied or brought into use and thereafter retained for this purpose.

Reason: To ensure the provision of adequate refuse collection that meets the needs of occupiers

2. All materials and equipment to be used during the construction shall be stored within the curtilage of the site unless otherwise agreed in writing by the Highways Authority prior to commencement of the development.

Reason: In the interest of highway safety and free and safe flow of traffic.

3. Road deposits. Best practical means shall be taken at all times to ensure that all vehicles leaving the development site during construction of the development are in a condition such as not to emit dust or deposit mud, slurry or other debris on the highway.

Reason. To minimise the impact of construction vehicles and to improve the amenity of the local area.

I should be grateful if you would arrange for the following note to the applicant to be appended to any consent issued by your council:-

INFORMATIVES

1. Obstruction of public highway land: It is an offence under section 137 of the Highways Act 1980 for any person, without lawful authority or excuse, in any way to wilfully obstruct the free passage along a highway or public right of way. If this development is likely to result in the public highway or public right of way network becoming routinely blocked (fully or partly) the

applicant must contact the Highway Authority to obtain their permission and requirements before construction works commence. Further information is available via the website: <u>http://www.hertfordshire.gov.uk/services/transtreets/highways/</u> or by telephoning 0300 1234047.

2. Road Deposits: It is an offence under section 148 of the Highways Act 1980 to deposit mud or other debris on the public highway, and section 149 of the same Act gives the Highway Authority powers to remove such material at the expense of the party responsible. Therefore, best practical means shall be taken at all times to ensure that all vehicles leaving the site during construction of the development are in a condition such as not to emit dust or deposit mud, slurry or other debris on the highway. Further information is available via the website <u>http://www.hertfordshire.gov.uk/services/transtreets/highways/</u> or by telephoning 0300 1234047

Highway Comment

The above scheme is for the conversion of existing two storey dwelling home into four selfcontained flats, two two-bed and two one-bed.

The proposed development site is close to the junction of Crawley Drive but set well back into Bracknell Place. Bracknell Place is a L2 local distributor road (cul-de- sac) and is a 30mph enforced road. The development site resides within the Grove Hill area of Hemel Hempstead.

ANALYSIS

The application is below the threshold contained in the Hertfordshire County Council (HCC) Roads in Hertfordshire Design Guide 3rd Edition, for a Transport Statement or a design and access statement.

Road Safety No accident data has been provided to support the application. Highway Layout

Access Arrangements The applicant has not submitted details of this within the application so the highway authority cannot comment.

Refuse Storage The applicant will need to identify space provided for refuse storage.

Parking

Car Parking Layout The parking provision (if required) will need to accord to The Dacorum Borough Council Parking Standards and it will be for the Dacorum Borough Council to determine the appropriateness of the level of parking provided. There is one garage in the curtilage of the current property. No parking proposals were submitted with the application.

Cycle Parking No details regarding cycle parking are provided. Cycle parking is required to be provided at 1 space per unit in order to adhere to the Dacorum Borough Council standards and guidance.

Accessibility

Public Transport There are many bus stops Close to the Redbourn Road that links the town centre Hemel Hempstead railway station providing access into central London, Clapham junction, Milton Keynes and interconnecting trains with these larger stations providing UK wide access is just over 5km away.

Pedestrian and Cycle Access There are some dedicated cycling facilities on the interconnecting roads and in particular access to the 'Nicky Line' off Pennine Way is close by. There are also suitable pedestrian footways located in the surrounding area providing access to local amenities and the main shopping areas such as the Henry Wells Square Grove Hill, Aldi off Redbourn Road and J Sainsbury at Woodhall Farm.

The accessibility of the site is considered to be good for a residential development.

Planning Obligations/ Community Infrastructure Levy (CIL) It is not considered that any planning obligations are considered applicable to the proposed development.

Summary Hertfordshire County Council (HCC) as a Highway Authority does not object to the proposed development. The proposals would not have a material impact on the highway network."

Contaminated Land

No Comment

DBC Clean Safe and Green

No Comment

Comments received from local residents:

9 Bracknell Place

Objection

"I would like to take this opportunity to raise a major concern regarding the proposed development.

Although I am aware of the need for extra housing in the Hemel Hempstead and building on unused land is a simple and cost effective method of dealing with the housing shortage I would like to raise the point about Parking on and around Bracknell Place.

Car use in the area has increased massively in the last few years and many of the occupants have had to build driveways to increase the parking availability. Adding a minimum of 4 car in the area, especially at the junction between Bracknell Place and Crawley drive which I believe is already dangerous will add to major problems getting in and out of the junction.

Number 2 Bracknell Place only has one Garage Space and possible only one space at the rear of the block so I can foresee problems with car parking.

I would hope that this is taken into account when the decision is made."

10 Bracknell Place

Objection

"Further to your site visit on Monday14th November we wish to inform you of our objection to the development of No2 Bracknell Place.

One of our main objections is in regard to the parking in Bracknell Place which is used as access to Livingston Walk and the additional demands possibly 8 more cars parking in a very short road (10 houses in total) would make.

In addition the development of these flats would significantly alter the profile of the residential area from family homes to potentially single occupancy accommodation. Some of the consequences of this type of accommodation and the tenants/owner's it may appeal to could include parties, loud music, late night car noise etcetera. This we find extremely worrying as this has been a quiet family road since the houses were first built.

We hope our objections are acknowledged and considered when making your decision on this application."

57 Livingstone Walk

Objection

"I write in connection with the above planning application. I have examined the plans and I know the site. I wish to object strongly to the development of these flats in this location. The redevelopment of this site from a single dwelling to four dwellings consisting of a pair of two bedroom flats and a pair of single bedroom flats is excessive.

This proposed site is a quiet side road that leads to a wider development in Grovehill. The additional dwellings could, potentially, lead to another ten vehicles needing parking spaces in an already very congested area. The road immediately outside the proposed development grants access to well over fifty dwellings already, many with multiple vehicle families. This, along with access needed for delivery, utility and emergency vehicles, makes this a quite strategic thoroughfare.

I would also wish to know if the proposed development is in compliance with Dacorum Councils "C-plan" Sustainability and Energy statement and will follow national guidance for Code Level and Building Regs. Part L.

I do not feel the local community have been sufficiently appraised of the proposed plans, certainly in respect to the additional resident vehicles which may need parking, and they do not seem to comply with the Dacorum Statement of Community Involvement (adopted July 2016) in either "Who we consult" or "How we consult". I understand it is not possible to apprise all the people this development may affect but it is my contention that the development, as proposed, would have a greater impact than has been considered by the planning office."

5 Bracknell Place

Objection

"1. The proposal reduces the amount of legitimate car parking at the site to an unacceptable level.

2. Would further aggravate vehicles over hanging the verge/road along Crawley Drive and Bracknell Place to the detriment of other road users and pedestrians.

3. There is already reduced vision when exiting Bracknell Place due to excessive cars and a *lorry, with potential risk factors (Health & Safety).*"

4 Bracknell Place

Objection

"I feel that four flats would impact greatly on the look of the area and would alter the layout of the area.

Four flats would generate a lot more traffic in what is already a small road and parking is already a problem here. Four flats has the potential to bring around eight or more cars to the road. The garage area which serves Crawley Drive is accessed through Bracknell Place and has already been turned into a busy, unofficial carpark with people parking wherever they like. There is no room there for any more cars and the number of cars using Bracknell Place to access it is already excessive.

The increase in the number of cars in Bracknell Place would be dangerous for cars coming out of the road. It is already difficult to see around the cars and lorries that are parked in Crawley Drive and this increase would only make the situation worse.

The value of our house would significantly decrease if four flats are built adjoining our property. I am very concerned that when the building work commences that my husband's health will be affected. He suffers with Dementia and he will be extremely agitated and confused with the building work that will be required for four flats next to our house.

This development will have a detrimental effect to our quality of life. The property currently is only attached by one corner and is not noticeable in our everyday lives. This proposal means that the property would be attached by almost the entire side of our house and it would no longer be an end of terrace, it will become a mid-terrace. This will be confusing for my husband with his Dementia and will make us feel like we are being crowded out.

The addition of four homes attached to ours will mean a lot more noise than we are used to because there will potentially be between four and twelve more people living next door to us (in four flats with six bedrooms)."

56 Livingstone Walk

Objection (as summarised)

"Where will they park their cars? Not a parking space has been provided. There is one road to all the houses and flats in Bracknell, Crawley Drive and Livingstone Walk. If they park outside property none of us will be able to get to our houses or garages. At 7pm whole area is jammed with cars and vans."

Key Considerations

Principle of Development

The application site is located within a residential area, wherein accordance to policy CS4 of the Core Strategy (2013) the principle of a residential extension is acceptable subject to compliance with the relevant national and local policies outlined below.

Within the Core Planning Principles outlined in the NPPF (2013) there is heavy emphasis on the planning system's responsibility to deliver more homes. Paragraph 47 of the NPPF (2013) stresses this further seeking to boost the supply of housing provided that there are no strong economic reasons why such development would be inappropriate This is supported further through DCS Core Strategy policy CS1 (2013) which focuses the bulk of new homes towards Hemel Hempstead.

Similarly, saved policy 19 of the Local Plan (2004), which deals specifically with the conversion of buildings into self-contained flats, also states that the conversion of houses to flats would be permitted in Hemel Hempstead (towns) subject to the following:

Significant proportion of houses are retained as single family dwellings: Within Bracknell Place only No.1 has been subdivided into separate flats (5/00544/06/FUL);

Traffic movement is not hindered: No objection received from HCC Highways and off street car parking provision provided (addressed in more detailed below); and

Terraced house no larger than 110 sq.m (unless contain 3+ bedrooms) shall be converted: The application house comprises 121sq.m existing internal floor space however, existing dwelling size is also 3+ bedrooms.

Thus, the proposed location of the dwellinghouse satisfies the eligibility criteria of saved policy 19 of the Local Plan (2004), NPPF (2012) and Core Strategy (2012). Thus, the main issues to the consideration of this application relate to the impact of the proposal upon the character and appearance of the immediate area, residential amenity of neighbouring properties and highway and parking implications.

Impact on Visual Amenity

Saved appendix 7 and policies 18 and 19 of the Dacorum Local Plan (2004), policies CS11, CS12 of the Core Strategy (2013) and the NPPF (2012) all seek to ensure that any new development/alteration respects or improves the character of the surrounding area and adjacent properties in terms of scale, massing, materials, layout, bulk and height.

The Area Character Appraisal for HCA32 Grovehill promulgates that the conversion of dwellings into smaller units may be acceptable in certain parts where larger dwellings are found.

In accordance with the submitted application the proposed extension would be of simple, traditional design, comprising of facing brickwork and rendered walls, 3 layer high performance felt flat roof, white UPVC windows and painted timber doors. These materials are considered acceptable and in-keeping with the existing dwellinghouse and street scene; complying with policy CS12 of the Core Strategy. The proposed fenestrations would also reflect and complement the existing dwellinghouse with several longer windows proposed to give the property a more modern appearance.

The proposed two storey front extension would extend the property to fall short of the front elevation of No.4 Bracknell Place by 0.9 metres. Moreover, the architectural style of the front extension would retain the appearance of the existing property; reflecting the height and design of the existing flat roof and fenestration placement. For this reason the proposed front extension would pull the property in line with Nos. 4 - 10 Bracknell Place and thus would appear as a congruous terraced property within this street scene.

The proposed two storey side extension would extend the property up to the boundary of the application site, immediate adjacent to the public footpath for a depth of 5.5 metres and width

of 1.7 metres. This element would reflect the build line and front projection feature of properties Nos. 58- 52 Crawley Drive. As such, due to the orientation of this feature facing Crawley Drive, it would also appear congruous with this build line and architectural style of the Crawley Drive properties.

The Planning Officers have no objection to the conversion of the property into self-contained flats. Moreover, the proposed units would be for small householders needing 1 or 2 bedrooms and self-contained units, as sought in saved policies 18 and 19 of the Local plan (2004).

Overall, it is considered that the architectural style of the proposed front and side extension, in order to facilitate the conversion of the property into four flats, would not result in a detrimental impact upon the visual amenity of the immediate area or existing property. Therefore, the proposed adheres with policies CS11 and CS12 of the Core Strategy (2013), saved appendix 7 and policies 18 and 19 of the Local Plan (2004), the NPPF (2012) and supplementary area character guidance HCA32 Grovehill (2004).

Impact on Residential Amenity

The NPPF (2012) outlines the importance of planning in securing good standards of amenity for existing and future occupiers of land and buildings. Saved appendix 3 of the Local Plan (2004) and policy CS12 of the Core Strategy (2013), seek to ensure that new development does not result in detrimental impact to neighbouring properties and their amenity space. Thus, the proposed should be designed to reduce any impact on neighbouring properties by way of visual intrusion, loss of light and privacy. Moreover, saved appendix 7 of the Local Plan (2004) advises that alterations should be set within a line drawn at 45 degrees from the nearest neighbouring habitable window.

The proposed front and side extension would not breach the 45 degree line as drawn from the rear habitable windows of No.4 Bracknell place or No. 58 Crawley Drive. As a result the proposed extensions would not result in a significant loss of daylight or outlook serving neighbouring properties.

The north elevation ground and first floor side facing windows serving the kitchens' of flats 3 and 2 have been conditioned as obscure glazed in order to preserve the privacy of the rear garden at No.4 Bracknell place. The Juliet balcony to the front elevation would reflect existing site circumstance and the Juliet balcony to the south elevation would not overlook any neighbouring properties, as it would face the adjacent Green.

Saved policy 19 of the Local Plan (2004) states that residential conversion should have sufficient access to outdoor amenity space. Saved appendix 3 of the Local Plan (2004) outlines that for a multiple occupancy residential development an amenity area at least equal to the footprint of the building should be provided. The proposed development would not feature any external amenity provision except for the Juliet balconies serving Flats 1 and 4. Nonetheless community recreational facilities are available at Grovehill/Woodhill Farm adventure playground and Margaret Lloyd Park, with open countryside also available nearby. As a result this lack of provision can be justified and offset by local outdoor amenity space.

As a result the proposal is considered acceptable in regards to impact upon the residential amenity and privacy of neighbouring residents; complying with the NPPF (2012), saved

appendices 3 and 7 of the Local Plan (2004) and policy CS12 of the Core Strategy (2013).

Impact upon Parking Provision and Access

Parking arrangements have a major impact on the quality and consequence of a development. The Council's Parking Standards within saved policy 58 and appendix 5 of the Local Plan (2004) requires 1 off street parking spaces one bed units and 1.5 for two bed units within Residential Zone 1 - 2.

The application seeks to provide 2x one bed flats and 2x two bed flats, which would require five off street parking spaces. The application has been amended to feature three off street parking spaces to the front of the property, and one within the allocated garage. As a result the proposal would result in a shortfall of 1 car parking space. Given the sustainable town centre location, on street parking available on both Bracknell Place and Crawley Drive and DBC policy guidance for maximum parking provision only, this shortfall is not considered to warrant a refusal.

Hertfordshire Highways were consulted on the scheme and raised no objection, provided the recommended conditions and informative be attached the grant permission. As a result the proposed development would not result in significant impact to the safety and operation of adjacent highway. Thus, the proposal would be considered compliant with policies CS8 and CS12 of the Core Strategy (2013), saved policy 58 and appendix 5 of the Local Plan (2004).

Community Infrastructure Levy (CIL)

Policy CS35 requires all developments to make appropriate contributions towards infrastructure required to support the development. These contributions will normally extend only to the payment of CIL where applicable. The Council's Community Infrastructure Levy (CIL) was adopted in February 2015 and came into force on the 1st July 2015. This application is CIL Liable.

Consultation Response

Several concerns were received as a result of the application. The main concerns are addressed below:

Insufficient Car Parking Provision- The scheme has been revised to accommodate four off street parking spaces; the assessment of which is outlined above.

Noise from multiple occupancy- Building Control approval will ensure that sufficient sound insulation is installed when the dwelling is converted into separate units. Nonetheless, it is not considered that the addition of four units would result in significantly further noise detriment than the previously approved two units.

Alter visual appearance of residential area- No significant external change to the property would result from the conversion into flats, please see visual amenity assessment above. Furthermore, No.1 Bracknell Place has also been converted into two separate self-contained flats.

Decrease in property value- This is not a material consideration when determining and assessing a planning application.

Disruption as a result of construction work- Construction works are limited to the hours of Monday to Saturday - 7:30am to 6:30pm and no noisy activities are permitted on Sundays and bank holidays. Such matters fall within the remit of Environmental Health.

<u>RECOMMENDATION</u> - That planning permission be <u>**GRANTED**</u> for the reasons referred to above and subject to the following conditions:

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

<u>Reason</u>: To comply with the requirements of Section 91 (1) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

2 The development hereby permitted shall be constructed in accordance with the materials specified on the approved drawings.

<u>Reason</u>: To ensure a satisfactory appearance to the development, in accordance with policy CS12 of the Core Strategy (2013).

3 No development shall take place until details of the materials proposed to be used on the surfaces of the footpaths and driveways have been submitted to and approved in writing by the local planning authority. The approved materials shall be used in the implementation of the development.

<u>Reason</u>: To ensure a satisfactory development, in accordance with policy CS12 of the Core Strategy (2013).

4 No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building is occupied. Development shall be carried out in accordance with the approved details.

<u>Reason</u>: To ensure a satisfactory appearance to the development; in accordance with policy CS12 of the Core Strategy (2013).

5 No development shall take place until details of facilities for the storage of refuse shall have been submitted to and approved in writing by the local planning authority. The approved facilities shall then be provided before the development is first brought into use and they shall thereafter be permanently retained.

<u>Reason:</u> To accord with saved policy 129 of the Dacorum Borough Local Plan (2005) and policy CS12 of the Core Strategy (2013).

6 Both windows serving the kitchens of flats 2 and 3 at ground and first floor level (north elevation) of the residential conversion hereby permitted shall be

permanently fitted with obscured glass and non-opening below a height of 1.7m from floor level.

<u>Reason</u>: In the interests of preserving privacy to the rear garden of No.4 Bracknell Place; in accordance with Policy CS12 of the Core Strategy (2013) and saved appendix 3 of the Local Plan (2004).

7 The development hereby permitted shall be carried out in accordance with the following approved plans/documents:

0632/03 Rev D 0632/04 Rev B

<u>Reason:</u> For the avoidance of doubt and in the interests of proper planning.

Informative 1 - Article 35 Statement

Planning permission has been granted for this proposal. The Council acted proactively through positive engagement with the applicant during the determination process which led to improvements to the scheme. The Council has therefore acted pro-actively in line with the requirements of the Framework (paragraphs 186 and 187) and in accordance with the Town and Country Planning (Development Management Procedure) (England) (Amendment No. 2) Order 2015.

Informative 2 - Highways

a. All materials and equipment to be used during the construction should be stored within the curtilage of the site unless otherwise agreed in writing by the Highways Authority prior to commencement of the development.

b. Obstruction of public highway land: It is an offence under section 137 of the Highways Act 1980 for any person, without lawful authority or excuse, in any way to wilfully obstruct the free passage along a highway or public right of way. If this development is likely to result in the public highway or public right of way network becoming routinely blocked (fully or partly) the applicant must contact the Highway Authority to obtain their permission and requirements before construction works commence. Further information is available via the website:

http://www.hertfordshire.gov.uk/services/transtreets/highways/ or by telephoning 0300 1234047.

c. Road Deposits: It is an offence under section 148 of the Highways Act 1980 to deposit mud or other debris on the public highway, and section 149 of the same Act gives the Highway Authority powers to remove such material at the expense of the party responsible. Therefore, best practical means shall be taken at all times to ensure that all vehicles leaving the site during construction of the development are in a condition such as not to emit dust or deposit mud, slurry or other debris on the highway. Further information is available via the website

http://www.hertfordshire.gov.uk/services/transtreets/highways/ or by telephoning 0300 1234047

Informative 3 - Hours of Construction Work

Construction works are limited to the hours of Monday to Saturday - 7:30am to 6:30pm and no noisy activities are permitted on Sundays and bank holidays.