



REGULATORY SERVICES COMMITTEE

24 April 2014

REPORT

Subject Heading:

**P0106.14: Rear of 16-20 Cranham
Road, Hornchurch**

**Demolition of existing workshops and
erection of a new detached chalet style
bungalow (with first floor). (Application
received 10 February 2014)**

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

This matter is brought before committee because the application has been called in by Councillor Rochford. The call in is on the grounds that the issues associated with the suitability of the proposal and other important considerations should be discussed by the Committee.

The proposal is for the demolition of the existing workshops and buildings and the erection of a new two bedroom detached chalet style bungalow, with a garden to the side and parking area to the front served by an existing narrow access from Cranham Road.

Due to the awkward and cramped nature of the site and close proximity to the adjacent railway line, Staff consider that the proposed development would create an awkward and incongruous dwelling within a cramped and enclosed environment leading to an unacceptable living environment for future occupants.

The proposal is therefore considered to be contrary to policy and it is recommended that planning permission is refused.

RECOMMENDATIONS

It is recommended that planning permission be refused for the following reasons:

1) Layout

The proposal would, by reason of its layout, bulk and mass, create an awkward and incongruous dwelling within a cramped and enclosed environment resulting in an unsatisfactory relationship to the neighbouring residential dwellings and surrounding streetscene. The proposed development is therefore contrary to Policy DC61 of the LDF Core Strategy and Development Control Policies DPD and the Residential Design SPD.

2. Outlook and Setting

The proposed development would, by reason of the cramped and enclosed layout, bulk and mass and the close proximity to the railway line, result in over-development together with an inadequate setting and poor outlook which would create an unacceptable living environment to the detriment of future occupiers. The proposed development is therefore contrary to Policy

DC61 of the LDF Core Strategy and Development Control Policies DPD and the Residential Design SPD.

3. Planning Obligation

In the absence of a mechanism to secure a planning obligation towards the infrastructure costs of new development the proposal is contrary to the provisions of the Havering Planning Obligations Supplementary Planning Document and Policy DC72 of the LDF Core Strategy and Development Control Policies DPD.

INFORMATIVES

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: Consideration was given to seeking amendments, but given conflict with adopted planning policy, notification of intended refusal, rather than negotiation, was in this case appropriate in accordance with para 186-187 of the National Planning Policy Framework 2012.

REPORT DETAIL

1. Site Description

- 1.1 The application site is a collection of 2no. workshop buildings to the rear of houses at 16 and 20 Cranham Road. The site is set to the rear of residential gardens with a hardstanding yard area leading to an approximately 30 metre long and 3.35 metre wide driveway providing a narrow vehicular access to Cranham Road. The buildings and yard have a historical light industrial use.
- 1.2 The site is located within a predominantly residential area with the southern site boundary immediately adjacent to the Romford to Hornchurch railway line and the rear gardens of houses on Cranham Road to the north.

2. Description of Proposal

- 2.1 The proposal is for the demolition of the existing workshop buildings and the construction of an 8.75 metre deep x 12.32 metres wide, and 6.2 metres high (up to the roof ridge) chalet style bungalow. The building will be sited on an L-shaped footprint covering a floor area of approximately 84 square metres, with two bedrooms on the first floor and a kitchen, dining room, lounge and bathroom at ground floor level. On the south elevation the proposed bungalow will include a first floor dormer window and a Juliet balcony and on the north elevation a single first floor dormer window. The

building will incorporate a traditional pitched roof design with a 3.24 metre forward projecting wing to the east.

- 2.2 Off street car parking spaces for 2no. vehicles will be provided immediately to the front of the proposed bungalow in an area of hardstanding adjacent to the main access driveway.
- 2.3 The proposed dwelling will be positioned in the south eastern corner of the site, 1 metre from the southern boundary with the adjacent railway line and 1 metre from the rear garden boundary of 22 Cranham Road. The area to the west of the site bounded by the railway line and the rear garden at 20 Cranham Road will be laid out as private amenity space, providing an area of around 73 square metres of garden to the side of the bungalow.

3. Relevant History

- 3.1 There is no relevant planning history relating to the site.

4. Consultations/Representations

- 4.1 Neighbour notification letters were sent to 17 properties. 1 representation was received as a result of the consultation raising the following issues:
 - The proposed first floor windows will directly overlook the rear garden and rear windows.
 - The privacy in the neighbouring property will be reduced.

5. Staff Comments

- 5.1 The issues arising from this proposal are the principle of development and the impact on neighbouring residential amenity and on the character and appearance of the surrounding area.
- 5.2 Policies CP1 (Housing Supply) CP17 (Design), DC2 (Housing Mix and Density), DC3 (Housing Design and Layout) DC33 (Car Parking), DC61 (Urban Design) and DC63 (Delivering Safer Places) of the Local Development Framework Core Strategy and Development Control Policies Development Plan Document are considered to be relevant.
- 5.3 Other relevant documents include the Residential Design SPD, Sustainable Design and Construction SPD and the Planning Obligations SPD.
- 5.4 Policies 3.17 (Health and Social Care Facilities) and 7.4 (Local Character) and 8.3 (Mayoral CIL) of the London Plan (2011) and the National Planning Policy Framework (NPPF) are also relevant.

6. Principle of Development

- 6.1 The NPPF and Policy CP1 support the increase in the supply of housing in existing urban areas where development is sustainable. Policy CP1 states that brownfield land should be prioritised for housing development.
- 6.2 The proposal would remove the existing light industrial use from its proximity to neighbouring residential gardens. The use of the workshops are relatively low key and there is no history of noise complaints, dust or nuisance issues in relation to the operation as a workshop. A continued low key commercial use is not therefore considered wholly inappropriate. Nevertheless, Staff consider that given the Policy support for residential proposals the principle of residential development is acceptable in space terms.

7. Density/ Layout

- 7.1 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.
- 7.2 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 conform to minimum internal space standards set out in the London Plan. Accommodation with 2 bedrooms for 4 people should provide a minimal internal spacing of 70 square metres. The proposed development exceeds this minimum standard and can demonstrate an internal floor space provision of 133 square metres in accordance with the London Plan.
- 7.3 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. An area of approximately 73 square metres to the side of the bungalow will be landscaped and set out as private garden amenity space. Staff consider that amount of amenity space proposed in the development is acceptable in itself and accords with the provisions of the Residential Design SPD.
- 7.4 Staff consider that the main constraint in terms of the site layout relates to the cramped and enclosed nature of the site. The development, whilst meeting internal space standards forms an awkward and confined relationship with the surrounding area. The side and rear elevations of the bungalow will be located only 1 metre from the site boundary, leaving little in terms of a buffer from the immediately adjacent railway line.
- 7.5 With regard to the proximity of the development to the railway line the advice in the consultation response from Network Rail states that any building should be situated at least 2 metres from Network Rail's boundary to allow for construction and future maintenance of a building without requirement for

access to the operational railway environment. This 2 metre buffer is also recommended to ensure Network Rail is able to adequately maintain structures and boundary treatments on their land.

- 7.6 At 1 metre from the boundary the proposed bungalow would therefore encroach into the buffer zone recommended by Network Rail.
- 7.7 Staff consider that the outlook from the bungalow would be poor with views from the rear windows looking directly onto the railway. To the front outlook would be dominated by the long and narrow vehicular access and proposed parking area. As a result the proposal will offer little in the way of suitable setting or satisfactory outlook from the proposed dwelling. Therefore Officers are concerned that the proposal would create an unacceptable living environment contrary to the requirements of Policy DC61.
- 7.8 Taking into account the site constraints, staff consider that the proposal would result in a cramped and enclosed overdevelopment of the site.

8. Design/Impact on Street/Garden Scene

- 8.1 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.
- 8.2 The proposed bungalow will be of a traditional pitched roof design incorporating dormer windows within the roof level. Given the location of the site the proposed bungalow will not be visible from Cranham Road and will be screened to a large extent by the existing built development along the road frontage. To the south the site will be visible from the rear gardens of houses on Thorncroft; however this will be some 30 metres away on the opposite side of the railway line.
- 8.3 The development will replace an existing collection of single storey workshop buildings. Staff consider that the design of the bungalow will serve to maintain the visual character and appearance of the surrounding area in terms of the built development.
- 8.4 At present the site has a commercial use and its distinct separation from the residential frontage in a strip of backland creates a welcome separation between the conflicting residential and light industrial uses.
- 8.5 With the introduction of a new dwelling in this location, the relationship with the surrounding area will change and the proposal will present an additional dwelling that is outcast and disjointed from the neighbouring houses on a cramped and confined site to the rear of the main Cranham Road residential building line. As such Staff consider that the proposed dwelling will bear little relationship with the surrounding properties and this proposed arrangement will serve to emphasise the cramped and uncharacteristic nature of the backland development.

9. Impact on Amenity

- 9.1 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.
- 9.2 The main consideration in terms of residential amenity relates to the impact on the occupants of 16 and 20 Cranham Road and 20 and 21 Thorncroft.
- 9.3 The proposed house will be located to the south of Cranham Road some 21 metres from the rear of No.20 and 24 metres from the rear of No.16. Given the existing arrangement of buildings on the site the replacement dwelling will not affect outlook from these neighbouring properties. Taking into account the distances between the existing houses and the proposed bungalow Staff consider that there will be no issues in terms of overlooking or loss of privacy, with the detached rear garage from No.20 providing a good level of screening and the 2 metre high garden boundary fencing with No.16 serving to minimising any overlooking between the development site and the neighbouring house.
- 9.4 The proposed bungalow will incorporate a first floor dormer window and Juliet balcony in the southern elevation approximately 31 metres from the rear of No.20 and No.21 Thorncroft. Staff acknowledge that the proposal will bring the built residential element of Cranham Road closer to the properties at Thorncroft; however the proposed dwelling will be located on the opposite side of an existing railway line and will not be directly overlooking the rear gardens. The distance between the dwellings would also maintain satisfactory spacing between the properties in terms of the any undue impact on amenity.
- 9.5 Overall Staff do not consider that the proposal would result in any undue impact on the amenity of the occupants of the surrounding residential accommodation in accordance with Policy DC61.

10. Parking and Highway Issues

- 10.1 In terms of off street car parking arrangements the proposal can demonstrate suitable off parking provision for up to 2no. vehicles. Although the turning head area would tight, Staff consider that the proposal would allow for vehicles to manoeuvre in the area to the front of the proposed dwelling in order to enter and leave the site in a forward gear.
- 10.2 The proposed access is narrow and below standard for service and refuse vehicles, however it is an established access way for a commercial use and

it is considered that a residential use would serve to reduce the frequency and number of vehicles using the driveway.

- 10.3 The occupants of No.16 Cranham Road have a detached double garage with access rights along the driveway. This is an existing arrangement and is unlikely to create any additional issues in terms of parking or access for the proposed dwelling.
- 10.4 There are no details included in the proposal indicating the location for the secure storage of bicycles or household refuse, although this could be secured through condition.
- 10.5 Given that the length of the driveway is in excess of 25 metres future occupants of the proposed dwelling will be expected to transport refuse bags to the roadside at Cranham Road for refuse collection.
- 10.6 The Local Highway Authority has raised no objections or comments in relation to the proposal.

11. Community Infrastructure Levy and Developer Contributions

- 11.1 The proposed development will create 1.no new residential unit with 133 square metres of new gross internal floorspace. Taking into consideration the existing floor space of the workshops, the net additional gross internal floor space created by the development would be 9.4 square metres. Therefore the proposal is liable for Mayoral CIL and will incur a charge of £188 based on the calculation of £20.00 per square metre.
- 11.2 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 therefore be subject to a legal agreement to provide a contribution of £6,000.

12. Conclusion

Having regard to all relevant factors and material planning considerations Staff are of the view that this proposal would not be acceptable.

Staff are of the view that due to the layout, bulk and mass the proposal would result in an unsatisfactory relationship to the neighbouring residential dwellings and surrounding streetscene.

Staff are of the view that due to the siting and location within a tight and constrained site the proposal would result in a poor outlook and unsuitable setting creating an inadequate living environment for future occupants. The proposal is therefore considered to be contrary to policy and it is recommended that planning permission is refused.

IMPLICATIONS AND RISKS

Financial implications and risks:

None.

Legal implications and risks:

Legal resources will be required in connection with the legal agreement.

Human Resources implications and risks:

None.

Equalities implications and risks:

None.

BACKGROUND PAPERS

Application form, drawings and supporting statement received on 9 February 2014.