



Application Reference:	P0721.18
Location:	Land between 8 & 9 Bretons Cottages, Rainham Road
Ward:	Elm Park
Description:	Construction of four residential houses with off-street parking and private amenity space.
Case Officer:	Adèle Hughes
Reason for Report to Committee:	The application is by or on behalf of the Council and is a significant development.

1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 1.1 The construction of four residential houses with off-street parking and private amenity space is acceptable in principle. It is considered that the proposal would not result in material harm to the open and spacious character of the Metropolitan Green Belt. Staff consider that the proposal would integrate satisfactorily in the streetscene, would not be harmful to neighbouring amenity or create any highway or parking issues. This application is recommended for approval subject to the completion of a legal agreement to secure a financial contribution towards education.

2 RECOMMENDATION

- 2.1 That the Committee resolve to grant planning permission subject to:

The prior completion of a legal agreement to secure the following planning obligations:

- A financial contribution of £24,000 to be used for educational purposes.
- 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.

- The Developer/Owner to pay the Council's reasonable legal costs associated with the Legal Agreement prior to the completion of the agreement irrespective of whether the agreement is completed.
- Payment of the appropriate planning obligations monitoring fee prior to the completion of the agreement.

2.2 That the Head of Planning is delegated authority to negotiate the legal agreement indicated above.

2.3 That the Head of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Time limit – The development must be commenced no later than three years from the date of this permission.
2. Details of materials – Written specification of external walls and roof materials to be used in the construction of the building(s).
3. Accordance with plans – The development should not be carried out otherwise than in complete accordance with the approved plans.
4. Parking provision - The area set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority and retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose.
5. Landscaping - No above ground works shall take place in relation to any of the development hereby approved until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping.
6. Boundary treatment – Details of all proposed walls, fences and boundary treatment.
7. Removal of permitted development rights - No development shall take place under Class A, B, C, D and E, unless permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.
8. Refuse - Details of refuse and recycling facilities
9. Cycle storage - Details of cycle storage.
10. Standard flank window condition – No window or other opening (other than those shown on the submitted and approved plan) shall be formed in the flank wall (s) of the building(s) unless specific permission has first been sought and obtained from the Local Planning Authority.
11. Wheel washing - Vehicle cleansing facilities to prevent mud being deposited onto the public highway during construction works shall be provided on site in accordance with details to be first submitted to and approved in writing by the Local Planning Authority.
12. Vehicle access - No part of the development hereby approved shall be occupied until the redundant access to the highway has been removed in

- accordance with the details that have been previously submitted to and approved in writing by the Local Planning Authority.
13. Construction methodology - No works shall take place in relation to any of the development hereby approved until a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers is submitted to and approved in writing by the Local Planning Authority.
 14. Hours of construction
 15. Installation of Ultra-Low NOx boilers
 16. Gas protection measures
 17. Archaeology – Written scheme of investigation to be submitted.
 18. Water efficiency – The dwelling shall comply with Part G2 of the Building Regulations - Water efficiency.
 19. Minor Space Standards - All dwellings hereby approved shall be constructed to comply with Part M4(2) of the Building Regulations - Accessible and Adaptable Dwellings.
 20. Stopping up order - Prior to commencement of the proposed dwellings hereby permitted an application to stop up that part of the application site which comprises adopted highway shall be submitted to the Council as Highway Authority and that application shall be confirmed by the Council as highway authority or the Secretary of State (on appeal) as appropriate.

Informatives

1. Approval following revision
 2. Approval and CIL
 3. Planning Obligations
 4. Fee informative
 5. Highway informatives
 6. Street naming and Numbering
 7. Archaeology informative
- 2.4 That, if by 22 March 2019 the legal agreement has not been completed, the Head of Planning is delegated authority to refuse planning permission.

3 PROPOSAL AND LOCATION DETAILS

3.1 Proposal

- The proposal is for the construction of four residential houses with off-street parking and private amenity space.
- One pair of semi-detached dwellings comprising units A & B would have a combined width of approximately 10.1 metres, a depth of approximately 9.8 metres and a height of 8 metres to the ridge.
- One pair of semi-detached dwellings comprising units C & D would have a combined width of approximately 9.2 metres, a depth of approximately 10.4 metres and a height of 8 metres to the ridge.
- Unit A would be located approximately 3 metres from the south western boundary of the site. Unit D would be located between approximately 0.5 and

0.9 metres from the north eastern boundary of the site. There would be pedestrian access to the land to the rear of the site in between units B and C.

- The proposed materials for the dwellings are part painted render and part brick, clay roof tiles and white UPVC windows.

3.2 Site and Surroundings

- The application site is part of the Bretons Outdoor Centre and comprises of a parcel of land, which is located between No.'s 8 Bretons Cottages to the south and No. 9 Bretons Cottages to the north in Rainham. The site is mostly unmade with some wood chippings and some grassed areas. There is a car park and Bretons Outdoor Recreation Centre buildings are located to the north west of the site. The surrounding area is characterised by two storey detached, semi-detached and terraced dwellings. The site is located in Metropolitan Green Belt.
- Officer's note: The supporting information for this application states that part of the proceeds of the proposed dwellings would be used to enhance Bretons Outdoor Centre. Staff consider that this proposal is acceptable on its individual planning merits and the financial contribution towards Breton's Outdoor Centre has not formed part of the material considerations for this application or the recommendation for approval.

3.3 Planning History

- No planning history.

4 CONSULTATION RESPONSE

- 4.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

5 LOCAL REPRESENTATION

- 5.1 A total of 30 neighbouring properties were notified about the application and invited to comment.

- 5.2 The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 0

- 5.3 The following Councillors made representations:

Councillor Miller and Councillor Mugglestone object to the application on the grounds of building on the Green Belt, which is against the Local Havering Plan and the NPPF.

- 5.4 Highways: No objection to the proposal in principle, but there are two issues which need to be addressed. No cycle parking is provided. 2 spaces per

dwelling is required in accordance with the London Plan. The highway extends into the site roughly 3.5m adjacent to No.8 and 1.5m adjacent to No.9. The development parking requires this land to be incorporated within the development and therefore in the event planning consent is granted, this area of highway will need to be stopped up under Section 247 of the Town and Country Planning Act. Recommends conditions regarding cycle storage, vehicle access, vehicle cleansing and informatives if minded to grant planning permission.

- 5.5 Fire Brigade – No objection. No additional fire hydrants are required.
- 5.6 StreetCare Department – Waste and recycling sacks need to be presented by 7am on the boundary of each property on Rainham Road on the scheduled collection day.
- 5.7 Environmental Health – The site lies within 250 metres of a former landfill site. Recommend conditions regarding gas protection measures, sound insulation, construction hours and the installation of Ultra-Low NOx boilers if minded to grant planning permission.
- 5.8 Historic England – The site lies between the historic route of Rainham Road and the mediaeval and later Bretons Hall moated complex. Archaeological evidence of activity related to Bretons may be present at the site. Cropmarks in the surrounding fields also show ring ditches suggesting prehistoric activity along the banks of the Beam. From the submitted details it is not clear as the impact created by the former hardstanding at the site however a brief survey of superseded OS mapping indicated that there has been no other development there in the modern era. Recommend a condition regarding archaeological evaluation if minded to grant planning permission.

6 MATERIAL PLANNING CONSIDERATIONS

- 6.1 The main planning issues raised by the application that the committee must consider are:
 - Principle of development
 - Impact on the Metropolitan Green Belt
 - Density/site layout
 - The visual impact and impact on amenity arising from the proposed development.
 - Highways and parking issues.
 - Financial and other mitigation
- 6.2 **Principle of development**
 - The application site falls within the Metropolitan Green Belt. National and local policies refer to a presumption against inappropriate development in Green Belt areas. The NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. When considering any planning application, local planning authorities should ensure that substantial weight is given to

any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

- Paragraph 145 of the National Planning Policy Framework (NPPF - Revised 2018) states that a Local Planning Authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this include limited infilling in villages. The proposed dwellings would infill a parcel of land adjacent to No.'s 8 and 9 Bretons Cottages. Staff consider that the provision of four dwellings would sit within the confines of existing residential development and therefore it represents limited infilling within a village and would be acceptable in principle.

6.3 Impact on the Metropolitan Green Belt

- It is considered that the proposed dwellings would not result in material harm to the Green Belt, as it would infill a vacant and underused parcel of land, which abuts two storey neighbouring properties either side at No.'s 8 and 9 Bretons Cottages. There is a large car park at the back of the site as well as houses on both sides, so the site is currently not used for any recreational purpose. There would be a minimum flank to flank separation distance of approximately 6 metres between the proposed dwellings and No.'s 8 & 9 Bretons Cottages, which would maintain some spaciousness within the site. In addition, there would be a flank to flank separation distance of 7 metres between Units B and C to provide pedestrian access to the remaining parcel of land to the rear of the site, which would contribute to the openness within the site and help to minimise the impact of the proposal on the Green Belt. Taking the above factors into account, it is considered that the separation distances between the proposed dwellings and No.'s 8 and 9 Bretons Cottages would help to mitigate the impact of the proposal on the Green Belt and contribute to its open and spacious character. Overall, Staff consider that infilling this parcel of land would not result in material harm to the Metropolitan Green Belt.

6.4 Density/site layout

- The site area is 0.0895 hectares and it has a PTAL rating of 1b (poor). Policy 3.4 Table 3.2 of the London Plan indicates that for 2.7-3.0 habitable rooms/unit, a density range of 50-75 units per hectare would be appropriate. The proposed density of development is 44 units per hectare. It is considered however that the relatively low density of development on this site is acceptable in principle owing to the constraints presented by the form of the site, which would prevent the site from being successfully developed at a higher density.
- Units A and B each have a gross internal floor area of 84 square metres, which meets the minimum gross internal floor area for a two storey, three bedroom, 4 person dwelling of 84 square metres contained in the Technical Housing standards. Units C and D each have a gross internal floor area of 80 square metres, which meets the minimum gross internal floor area for a two storey, two bedroom, 4 person dwelling of 79 square

metres contained in the Technical Housing standards. The proposal meets all the remaining criteria of the DCLG Technical Housing Standards.

- The Council's Design for Living SPD in respect of amenity space recommends that every home should have access to suitable private and/or communal amenity space in the form of private gardens, communal gardens, courtyards, patios, balconies or roof terraces. In designing high quality amenity space, consideration should be given to privacy, outlook, sunlight, trees and planting, materials (including paving), lighting and boundary treatment. All dwellings should have access to amenity space that is not overlooked from the public realm and this space should provide adequate space for day to day uses.
- It is considered that the amenity space for the new dwellings would not be unacceptably overlooked by neighbouring properties. In addition, boundary treatment and landscaping conditions will be placed if minded to grant planning permission. Staff are therefore of the opinion that the amenity spaces would be private, screened from general public view and access, and are in a conveniently usable form. As a result, it is considered that the proposed amenity area of the new dwellings complies with the requirements of the Design for Living SPD and is acceptable in this instance.

6.5 Visual impact

- Policy DC61 seeks to ensure that new developments are satisfactorily located and are of a high standard of design and layout, which is compatible with the character of the surrounding area and does not prejudice the environment of the occupiers or adjacent properties.
- The immediate surroundings are characterised by two storey detached, semi-detached and terraced properties. Staff consider that the introduction of four proposed dwellings would respect the existing predominant form and character of the dwellings set facing Rainham Road. The proposed dwellings and the layout of the site would reflect the character of neighbouring properties in the streetscene. The eaves and ridge heights of the proposed dwellings would be in general alignment with No.'s 8 and 9 Bretons Cottages. Staff consider that the proposed dwellings would integrate satisfactorily with the character and appearance of the streetscene. The design, fenestration and form of the dwellings are deemed to be acceptable and would not be out of keeping or harmful to the character or appearance of the surrounding area. The proposed materials for the dwellings are part painted render and part brick, clay roof tiles and white UPVC windows. Details of materials will be secured by condition if minded to grant planning permission.

6.6 Impact on residential amenity

- To the rear of No. 8 Bretons Cottages, there is a side porch with an obscure glazed door and there are two first floor flank windows, the first

one is obscure glazed and serves a bathroom and the second window serves a landing/corridor, neither of which are habitable rooms.

- It is considered that the proposed dwellings would not result in a significant loss of amenity to No. 8 Bretons Cottages, as it doesn't have any flank windows that are primary light sources to habitable rooms. In addition, there is favourable orientation, as the application site is located to the north east of No. 8 Bretons Cottages. There would be a flank to flank separation distance of between approximately 6 to 8 metres between No. 8 Bretons Cottages and Unit A (the nearest proposed dwelling), which would help to mitigate its impact. The front façade of units A and B are in general alignment with the front façade of No. 8 Bretons Cottages. Units A and B do not have any flank windows.
- The two storey rear projection of No. 9 Bretons Cottages has a half glazed, half solid door on its south western flank together with one ground floor flank window that serves a kitchen and is a secondary light source, as there is a window on its rear façade. The two storey rear projection of No. 9 Bretons Cottages has one first floor flank window that serves a bedroom and is a primary light source. It is considered that the proposed dwellings would not result in material harm to No. 9 Bretons Cottages, as Unit D does not impede a 45 degree notional line taken from the first floor flank bedroom window of No. 9 Bretons Cottages. There would be a minimum and maximum flank to flank separation distance of approximately 7 to 9 metres between No. 9 Bretons Cottages and Unit D (the nearest proposed dwelling), which would help to mitigate its impact. Unit D features two ground floor flank windows that serve an open plan living/kitchen and dining room. Details of boundary fencing and landscaping will be secured by condition to prevent any undue overlooking or loss of privacy at ground floor level. It is considered that the proposed dwellings would not create any overlooking or loss of privacy over and above existing conditions.
- The proposed dwellings would be well separated from the Bretons Outdoor Recreation Centre buildings to the rear of the site and neighbouring dwellings on the opposite side of Rainham Road.

6.7 Parking and Highway Implications

- The site has a PTAL rating of 1b (poor). The London Plan has a maximum residential parking standard of up to 2 spaces per unit. Two parking spaces would be provided for each proposed dwelling and this level of provision is considered to be acceptable. The Highway Authority has advised that the highway extends into the site roughly 3.5m adjacent to No.8 and 1.5m adjacent to No.9 Bretons Cottages and the development parking requires this land to be incorporated within the development and therefore in the event planning consent is granted, this area of highway will need to be stopped up under Section 247 of the Town and Country Planning Act. This section of highway has been included as part of the application site and revised plans have been submitted accordingly. Details of a stopping up order, vehicle access, vehicle cleansing, refuse and recycling provision and cycle storage will be secured by condition if minded to grant planning permission.

6.8 Trees

- There are no Tree Preservation Orders on the site. The proposal involves removing the trees along the front boundary of the site and the landscaping scheme includes planting replacement trees in the back gardens of the proposed dwellings.

6.9 Financial and Other Mitigation

- The proposal would attract the following section 106 contributions to mitigate the impact of the development:
- Up to £24,000 towards education.

6.10 The proposal would attract the following Community Infrastructure Levy contributions to mitigate the impact of the development:

- £7,044 Mayoral CIL towards Crossrail

7 Conclusions

- All other relevant policies and considerations have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.