



Haverling

LONDON BOROUGH

STRATEGIC PLANNING COMMITTEE AGENDA

7.30 pm

Wednesday
4 July 2018

Council Chamber -
Town Hall

Members 8: Quorum 3

COUNCILLORS:

Conservative Group

Melvin Wallace (Chairman)
Ray Best
Jason Frost
Maggie Themistocli

Residents' Group

Reg Whitney

Upminster & Cranham Residents' Group

Linda Hawthorn

Labour Group

Keith Darvill
(Vice-Chairman)

Independent Resident's Group

Graham
Williamson

For information about the meeting please contact:

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AGENDA ITEMS

1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

These are the arrangements in case of fire or other events that might require the meeting room or building's evacuation. (Double doors at the entrance to the Council Chamber and door on the right hand corner (marked as an exit).

Proceed down main staircase, out the main entrance, turn left along front of building to side car park, turn left and proceed to the "Fire Assembly Point" at the corner of the rear car park. Await further instructions.

I would like to remind members of the public that Councillors have to make decisions on planning applications strictly in accordance with planning principles.

I would also like to remind members of the public that the decisions may not always be popular, but they should respect the need for Councillors to take decisions that will stand up to external scrutiny or accountability.

Would members of the public also note that they are not allowed to communicate with or pass messages to Councillors during the meeting.

2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

3 DISCLOSURE OF INTERESTS

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

Members may still disclose any interest in an item at any time prior to the consideration of the matter.

4 MINUTES

5 DEVELOPMENT PRESENTATIONS

Development Presentations

Introduction

1. This part of the agenda is for the committee to receive presentations on proposed developments, particularly when they are at the pre-application stage.
2. Although the reports are set out in order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a specific application, you need to be at the meeting from the beginning.
3. The following information and advice only applies to reports in this part of the agenda.

Advice to Members

4. These proposed developments are being reported to committee to enable Members of the committee to view them at an early stage and to comment upon them. They do not constitute applications for planning permission at this stage (unless otherwise stated in the individual report) and any comments made are provisional and subject to full consideration of any subsequent application and the comments received following consultation, publicity and notification.
5. Members of the committee will need to pay careful attention to the probity rules around predisposition, predetermination and bias (set out in the Council's Constitution). Failure to do so may mean that the Member will not be able to participate in the meeting when any subsequent application is considered.

Public speaking and running order

6. The Council's Constitution only provides for public speaking rights for those applications being reported to Committee in the "Applications for Decision" parts of the agenda. Therefore, reports on this part of the agenda do not attract public speaking rights, save for Ward Members.
7. The items on this part of the agenda will run as follows:
 - a. Officer introduction of the main issues
 - b. Developer presentation (15 minutes)
 - c. Ward Councillor speaking slot (5 minutes)
 - d. Committee questions
 - e. Officer roundup

Late information

8. Any relevant material received since the publication of this part of the agenda,

a) **ST. GEORGE'S HOSPITAL, SUTTONS LANE, HORNCHURCH** (Pages 1 - 10)

b) **WATERLOO ESTATE, ROMFORD** (Pages 11 - 22)

6 APPLICATIONS FOR DECISION

Applications for Decision

Introduction

1. In this part of the agenda are reports on strategic planning applications for determination by the committee.
2. Although the reports are set out in order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a specific application, you need to be at the meeting from the beginning.
3. The following information and advice only applies to reports in this part of the agenda.

Advice to Members

Material planning considerations

4. The Committee is required to consider planning applications against the development plan and other material planning considerations.
5. The development plan for Havering comprises the following documents:
 - London Plan March 2016
 - Core Strategy and Development Control Policies (2008)
 - Site Allocations (2008)
 - Romford Area Action Plan (2008)
 - Joint Waste Development Plan (2012)
6. Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application; any local finance considerations, so far as material to the application; and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Committee to make its determination in accordance with the Development Plan unless material planning considerations support a different decision being taken.
7. Under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects listed buildings or their settings, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest it possesses.
8. Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects a conservation area, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or

7 OTHER PLANNING MATTERS

Other Planning Matters

Introduction

1. In this part of the agenda are reports on planning matters, other than development presentations and planning applications for decision by the Committee.
2. Although the reports are set out in order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a specific application, you need to be at the meeting from the beginning.
3. The following information and advice only applies to reports in this part of the agenda.

Public speaking and running order

4. The Council's Constitution only provides for public speaking rights for those applications being reported to Committee in the "Applications for Decision" parts of the agenda. Therefore, reports on this part of the agenda do not attract public speaking rights.
5. The items on this part of the agenda will run as follows:
 - a. Where requested by the Chairman, officer presentation of the main issues
 - b. Committee questions and debate
 - c. Committee decision

Late information

6. Any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in the Update Report.

Recommendation

7. The Committee to take any decisions recommended in the attached report(s).

8 ITEMS FOR INFORMATION

Items for Information

Introduction

1. This part of the agenda is for the committee to receive reports and other items for information purposes only.
2. The items on this part of the agenda will not normally be debated and any questions of clarification need to be agreed with the chair.
3. The following information and advice only applies to reports in this part of the agenda.

Public speaking

4. The Council's Constitution only provides for public speaking rights for those applications being reported to Committee in the "Applications for Decision" parts of the agenda. Therefore, reports on this part of the agenda do not attract public speaking rights.

Late information

5. Any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in the Update Report.

Recommendation


6. The Committee is not required to make any decisions with respect to the reports on this part of the agenda. The reports are presented for information only.

9 URGENT BUSINESS

To consider any other item in respect of which the Chairman is of the opinion, by reason of special circumstances which will be specified in the minutes, that the item should be considered at the meeting as a matter of urgency

Andrew Beesley
Head of Democratic Services

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 Havering LONDON BOROUGH	Strategic Planning Committee 4 July 2018
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Pre-Application Reference:	PE/00478/18
Location:	ST. GEORGE'S HOSPITAL, SUTTONS LANE, HORNCHURCH
Ward:	HACTON
Description:	PHASE 2 OF PROPOSED REDEVELOPMENT
Case Officer:	MARTIN KNOWLES

1 BACKGROUND

- 1.1 This proposed development is being presented to enable Members of the committee to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 1.2 The redevelopment of the majority of the St. George's Hospital site was granted planning permission on appeal in July 2017 following the refusal of the hybrid (Part detailed part outline) application P0321.15 by Regulatory Services Committee. Permission was granted for partial demolition and partial conversion of existing buildings to provide 290 dwellings. A reserved matters application P0924.18 has recently been received for the implementation of the new build element of the planning permission comprising the construction of 194 dwellings behind the buildings due to be converted.
- 1.3 Following detailed survey of the buildings for which full permission has been granted for conversion the applicants intend to bring forward proposals for that part of the site closest to Suttons Lane as a fresh full planning application. Pre-application discussions with the applicants have included the principle of the development proposed and the first stage of massing, layout, access and

landscaping planning that have been undertaken by the applicants. The proposals are being brought to Committee at this stage.

2 PROPOSAL AND LOCATION DETAILS

Proposal

- 2.1 A detailed structural survey of the buildings that were earmarked by P0321.15 as being suitable for retention and conversion identified significant structural defects. The scale of the defects rendered retention and conversion on the scale envisaged as being both financially unviable and structurally challenging to the point where substantial demolition would be required.
- 2.2 The first proposals tabled by the applicants were for the total demotion of all existing buildings identified for retention. Following initial discussions with staff the proposals the subject of this report and presentation would
- retain the central admin block and the frontage sections of the two ward blocks;
 - demolish the rearward sections of the ward blocks and the Ingrebourne block.
 - Extend rearwards the retained frontage sections of the ward blocks
 - Build 3 no. linear 4 storey blocks to the east creating a private residents courtyard between the retained and retained extended blocks and the new build.
 - Replace the existing gatehouse with a semi-detached pair and a mirror image pair to the south of the main central access.
 - Deliver 165 no. residential units, an uplift of 69 units compared to the approved scheme;
 - 35% of the uplift (69 units) would be delivered as affordable housing
 - Not result in an increased footprint of development on the site.
 - Retain existing access points from Suttons Lane.

Site and Surroundings

- 2.3 The site is located on the eastern side of Suttons Lane some 800m south of Hornchurch underground station with Hornchurch town centre a similar distance again north of the station.
- 2.4 The site is bound to the north by the part of the hospital site identified for health related purposes, to the east and south by the hospital site the subject of outline planning permission and to the west by Suttons Lane with houses facing the site across the road. Further to the east and south are open areas

comprising the Ingrebourne River Valley and Hornchurch Country Park. The site is broadly rectangular and relatively flat but with a perceptible fall from west to east and north to south.

- 2.5 The site lies within the Green Belt and is identified as Major Developed Site within the Green Belt in the LDF. The Ingrebourne Valley to the east and Hornchurch Country Park to the south are identified as Metropolitan and Borough Sites of Importance for Nature Conservation (SINC) respectively. 800m to the south of the site the Ingrebourne Valley is identified as a Site of Special Scientific Interest (SSSI).
- 2.6 The site is characterised by large red brick institutional blocks set within their own or shared landscape comprising of lawns, parking, hard standing roads and paths, and groups of trees. The blocks are predominantly two storey but with high ceilings and steeply pitched roofs and are typical of the inter war institutional style.

Planning History

- 2.7 The following planning decisions are relevant to the application:

P0321.15 - The redevelopment of the St George's Hospital site inclusive of partial demolition and conversion of existing buildings to provide up to 290 dwellings on 10 ha of the wider site, together with associated car parking, landscape and infrastructure works – Refused on grounds that it would have a greater impact on the openness of the Green Belt. It would constitute inappropriate development which would be harmful to the visual amenities of the Green Belt. Four of the proposed units would fail to achieve the minimum Nationally Described Space Standard and the lack of a legal agreement. Appeal allowed and reserved matters under consideration P0924.18.

P0323.15 - The redevelopment of the St Georges Hospital site inclusive of partial demolition of existing buildings to provide up to 3,000m² of new healthcare facilities on 1.74 ha of the wider site, together with the construction of a new vehicular access from Suttons Lane, associated car parking, landscape and infrastructure works – Resolved to approve and currently stalled with the Mayor of London at Stage II..

P0459.16 The redevelopment of the St George's Hospital site inclusive of partial demolition and conversion of existing buildings to provide up to 279 dwellings on 10.1 ha of the wider site, together with associated car parking, landscape and infrastructure works – Resolved to approve, stalled with the Mayor of London at Stage II and subsequently withdrawn when appeal on P0321.15 was allowed.

3 CONSULTATION

3.1 At this stage, it is intended that the following will be consulted regarding any subsequent planning application:

- Greater London Authority (Statutory Consultee)
- Transport for London (Statutory Consultee)
- Environment Agency
- Historic England -Archaeology
- Thames Water
- Essex and Suffolk Water
- EDF Energy
- National Grid/Cadent – Gas
- LFEPA – Water
- Fire Brigade
- Natural England
- Essex Wildlife

The following consultees have commented as part of the pre-application process:

3.2 None to date

4 COMMUNITY ENGAGEMENT

4.1 In accordance with planning legislation, the developer will consult the local community on these proposals as part of the pre-application process.

5 MATERIAL PLANNING CONSIDERATIONS

5.1 The main planning issues raised by the application that the committee must consider are:

- Principle of development
- Green Belt impact
- Heritage impact
- Density, scale and site layout
- Housing mix/affordable housing
- Other issues

5.2 Principle of development

LDF Policy DC46 is specific to the application site, identifying the St. George's Hospital site as a Major Developed Site in the Green Belt where Green Belt assessment criteria should be used and where "in the event of complete or

partial redevelopment the Council will seek proposals for residential or community use, subject to relevant policies in the Plan.”

The grant of planning permission on appeal has established the principle of the redevelopment of the site for residential purposes albeit including the retention and conversion of some existing buildings.

Policy CP1 expresses the need for a minimum of 535 new homes to be built in Havering each year through prioritising the development of brownfield land and ensuring it is used efficiently. The London Plan supersedes the above target and increases it to a minimum ten-year target for Havering (2015-2025) of 11,701 new homes or 1,170 new homes each year. The proposal for an additional 69 units would increase the overall contribution that the redevelopment of St. George’s Hospital would make to 3% of the ten year target and the principle of the development is therefore supported as it would make an important contribution to meeting Havering’s housing needs.

Subject to meeting the criteria for suitable Green Belt development set out in the NPPF/NPPG and other relevant policy tests and judgements in relation to other matters set out below there is strong support for the principle of the development.

5.3 Green Belt impact

The NPPF states that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. However, the partial or complete redevelopment of previously developed sites could be considered appropriate development in the Green Belt if it would not have a greater impact upon the openness of the Green Belt and does not undermine the purpose of the site’s inclusion in the Green Belt. On the other hand, if it were to be judged that the proposals would have a greater impact on openness or result in some other harm to the purpose of including the site in the Green Belt, then very special circumstances would have to be demonstrated which clearly outweighed such harm. The impact upon the openness of the site, implicitly intertwined with the visual impact of the proposals, is therefore a key consideration to determining the acceptability of the proposals in Green Belt terms.

Such judgements of Green Belt impact can be assisted by assessments of the quantum of development comparing such aspects as footprint, volume, height, floorspace and development envelope of the existing development to that which is proposed. However, impact upon openness and visual impact cannot be made entirely upon empirical evidence and factors such as ground

levels and visibility need to be considered when making judgements about comparative impact.

As yet staff have not come to any provisional judgement on Green Belt impact. When assessing the hybrid application it was demonstrated that there would be reductions in the total footprint and volume as a result of the redevelopment and this together with other factors led to a judgement that the development did not constitute inappropriate development in the Green Belt. Consideration of these factors will be important in determining whether the revised proposals remain appropriate Green Belt development.

5.4 Heritage impact

There are no listed buildings on the site but the Hospital in its entirety has been identified as a building of local heritage interest and is therefore classified as a non-designated heritage asset. The judgement to be made is whether the scale of loss and the extent of harm proposed is acceptable in relation to the significance of the heritage asset that St Georges Hospital represents.

Policy DC67 provides guidance on dealing with applications which impact upon Listed Buildings and other buildings of heritage interest and Policy 7.8 of the London Plan recognises the importance of heritage assets and requires that development affecting such assets and their settings should conserve their significance by being sympathetic to their form, scale, materials and architectural detail.

The NPPF reinforces these messages confirming at para 135 that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application and that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The proposals as presented would entail demolition on a far more significant scale than envisaged by the allowed hybrid application. Whilst this will only retain a small proportion of the existing buildings on the site, those which are to be retained would be the most visually prominent on the site. The loss would also need to be balanced against the potential uplift in the number of dwellings that further demolition would enable and the justification presented related to the potential difficulties, both physical and financial that further retention and conversion would engender.

5.5 Density, scale and site layout

London Plan Policy 3.4 requires development to optimise housing output for different locations taking account of local context and character, design principles and public transport capacity.

The proposed uplift in unit numbers will increase the density of development across the site to 35.5 units per hectare. However, this figure is well within the range of 30 – 50 units per hectare for suburban areas set out in Policy DC2. What is more important in this case is the scale and layout proposed in order to achieve that higher density. In this respect the key judgements relate to the form of the rearward extension of the frontage blocks and whether the scale and height of the new 4 storey blocks would appear significantly at variance with those of the frontage blocks or create a character of development which is at odds with the rest of the development of the site and/or the openness of the Green Belt.

In terms of layout the proposal to create parallel north/south blocks with private landscaped amenity areas between them maximises the opportunity that their orientation presents to provide an attractive, usable, well-lit and overlooked amenity area.

5.6 Housing mix/affordable housing

Policy DC6 of the LDF and Policies 3.11 and 3.12 of the London Plan seek to maximise affordable housing in major development proposals and Policy DC2 has the objective of delivering 50% of new homes across the Borough as affordable. The Mayor of London Supplementary Planning Guidance “Homes for Londoners” (2017) sets out that where developments propose 35% or more of the development to be affordable at an agreed tenure split, then the viability of the development need not be tested, this is known as the “Fast Track Route”.

At this stage it is envisaged that the revised proposals for this part of the site would deliver 69 x 1 bedroom flats, 90 x 2 bedroom flats and 6 x 3 bedroom houses. As the majority of the rest of the site will be developed for family housing no objection is likely to be raised to this mix.

The scheme that was approved at appeal for the site would have seen the delivery of 15% affordable housing across the site split 50% : 50% between intermediate and social rented housing. At this stage it is envisaged that the majority of that 15% (44 no units) would be delivered within Phase 1 of the development, currently the subject of reserved matters application P0924.18. Any uplift in the overall number of units on the overall site achieved by the

proposals the subject of this pre-application report is proposed to deliver 35% affordable housing, an additional 24 affordable housing units. Staff would seek to ensure that the mix and tenure of the additional affordable housing was in line with the Council's identified housing need.

5.7 Additional issues

The applicants indicate that car parking at a level of 1 space per flat and 2 spaces per house would be provided. This would be in line with the maximum parking standards set out in the LDF but may be challenged as excessive by the GLA upon referral.

London Plan Policies along with Policies DC49 and DC50 of the Development Control Policies DPD requires all major and strategic developments to meet a high standard of sustainable design and construction. Most recently, Policy 5.2 of the London Plan requires residential buildings to be zero carbon. The applicant will be expected to adhere to this policy framework and the Mayor's energy hierarchy.

London Plan Policy 3.18 and LDF Policy DC28 support proposals to enhance the provision of educational facilities. All Local Authorities have a statutory duty to ensure that there are enough school places available in the borough to accommodate all children who live in the borough and might require one. A contribution of £6,000 per dwelling will be sought for all 2+ bed units and would be secured by legal agreement.

6 FINANCIAL AND OTHER MITIGATION

6.1 The proposal would attract the following section 106 contributions to mitigate the impact of the development:

- Up to £576,000 towards education

6.2 The proposal would attract Mayoral Community Infrastructure Levy contributions to mitigate the impact of the development at a rate of £20 per sqm for all new floorspace.

7 OTHER PLANNING ISSUES


7.1 The proposal is likely to come forward in the next couple of months and will therefore be under consideration at the same time as the reserved matters application for the remainder of the site. A phasing plan will accompany the application to demonstrate that the proposals the subject of this pre-app report would be developed at the same time that the rest of the site was under development.

Discussions are taking place with Hornchurch Aerodrome Society to ensure that a space/building is reserved for a permanent exhibition dedicated to the former RAF Hornchurch.

8 Conclusions

- 8.1 The development is still in the pre-application stage and additional work remains to be carried out on it. This presentation is intended to provide Members with an early opportunity to review and offer opinion on the direction of travel.

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 Havering LONDON BOROUGH	Strategic Planning Committee 4 July 2018
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Pre-Application Reference:	PE/00492/18
Location:	WATERLOO ESTATE, ROMFORD
Ward:	ROMFORD TOWN
Description:	Comprehensive redevelopment of the site comprising the demolition of existing buildings and construction of a residential-led mixed-use development to provide residential and commercial floorspace as well new public realm
Case Officer:	PAUL ROBERTS

1 BACKGROUND

- 1.1 This proposed development is being presented to enable Members of the committee to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 1.2 The proposal under consideration forms part of the Council's major regeneration and development programme of the Council's own land to deliver around 3,000 new homes over the next 10 years. The majority of the homes will be delivered through the redevelopment of 12 estates across the borough in conjunction with Wates, the Council's chosen development partner. The Waterloo Estates is one of the first three estates to come forward.
- 1.3 Wates were chosen as a bid partner following a competition process which ran throughout 2017. During this process the Council commissioned capacity studies and also set parameters for the general form and layout of the redevelopment to take place. This fed into the Waterloo Estate scheme first presented to Planning for initial pre-application discussions, which began in February 2018. To date three informal

meetings have taken place with the focus primarily on layout with Officers emphasising the need for quality streets, external amenity space and the importance of enhancing the relationship with neighbouring development, notably links with the town centre. The current iteration of the proposal has been developed in line with the advice officers have given. Further discussion on the specifics of the design approach will follow in the coming months.

2 PROPOSAL AND LOCATION DETAILS

Proposal

2.1 The proposal is to demolish all existing buildings on the site and construct a residential led development currently comprising the following:

- In excess of 1,400 homes;
- Indicative Housing Mix: 43% 1 bed apartments,
46% 2 bed apartments,
11% 3 bed apartments.
- A total of 38% of Affordable Housing
- Community Space for Estate and St Andrews Parish Church;
- Commercial Space on Waterloo Road frontage
- Commercial/retail floorspace (1,328 sqm)
- Public Open Space;
- New partly pedestrianised urban boulevard along St. Andrews Road;
- Improved cycle links within and adjacent to the site
- Enhanced ecological corridor to south of site;
- Landscaping and new tree planting around blocks;
- Enhanced pedestrian connection to the town centre;
- Between 0.25 and 0.4 parking ratio proposed on-street and in podium blocks.

As presently proposed, the residential units will be contained within blocks of up to 20 storeys along Waterloo Road, tapering down to 3 storeys at the western edge of the site backing onto existing terraced housing. For the most part the existing road pattern will be retained and the sole vehicular access will be off London Road to the north of the site.

Site and Surroundings

2.2 The site consists of a post war housing estate covering an area of approximately 4.5 hectares set off Waterloo Road at the western edge of Romford Town Centre. The estate currently consists of 287 residential units in buildings ranging from 2 storey houses to 11 storey towers. At present, 224 of the existing units are affordable. In addition to residential uses there is a public house on the estate.

The site is bounded by 2 storey semi-detached housing to the west, 2-4 storey commercial buildings to the north and the A125 dual carriageway to the east. On the opposite side of the A125 is the prominent flank elevation of the Brewery retail development and associated car park. To the south is a railway embankment designated in the Council's Local Plan as a Site of Importance for Nature Conservation (SINC) of Borough Importance. There are 2 Grade II listed buildings adjacent to the site: St Andrew's church located at the western edge of the site and Salem's Chapel lies to the north on London Road facing onto Cottons Park. The land adjacent to the railway is within an Archaeological Priority Area. Romford train station is within walking distance and there are a number of bus routes on Waterloo Road and London Road. The Public Transport Accessibility (PTAL) score for the site ranges from 2-6a, the more accessible part (6a) fronting Waterloo Road with the rest of this ranging from 2 to 3.

Planning History

2.3 None relevant to this proposal

3 CONSULTATION

3.1 At this stage, it is intended that the following will be consulted regarding any subsequent planning application:

- Thames Water
- Network Rail (Statutory Consultee)
- Environment Agency
- Greater London Authority (Statutory Consultee)
- Havering PCT
- Fire Brigade
- National Grid – Gas/Electricity
- Historic England (Statutory Consultee)
- Transport for London (Statutory Consultee)
- Natural England
- National Air Traffic Services

The following consultees have commented as part of the pre-application process:

3.2 None to date.

4 COMMUNITY ENGAGEMENT

- 4.1 In accordance with planning legislation, the developer has begun to consultation with the local community on these proposals as part of the pre-application process.

5 MATERIAL PLANNING CONSIDERATIONS

- 5.1 The main planning issues raised by the application that the committee must consider are:

- Principle of development
- Density, Scale and Site Layout
- Parking and Highway Issues
- Housing Mix/Affordable Housing
- Impact on Neighbouring Amenity

5.2 Principle of development

In seeking to meet the minimum supply of new homes, Policy CP1 of the LDF supports the increase in the supply of housing in existing urban areas where development is sustainable, promoting mixed use development in town centres and enabling high density in Romford. One of the key principles of the National Planning Policy Framework (NPPF) is that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. Paragraphs 50 and 52 from the document seek to provide opportunities for achieving sustainable development, delivering a wide choice of high quality homes, widening opportunities for home ownership and creating sustainable, inclusive and mixed communities.

Policy CP1 expresses the need for a minimum of 535 new homes to be built in Havering each year through prioritising the development of brownfield land and ensuring it is used efficiently. The London Plan supersedes the above target and increases it to a minimum ten-year target for Havering (2015-2025) of 11,701 new homes or 1,170 new homes each year. The proposal for an additional circa 1,100+ units would be equivalent to 10% of the ten year target and the principle of the development is therefore supported as it would make an important contribution to meeting Havering's housing needs.

The commercial/retail floorspace along the Waterloo Road frontage proposed is broadly welcomed as it will serve to activate street frontages and provide facilities for the benefits of future residents. The scale of any retail would be limited so that it would not undermine the vitality and viability of Romford town centre. The re-provision and improvement of existing community facilities will

is in accordance with policy. Ease of access to such spaces for local residents will be expected.

5.3 Density, Site Layout and Scale

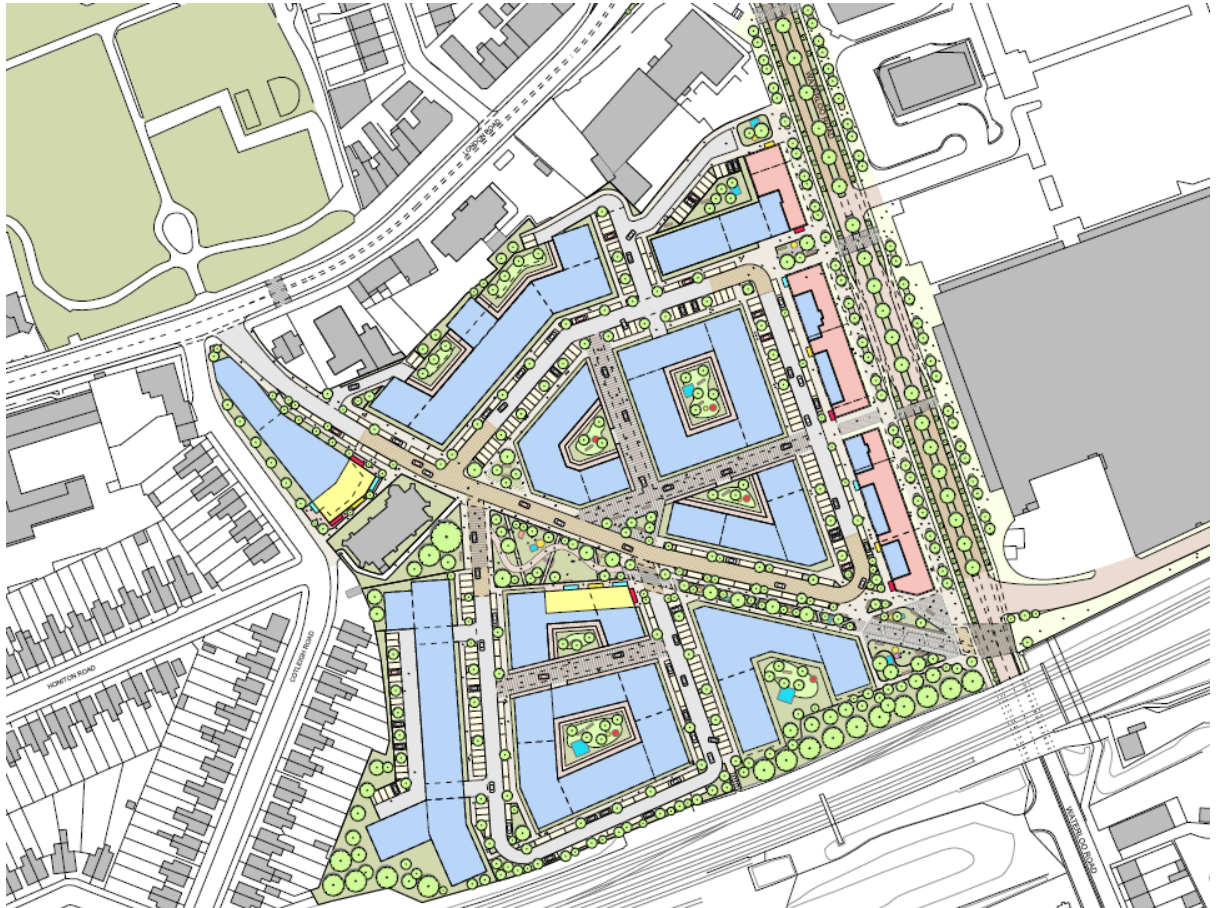
London Plan Policy 3.4 requires development to optimise housing output for different locations taking account of local context and character, design principles and public transport capacity.

At 1400 units the proposal would create a density equivalent to 311 units per hectare. The eastern edge of the site benefits from a high PTAL score of 6a where such a density range is judged to be potentially acceptable, however, the rest of the site is less accessible falling between 2 & 3 PTAL where the density range envisaged by the London Plan is between 45 and 170 units per hectare. The higher density as it applies to a good proportion of the site need not, in itself, constitute a reason for refusal provided the amount of development being proposed is appropriate to the location. Whilst providing a guide to realising the potential of sites, density should not be applied mechanistically and should take into account factors such as local context, design, transport capacity and social infrastructure. The draft London Plan has deleted the density matrix favouring an approach which requires development to make the most efficient use of land and be developed at the optimum density based on a design-led approach to determine site capacity. The draft Plan also notes that decisions in respect of density should have regard to the future provision of planned infrastructure, for instance in this case the forthcoming Crossrail service at Romford Station.

The pre-application discussions to date on this scheme have been design-led and have focussed primarily on layout and the relationship Waterloo Estate has with the town centre. Portal / slab blocks which originally formed a 'wall' onto Waterloo Road have been replaced with courtyard blocks with podiums, improving links with the town centre and creating further car parking within the blocks and away from the streets. A new public space has been moved from the south side of St Andrews Rd to the north and will both benefit from improved sunlight but also have an improved aspect to the listed church, a key focal point of the proposal. In addition, the road layout which previously brought cars into the site via circular routes has been amended so that there is a more defined street hierarchy, also turning St Andrews Road into a pedestrian, cycle and emergency vehicle only space with associated green space and landscaping. This will hopefully lead to the creation of quality public realm and a welcome ground level experience for all users and encourage increased on and off-site walking/commuting to the town centre/station and Cottons Park.

Details pertaining to internal amenity, daylight/sunlight, children's playspace; security by design plus external private and communal amenity will be addressed as the scheme evolves.

Layout April 2018





Policy DC 61 of the Core Strategy and Development Control Policies Development Plan Document states that planning permission will only be granted for development which maintains, enhances or improves the character and appearance of the local area. Policy DC66 states that buildings or structures of 6 storeys or greater will normally only be granted in Romford Town Centre and should be of exemplary high quality and inclusive design. This site lies just south and west of the town centre as referred to in the Romford Area Action Plan and as such is not one where there is a policy expectation of tall buildings. That said, the existing Waterloo Estate has two eleven storey buildings on site amidst the 3 and 4 storey blocks that predominate, hence some height in excess of the general policy presumption for this location already exists.

Regeneration on this scale offers the opportunity to establish a new townscape for this part of Romford that will not only assist in placemaking and

legibility but will support the delivery of new affordable housing. The proximity of the site to the town centre and Romford Station creates opportunities for a reassessment of prevailing and anticipated future building heights, densities and uses. The site is located east of the busy ring road and the Brewery development which is approximately 9 storeys tall and also sits north of the railway embankment which itself is over two storeys above ground floor levels. Accordingly, there is potential for a scheme in accordance with existing and future development at this edge of centre site with buildings of a greater scale than found currently, particularly on the southern and eastern edges built form would sit against relatively harsh environments and help to screen noise and disturbance to residents north and west from vehicles and trains. The consideration of storey heights is on going and detailed work on visual and environmental impact has to take place but in principle the approach taken, more height along Waterloo Road/Railway embankment and a reduction towards existing residential to the west is appropriate. Due to the scale of the site and distance to existing occupiers, the impact of building height will relate to the quality of the environment internally, not outside. All tall buildings would be expected to be of exemplary high quality.

There are 2 Grade II listed buildings adjacent to the site: St Andrew's Church at the western edge of the site and Salem's Chapel to the north on London Road, facing Cottons Park. The improved setting of the former is a key component of this proposal with the layout designed to afford the building sufficient space and improved visibility. The proposed public space and community facility adjacent to the Church will further enhance its setting and better reveal its significance. Further work on the impact of the new development to the listed buildings will be required as the scheme progresses.

5.4 Parking and Highway Issues

Policy CP9, CP10 and DC32 of the Core Strategy and Development Control Policies DPD requires proposals for new development to assess their impact on the functioning of the road hierarchy. The overriding objective is to encourage sustainable travel and reduce reliance on cars by improving public transport, prioritising the needs of cyclists and pedestrians and managing car parking. A Transport Assessment will be required to be submitted with the planning application to demonstrate that the proposal would not contribute to additional traffic congestion in the vicinity of the site.

The Council Highways Officer has been involved in early discussions on the proposed layout and has offered support in principle to the car free zone along St. Andrews Road. Details on how this will function have yet to be assessed alongside the specifics of the internal road layout. In terms of car

parking provision, in the order of 0.32 parking spaces to dwellings are currently proposed either on-street or in the podiums. This would be in accordance with the London Plan where a maximum of 1 space per unit would be expected but would fall short of the minimum .5 space per unit proposed in the Consultation Draft of the Local Plan which was informed by the Council's Residential Car Parking Standards. In order to off-set the shortfall it is expected that parking in the estate would be subject to restriction and limited opportunities for the smaller units to have access to on-street parking permits. In addition car club parking is proposed which should also assist relieving car parking pressure.

The emphasis placed on cycle and pedestrian usability within the layout will serve to encourage people to use methods of transport other than the car. Likewise any improved links with the town centre and Romford train station will further encourage non-car use. Negotiations on that are on-going.

5.5 Housing Mix/Affordable Housing

Policy DC6 of the LDF and Policies 3.11 and 3.12 of the London Plan seek to maximise affordable housing in major development proposals and Policy DC2 has the objective of delivering 50% of new homes across the Borough. The Mayor of London Supplementary Planning Guidance "Homes for Londoners" (2017) sets out that where developments propose 35% or more of the development to be affordable at an agreed tenure split, then the viability of the development need not be tested, this is known as the "Fast Track Route". However, where the land is in public ownership the SPG recognises that a greater contribution to affordable housing should be made and proposals should deliver 50% affordable housing in order to qualify. Although the detail has yet to be discussed the scheme is expected at present to deliver 38% affordable units, to include 237 affordable rent units and 327 intermediate homes. The split of units is not in keeping with current Havering and London Plan policy which are seeking ratios of 70:30 and 60:40 between social housing and intermediate forms respectively. The applicant has indicated that the mix of affordable housing on this site has been established in the interests of preparing viable and deliverable proposals across all Estate regeneration sites. In that respect, it is likely that the viability assessment will be linked to the two other housing estate proposals (Napier and New Plymouth and Solar, Serena and Sunrise) which will come forward before the end of 2018. This approach is in principle supported as it will provide a fuller picture on the delivery of the development programme. Further work is required and the quantum and mix of affordable housing will be subject to detailed viability discussions before any planning submission. In terms of re-provision of existing units in order to comply with the draft London Plan estate

regeneration projects must replace homes which are based on social rent levels on a like-for-like level, and this would be expected here.

As regards mix, some 89% of the units are proposed to be either 1 or 2 bed, which is some way short of the preferred Havering Council mix which seeks a higher proportion of 3+ family sized units. Regard is however made to the edge of town centre location where against Waterloo Road and the railway embankment in particular, non-family units are considered to be more appropriate. Moreover, the mix is also informed by viability considerations with unit sizes maximising the deliverability of this and the other estate regeneration sites. Further work on this is required, although the applicant is aware that the quality of the family sized units that do come forward is paramount.

5.7 Impact on Neighbouring Amenity

The most sensitive location in terms of neighbouring residential impact is along the western boundary of the site where the proposal backs onto two storey residential housing. Officers have emphasised the importance of safeguarding neighbouring amenity in terms of outlook, access to light and privacy. The applicant has taken on board those comments, although further assessment will be required once residential layout and orientation has been established.

5.8 Additional Issues

A number of other matters have yet to be addressed in the pre-application process but will be fundamental to the success of the scheme as it develops in form and layout. These include the following (list not in order of priority or exclusive):

- Residential Quality
- Sustainability, energy efficiency and climate change mitigation
- Impact on local Education provision
- Environmental Impacts
- Archaeology
- Biodiversity
- Flooding and Drainage
- Infrastructure and Utilities
- Healthcare
- Open Space and Recreation

In all respects the Waterloo Estate regeneration scheme will be expected to achieve the highest quality of development both internally and externally and pay full regard to planning policy requirements. The Committee will have the opportunity to review some of the elements when the applicant returns to present a more developed proposal at a second pre-application meeting.

Financial and Other Mitigation

- 5.9 The proposal would likely attract a range of section 106 contributions to mitigate the impact of the development. This will be matter for further discussion as the proposal evolves.
- 5.10 The Council is undertaking work to put a Community Infrastructure Levy (CIL) in place to mitigate the impact of development in the borough by contributing to the cost of Infrastructure necessary to support such development. This development would attract CIL contributions if an implementable consent is in place after the CIL is in place. This will be determined by the final quantum of development.

Other Planning Issues

- 5.11 The proposal will come forward as a 'hybrid' planning application with some of the details proposed to be assessed in full whilst a large section of the site will be submitted in 'outline' form. This a common approach to large schemes enabling the delivery of a first phase of development whilst subsequent phases are progressed as applications (Reserved Matters) in tandem with construction on the first phase. At present 3 phases are likely. The Council will have to establish the parameters for the later applications covering matters such as deign, vehicle access, public realm and heights. These matters are yet to be discussed.

Conclusions

- 5.12 The development is still in the pre-application stage and additional work remains to be carried however, this presentation will provide Members with an early opportunity to review and offer opinion on the direction of travel.

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