Havering LONDON BOROUGH	**Strategic Planning Committee 15 August 2019**

Application Reference:	**P0947.17**
Location:	**49 - 87 New Road, Rainham**
Ward	**South Hornchurch**
Description:	**Outline planning application for the demolition of all buildings and redevelopment of the site for residential use providing up to 259 units with ancillary car parking, landscaping and access**
Case Officer:	**William Allwood**
Reason for Report to Committee:	**The application is by or on behalf of a Joint Venture that includes the Council and is a significant development. The Local Planning Authority is considering the application in its capacity as local planning authority and without regard to the identify of the Applicant.**

1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

1.1 The development of the site for residential is acceptable in principle with no policy objection to the loss of the current industrial uses.

1.2 The application is submitted in outline with all matters reserved for future approval. The density is within policy range and the layout is considered to be satisfactory and capable of providing a high quality development.

1.3 The proposed height at six and seven storeys is considered appropriate for this part of New Road which is set to be transformed through the arrival of the station and nearby redevelopments of sites.

1.4 Members may recall considering the application as part of a consultation exercise held at Strategic Planning Committee on the 28th February 2019. At that time the height of the blocks ranged from nine storeys to the east

adjoining Askwith Road, to six storeys to the west adjoining Walden Avenue. Further, Members raised a number of issues for clarification, which are addressed in some detail as part of this Report.

1.5 Subject to details submitted at reserved matters stage, the impact on the residential amenity of existing occupiers would not be affected to an unacceptable degree.

1.6 Given the location of the site close to the proposed new Beam Park Station and applicable maximum parking standards, the level of parking proposed is considered acceptable.

1.7 A significant factor weighing in favour of the proposal is the 35% affordable housing proposed across the sites in control of the applicant, meeting the objectives of the Housing Zone, and current and future planning policy.

1.8 The recommended conditions would secure future policy compliance by the applicant at the site, and ensure any unacceptable development impacts are mitigated.

2. RECOMMENDATION

2.1 That the Committee resolve to GRANT planning permission subject to conditions, to include key matters as set out below:

2.2 That the Assistant Head of Planning is delegated authority to negotiate any subsequent legal agreement required to secure compliance with Condition 34 below, including that:

- 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.

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

Conditions

1. Outline – Reserved matters to be submitted
2. Outline – Time limit for details
3. Outline - Time limit for commencement
4. Details of materials if not submitted at reserved matters stage
5. Accordance with plans
6. Car club management
7. Parking allocation and management plan
8. Details of site levels if not submitted at reserved matters stage
9. Details of refuse and recycling storage
10. Details of cycle storage
11. Hours of construction
12. Contamination – site investigation and remediation
13. Contamination – if contamination subsequently discovered
14. Electric charging points
15. Construction methodology
16. Air Quality – construction machinery
17. Air Quality – demolition/construction dust control
18. Air Quality – internal air quality measures
19. Air Quality – low nitrogen oxide boilers
20. Details of boundaries if not submitted at reserved matters stage
21. Details of surfacing materials if not submitted at reserved matters stage
22. Car parking to be provided and retained
23. Pedestrian visibility splays
24. Vehicle access to be provided
25. Wheel washing facilities during construction
26. Details of drainage strategy, layout and SUDS

27. Details of secure by design
28. Secure by Design accreditation to be obtained
29. Water efficiency
30. Accessible dwellings
31. Archaeological investigation prior to commencement
32. Bat/bird boxes to be provided
33. Fire Hydrant
34. To provide the following planning obligations before the commencement of development:
    a. Pursuant to Section 16 of the Greater London Council (General Powers) Act 1974, restriction on parking permits
    b. School places contribution sum of £1,165,500.00 or such other figure as is approved by the Council: Indexed
    c. Controlled Parking Zone contribution sum of £29,008.00 or such other figure as is approved by the Council: Indexed
    d. Linear Park contribution sum of £229,991.78 or such other figure as approved by the Council: Indexed
    e. Carbon offset contribution sum of £310,440.00 or such other figure as approved by the Council: Indexed
    f. Bus capacity improvements and Travel Plan monitoring – sum to be agreed
    g. To provide affordable housing in accordance with a scheme of implementation for all New Road sites controlled by the developer that ensures that individual development sites are completed so that the overall level of affordable housing (by habitable rooms) provided across the sites does not at any time fall below 35% overall. The affordable housing to be minimum 40% affordable rent with up to 60% intermediate
    h. Affordable Housing Review Mechanisms: early, mid and late stage reviews (any surplus shared 60:40 in favour of London Borough Havering)

Informatives

1. Statement pursuant to Article 31 of the Development Management Procedure Order
2. Fee for condition submissions
3. Changes to public highway
4. Highway legislation
5. Temporary use of the highway
6. Surface water management
7. Community safety
8. Street naming/numbering
9. Protected species
10. Protected species – bats
11. Crime and disorder
12. Cadent Gas, Essex and Suffolk Water, and Thames Water comments
13. Letter boxes

2.4 In terms of the Community Infrastructure Levy (CIL), the development will be liable to pay CIL when the development is built, and as the liability is calculated at the Reserved Matters stage, there is no need to submit any CIL forms with this outline planning application. In any event, the Local Planning Authority will still require contributions for controlled parking, linear park and carbon offset as part of a Legal Agreement, and it is likely that just the education contribution would fall away. In this regard, the London Mayoral CIL charging rate is £25 per sq. m., and the Havering CIL for this part of Rainham (to be introduced on the 01st September 2019) is £125 per sq. m. In the case of this outline planning application, this would equate to a Mayoral CIL contribution of £553,600.00, and after 01st September 2019, a Havering CIL contribution of £2,768,000.00

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The application is for outline permission with all matters reserved seeking approval for the principal of the development quantum with access, layout, appearance, landscaping and scale as reserved matters. The red line site area, as amended, measures 1.06 hectares.

3.2 The application as submitted was for the demolition of buildings and redevelopment of the site for residential use providing up to 207.No. units with ancillary car parking, landscaping and access. Subsequently the outline proposals have been amended, and are now for the demolition of the existing buildings and redevelopment of the site comprising the erection of up to 6 and 7 storey blocks. The indicative mix proposed across the site, as amended, includes 110.No. of 1 bedroom, 2-person apartments, 26.No. of 2 bedroom, 3-person apartments, 66.No. of 3 bedroom, 4-person apartments and 57.No. 3 bedroom, 6-person apartments. A total of 259 units would now be provided.

3.3 The amended proposals have been subject to third party and statutory consultations, and this process expired on the 24th July 2019. Any further responses are therefore included within this Report.

3.4 The proposal also outlines 94.No. dedicated vehicular parking spaces for residents at a ratio of 0.36 spaces per unit. Secure cycle storage areas are to be provided within the apartment blocks and suggested that a minimum of 500.No secure resident cycle racks spaces and 7.No external visitor cycle parking spaces, will be provided together with internal refuse areas.

3.5 Vehicular access to the proposed apartment blocks is proposed from the west at Walden Avenue, and the east side of the site at Askwith Road. These accesses will replace the existing 8No. crossovers to the site. Further, the route between Walden Avenue and Askwith Road will also allow for servicing and refuse access.

3.6 The application site lies within the Rainham and Beam Park Housing Zone, and is owned by private landowners. The applicant is a joint venture including the London Borough of Havering, although they do not own the land. The Council are seeking to undertake Compulsory Purchase Orders (''CPOs'') to help deliver the comprehensive redevelopment of the area which is key to delivering the forecasted rate of house building and quality of development identified in the adopted Rainham and Beam Park Planning Framework. The precursor to a CPO is often to have planning permission in place.

Site and Surroundings

3.7 The site is currently accessed from New Road to the south, Askwith Road to the east and Walden Avenue to the west. The eastern corner of the site at the junction of New Road with Askwith Road is formed by surface parking areas and a 2-storey red brick and orange metal clad commercial building. The boundary to this building is formed by a low red brick wall. To the north east along Askwith Road is found typical 2-storey inter-war houses and bungalows. To the north west along Walden Avenue is formed by two-storey dwellings and bungalows. To the north of the site at Queens Gardens is found bungalows, chalet bungalows, two-storey dwellings and three-storey flatted development.

3.8 The site itself consists of a various assortment of car repair and former garage outlets, a car wash and related industrial uses; the existing buildings are typically of 2-storey scale, with pitched roofs and roller shutter doors facing New Road.

3.9 The site is 1.06ha and is located on the north side of the New Road, between Walden Avenue to the west, and Askwith Road to the east. The site is broadly rectangular in shape and appears to be generally level. It is bounded to the east and west by commercial and residential development along New Road. The southern part of the site fronts onto New Road and extends for approximately 213m, containing a variety of boundary treatment.

3.10 The site is within the Rainham and Beam Park Housing Zone and within the area covered by the adopted Rainham and Beam Park Planning Framework. The site does not form part of a conservation area, and is not located within the immediate vicinity or setting of any listed buildings. Site constraints that are of material relevance with the works proposed include potentially contaminated land, Health and Safety Zone, Air Quality Management Area, Flood Zone 1 and area of potential archaeological significance.

Planning History

3.11 The following planning decisions are relevant to the application:

P0076.06 – Two units for B1/B8 use. Planning permission refused. Appeal Allowed

P0239.10 - The retention of the current use of the premises by A V Autos for motor vehicle spares, parts, repairs and. Planning permission approved

P0752.13 – Change of use from B1(c) (light industrial) to B2 (general industrial) to include MOT Testing. Planning permission approved

P1476.14 - Erecting further portaframe warehouse units and providing extra width to crossover – No decision issued

P0737.15 - Use of land and buildings for vehicle breaking and recycling. Planning permission approved

P0348.17 (35-87 New Road) - Outline planning application (with all matters reserved except means of access) for the demolition of all buildings; development including four buildings comprising of up to 248 residential units (mix of studio, 1 bed, 2 bed, and 3 bed flats), with details of landscaping, appearance, layout and scale being reserved in accordance with the submitted parameter plans (Phase 1 & 2). Demolition of existing buildings and construction of 5 town houses, with all matters reserved (Phase 3). No decision issued

4 CONSULTATION RESPONSE

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

4.2 The following were consulted regarding the application:

4.3 Environment Agency – No objections, subject to recommending that finished floor levels are set above breach level, which is 3.26m AOD

4.4 Essex & Suffolk Water – no objections, subject to Informatives

4.5 Thames Water – Advice provided about surface water drainage Thames Waters underground assets and Sewage Pumping Station; in relation to sewerage infrastructure capacity, there would not be an objection, subject to Informatives.

4.6 Metropolitan Police (Designing Out Crime) – Requested conditions regarding designing out crime

4.7 Environmental Protection (Noise) – No objections, subject to necessary mitigation works

4.8 Environmental Protection (Contamination) – No objections, subject to conditions, remediation and necessary mitigation works

4.9 Environmental Protection (Air Quality) – No objections, subject to necessary conditions

4.10 LBH Waste and Recycling – Advise that the proposals for refuse storage and collection are acceptable

4.11 LBH School Organisation – No objections, subject to appropriate S106/ CIL education contributions

4.12 LBH Flood & Rivers Management Officer – No objections in principal

4.13 Greater London Archaeological Advisory Service – require pre-commencement planning conditions

4.14 London Fire Brigade – Confirm that it will be necessary to install one new fire hydrant

4.15 LBH Highways – No objections to the layout of the application site, and the proposed Transport Assessment, subject to conditions being included that deal with; i) pedestrian visibility splay, ii) highway agreement for vehicular access, and iii) vehicle cleansing during construction. In addition a S106 contribution is sought seeking funds for a CPZ in the area should it be required in the future. The amount sought is £29,008.00

4.16 Greater London Authority (GLA) – Originally made the following observations:

- Affordable Housing – a multi-site approach is proposed across nine sites along New Road. The applicant must commit to deliver 35% affordable housing; early implementation and late stage review mechanisms should also be secured
- Urban design – concerns raised over the design/ appearance/ residential quality/ car parking/definition of public and public spaces/routes
- Climate Change – advised that the final agreed energy strategy should be secured by the LPA, along with contributions towards off-site mitigation
- Transport - advise that parking provision should be reduced and cycle parking increased. Further, GLA comments mirror those in terms of planning condition by TfL below

Further, the LPA met with the GLA on the 09th January 2019 to discuss proposed revisions to the scheme, and Officers of the GLA confirmed that they were generally satisfied with the changes to the scheme. Finally, GLA have been advised of the latest changes to the scheme, subject of the current submission.

4.17 Transport for London (TfL) – originally considered that the level of car parking provision is excessive, and the cycle parking deficient. The amended proposals are consistent with their requirements. In addition, TfL recommend a planning condition relation to a Construction Logistics Plan, and a Deliveries

and Servicing Plan; further, s106 contributions are required towards bus capacity improvements and Travel Plan monitoring – amount to be agreed.

4.18 National Grid (Cadent Gas) – Advise that there are gas pipelines and electricity overhead lines in the vicinity of the application site

4.19 Health and Safety Executive – Do not advise, on safety grounds, against the granting of planning permission

5 LOCAL REPRESENTATION

5.1 A total of 146 neighbouring residential and commercial properties were notified about the application and invited to comment. The application has been publicised by way of site notice displayed in the vicinity of the application site. The application has also been publicised in the local press.

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: 1 objection

Representations

5.3 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

Objections

- Residential units are too many
- Schools, doctors and dentists are oversubscribed locally
- Plans for a new school and health centre on the site; is this guaranteed?
- Where will everyone go before these are built? These should be put in place first
- Increase traffic on the road
- I notice that they haven't even allowed for one parking space per residence; while they park in existing roads taking parking spaces away from current residents
- Have C2C been consulted?

Officer Response

- The number of residential units is commensurate with the residential transformation of this part of New Road
- A Primary School, together with primary health provision will be provided opposite within the Beam Park development; the development of Beam Park is currently on-going at the site; this application is only at the outline stage. In addition, a further Primary School is to be delivered to the west along New Road with the LB of Barking and Dagenham

- The Transport Plan is acceptable to the Local Planning Authority, TfL and the Greater London Authority
- Controlled Parking Zones will be consulted upon and can be introduced to discourage indiscriminate parking on the local road networks
- Network Rail have been consulted, but to date have not responded

6 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of Development
- SPC Feedback/ Design Response
- Density/Site Layout
- Design/Impact on Street/Garden Scene
- Impact on Amenity
- Highway/Parking
- Affordable Housing/Mix
- School Places and Other Contributions

Principal of Development

6.2 In terms of national planning policies, the National Planning Policy Framework 2019 (NPPF) sets out the overarching roles that the planning system ought to play, including a set of core land-use planning principles that should underpin decision-taking, one of those principles being:

"Planning decisions should promote an effective use of land in meeting the need for homes." Para 117

"Planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes." Para 118

6.3 Policies within the London Plan seek to increase and optimise housing in London, in particular Policy 3.3 on 'Increasing Housing Supply' and Policy 3.4 on 'Optimising Housing Potential'.

6.4 Policy CP1 of the LDF on 'Housing Supply' 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. Table 3.1 of 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. Policy 3 in the draft Havering Local Plan sets a target of delivering 17,550 homes over the 15 year plan period, with 3,000 homes in the Beam Park area. Ensuring an adequate housing supply to meet local and sub-regional housing need is important in making Havering a place where people want to live and where local people are able to stay and prosper.

6.5 The aspiration for a residential-led redevelopment of the Rainham and Beam Park area was established when the area was designated a Housing Zone by the GLA. Furthermore the production of the Planning Framework sought to re-affirm this and outlines potential parameters for development coming forward across the area with the aim of ensuring certain headline objectives are delivered. The 'Rainham and Beam Park Planning Framework' 2016 supports new residential developments at key sites including along the A1306, and the Housing Zones in Rainham and Beam Park. Therefore the existing business uses are not protected by planning policy in this instance.

6.6 In view of the above, the Local Planning Authority raise no in principle objection to a residential-led development coming forward on this site forming part of a development of sites north and south of New Road, in accordance with the policies cited above.

Strategic Planning Committee (SPC) Feedback/ Design Response from Developer

6.7 Members of the SPC may recall providing feedback to the scheme at 49 – 87 New Road, Rainham at their meeting of the 28th February 2019. In this regard, the report will set out the individual comments made, followed by the response of the developers:

SPC Feedback 1

Detail/justification is sought on why there has been an increase in storey height and units numbers from the original submission. The value of comparison with Beam Park was queried. Consider the justification for heights carefully. Further exploration of the height was invited given the relationship with the properties to the rear

Developer Response 1

Following the SPC feedback and a series of design workshops with Officers, the developers' design team has reduced the proposed maximum building height from 9 storeys to 7 storeys. The 7 storey height creates a mid-point between the existing buildings to the north and the proposed taller buildings to the south. This transition in height will allow each to sit comfortably against its neighbour and ensure that the new district centre feels compatible with the existing lower scale properties.

The design team reviewed the proposals for the newly consented Beam Park scheme (the context directly to the south of site NR09) in respect to massing and height. Beam Park includes four blocks within the centre of 11, 12, 12 and 16 storeys, plus seven other blocks, four of which are 7 and 8 storeys.

The proposal has been designed to minimise overshadowing to neighbouring gardens in line with BRE best practice guidelines. The overshadowing assessment demonstrates that no gardens are materially impacted by

overshadowing from the proposal and will continue to receive direct sunlight throughout the day.

The distances to neighbouring properties all far exceed recommended minimum separation distances with the closest distance to neighbouring windows being 31.5m. There are two side elevations to neighbouring properties to the north that lie at 18m away; however, these elevations only contain secondary windows.

SPC Feedback 2

Whether a tunnel effect would be created along both sides of the A1306 given the heights approved/proposed

Developer Response 2

The separation distance between the buildings either side of New Road is 41.5m. Whilst London Borough of Havering planning policy does not dictate minimum separation distances, these are typically accepted to be 18-21m for back-to-back habitable room distances. The proposed 41.5m, therefore, greatly exceeds these minimum distances. This, together with large gaps between buildings on site NR09 and changes in heights on Countryside's scheme to the south, from 8 to 2 storeys, allowing light through means there will not be a wall effect of built development in this locality.

Adverse wind conditions are often caused by drastic variations in building height; this is not the case for New Road. The greater the area of the windward face, the greater the potential problem, because of the absence of shelter from similar buildings. In the case of NR09 and the immediate developments to the local area, no 'towers' are proposed immediately adjacent to the road.

SPC Feedback 3

Further detail is sought on how the scheme responds to the Rainham and Beam Park Planning Framework and where it is contrary, what the justification is for that? Particular reference was made to height and density

Developer Response 3

Site NR09 lies within the Beam Parkway character area of the Rainham and Beam Park Planning Framework. The following table sets out the masterplan principles that are applicable to the site and illustrates how the design proposals respond. Where the proposals are non-compliant, please refer to the response as noted in the justification column.

Development Principle	Masterplan Guidance	Design Proposal Compliance	Justification
Residential Density	100-120 dwellings / hectare	χ	Refer to Response 1
Building Heights	4 storeys fronting onto New Road; 2-3 storey town houses to the rear	χ	Refer to Response 1
Frontages	Street based urban development with continuous frontages; buildings to turn corners; a consistent building line along New Road (Beam Parkway) with main entrances facing this street	$\surd$	
Vehicular Access	Retention of existing road entry points to the north; Local access streets, residential courts and mews streets to apply single surface street design / Home Zone design principles to slow travel speeds and to support the social role of the street	$\surd$	
Car Parking	Mix of undercroft parking under communal garden deck (apartment buildings) and on street parking; Maximum standards: • 0.5 space per 1 bedroom or studio unit; • 1 space per 2 bedroom unit; • 1.5 spaces per 3 bedroom unit; and • 2 spaces per 4+ bedroom unit.	χ $\surd$	Refer to response 5

Public open space	Coherent design of Parkway, including pocket spaces	√	

SPC Feedback 4

The applicant is invited to consider the context of the borough

Developer Response 4

As noted in Response 1, through design development careful consideration has been given to ensure that the proposals for the site create a successful transition of heights between the residential context to the north and the new Beam Park Centre to the south contributing to the success of place making through articulated and integrated designs proposals across the Rainham and Beam Park Housing Zone area. Consideration has been given to the existing street connections to the north which are reinforced by buildings which turn the corners and building lines along the existing residential streets are respected and reinforced.

The proposal seeks to optimise the delivery of new homes and harness the opportunity to create a new green neighbourhood. The large communal gardens will add to the garden community vision for the Borough, whilst the varied offering of dwelling sizes and tenures, including 35% affordable dwellings, will add to the mixed and sustainable community.

SPC Feedback 5

How is the applicant working through the potential tensions between growth in housing numbers and car ownership?

Developer Response 5

It is understood that the Council would be consulting on a CPZ in the vicinity of the proposed development sites. The applicant has therefore developed an approach to car parking provision and management on the assumption that the proposed developments will therefore need to be "self-sufficient" in respect of its car parking provision and it is envisaged that residents occupying the developments (save for blue badge holders) will not be eligible to apply for car parking permits within the CPZ.

The applicant will implement a car parking management strategy which will in the first instance seek to allocate car parking spaces proportionate to the tenure split on a percentage basis. How these car parking spaces are allocated to individual units will depend on the tenure. The applicant will hire a parking management company to enforce the parking on the estate.

Further, and in terms of Car Clubs, these are a mode of transport which compliments the public transport upgrades being proposed for the local area. Car clubs are attractive to buyers and tenants as their property comes with access to a car without the high purchase and running costs. In addition, car clubs contribute towards reducing congestion and encourage a sustainable and economical alternative to car ownership.

Finally, a key element to the success of the car parking management strategy is transparency up front so new residents can make an informed decision about the property they wish to buy/ rent. The applicant will therefore make it clear in any sales literature and through the Council's Choice Based Lettings Nominations:

1. There is a CPZ in operation in the area;
2. Residents occupying the developments (save for blue badge holders) will not be eligible to apply for car parking permits within the CPZ;
3. Those residents who do not acquire/ are allocated a car parking space will not be eligible to park on the estate; and ensure
4. The publication and marketing material on the Car Club network to be provided.
5. Car parking management will be enforced, the principles of which are as above and as set out within the Transport Assessment Revision.

SPC Feedback 6

What is the typical car club cost? Annual membership and per rental cost

Developer Response 6

The graph below look at the cost comparison between casual use car ownership and car club costs

	Car Club	Car Ownership
Cost of Car	Joining Fee £60 (Annually)	Purchasing Car £4,000 - £5,000
Insurance	Included in Joining Fee Excess £50	£1028 per year Excess £30
Petrol + Full 12 months service	Petrol Included for up to 60 miles per day Full service included	Petrol Approx. £400 (2,000 miles usage per year Full service £100 - £150
MOT + Breakdown Cover	MOT and Breakdown Cover included	MOT £54.85 Breakdown Cover £108 (AA)
Residents Parking Permits	N/A	£35 for 12 months
Hourly/ Daily Rate	£6 - £7 per hour	

	£52 - £65 per day	
Total cost for 12 months	**£1,428.80** (Average cost when using car for maximum of 4 hours per week)	**£2,791.00** (Average cost per year over 5-years with the car purchase

SPC Feedback 7

What is the consequence of this in terms of traffic flows and wider environmental impact? What are the traffic management proposals? What is the thinking on the transport strategy?

Developer Response 7

The Transport Strategy has been guided by following principles:

• To promote awareness of transport issues and the impact of traffic on the local environment;
• To show a commitment to improving traffic conditions within the local area;
• To influence the level of private car journeys to and from the site in order to reduce air pollution and the consumption of fossil fuels;
• To reduce the number of single occupancy trips to and from the site that would be predicted for the site without the implementation of the Travel Plan;
• To increase the proportion of journeys to and from the site by sustainable modes of transport such as walking, cycling and public transport;
• To promote walking and cycling as a health benefit to residents;
• To provide access to a range of facilities for work, education, health, leisure, recreation and shopping by means other than single occupancy vehicle;
• To reduce the perceived safety risk associated with the alternatives of walking and cycling;
• To promote greater participation in transport related projects throughout the area.

The issue of overspill parking arising from the existing business would also be removed if the proposal were to receive consent adding to the overall beneficial impact. For service deliveries to the site, refuse collection will take place from the service road that runs the length of the site with refuse collection vehicles able to enter and leave in forward gear from either of the proposed access points and therefore can be serviced without detriment to current or future highway condition.

SPC Feedback 8

What is the basis/applicants' justification for rigidly following the GLA comments?

Developer Response 8

Through collaboration and consultation with the Council's Planning Officer and the Principal Urban Design Officer at the GLA, comments were considered in response to these pressures and in the context of the existing and emerging environment. Comments were positively adopted where sensible, rational and appropriate for the local area balanced against the risk associated with an underdeveloped scheme which does not respond positively to the GLA's comments, potentially resulting in a GLA call-in of the application for its own determination.
Notwithstanding this, the design proposals for the site have evolved further since the presentation to SPC, to respond directly to the SPC's concerns on height especially, which have reduced by two storeys, with further design development as set out in Response 1.

SPC Feedback 9

Further detail is sought on the unit mix

Developer Response 9

The current proposal increases the total number of dwellings by 52 dwellings, with a balance of 1, 2 and 3 bedroom dwellings. 10% of dwellings are wheelchair accessible / adaptable. The planning application is in outline, and as such the mix shown is illustrative and has been developed to assess development impacts on matters such as traffic generation, public transport capacity, play requirements etc.

Current Proposal

FLATS	1bed/ 2 person	2bed/ 3 person	3bed/ 4 person	3bed/ 5person	TOTAL
NUMBER	110	26	66	57	259
	43%	10%	25%	22%	100%

Previous Proposal (June 2017)

FLATS	1bed/ 2 person	2bed/ 3 person	3bed/ 4 person	3bed/ 5person	TOTAL
NUMBER	30	0	123	54	207
	15%	0%	59%	26%	100%

SPC Feedback 10

Sustainability credentials and environmental standards to be employed

Developer Response 10

The energy strategy for NR09 has been developed in line with the energy policies of the London Plan and Havering Core Strategy.

The Rainham & Beam Park Regeneration Framework area has been identified by the GLA as a target cluster for the deployment of a district heating network in the London Riverside Opportunity Area. Should connection be made to the wider heat network it has been estimated to reduce regulated CO2 emissions under the SAP2012 carbon factor and annual carbon savings are estimated to increase to 36.5%.

The following measures will be introduced to ensure the development achieves these performance levels.

Be Lean
- *Specify levels of insulation beyond Building Regulation requirements*
- *High air tightness levels*
- *Efficient lighting*
- *Energy saving controls for space conditioning and lighting*

Be Clean
- *Air Source Heat Pumps*
- *Potential future connection to wider District Heating Network*

Be Green
- *PV panels on rooftops*

SPC Feedback 11

Modern methods of refuse and recycling storage are encouraged

Developer Response 11

The refuse and recycling strategy has been developed in line with the Havering "Waste Management Practice Planning Guidance For Architects and Developers"
All bin stores are internal to ensure that refuse is not left visible in the public realm.
A vehicle access route is included at the rear of the proposal to ensure collection occurs from off-street locations.
All bins located within 30m of an external door.
Storage areas will be hard-floored and well lit.
2m minimum width of access threshold to the compound to allow for removal and return of containers whilst servicing.
Layout is such that any one container may be removed without the need to move any other with at least 150mm clearance space between the containers.
Adequate ventilation will be provided within the compound.

Underground Refuse Systems (URS) were considered during the design development of the proposal, however, after discussion with the Havering Refuse team, it was noted that turning circle requirements for the URS are

greater as the vehicles are wider which would result in a loss of car parking spaces, and thus it was felt not to be an appropriate strategy for this site.

SPC Feedback 12

Assurances are sought regarding design quality

Developer Response 12

The applicant is committed to ensuring the proposal delivers a high quality development, both in terms of meeting the requirements of local and regional planning policy, notably Part 2 of the Draft London Housing SPG, and ensuring that new homes are desirable and marketable commercial products.

The application will include a design code to set clear guidance to the developer and designer of the reserved matters application regarding all design parameters which influence design quality.

Density/Site Layout

6.8 The development proposal is to provide 259.No residential units on a site area of 1.06ha (10,600m²), which equates to a density of 249 units per ha. The site is an area with low-moderate accessibility with a PTAL of 2. Policy SSA12 of the LDF specifies a density range of 30-150 units per hectare; the London Plan density matrix suggests a density of 45-170 units per hectare in an urban context with a PTAL of 2-3 (suggesting higher densities within 800m of a district centre or a mix of different uses). The Adopted Rainham and Beam Park Planning Framework suggest a density of between 100-120 dwellings per hectare.

6.9 As advised, the site layout, massing and building heights have been revised in response to the comments of LBH Officers and the GLA, creating a gain of 52 units resulting in a density of 249 units/ hectare (695 hr/ha). Although this is higher than the GLA's guidance range, the increase responds directly to the GLA's comments that there is scope to increase the quantum of development. Further, there is a justification for a high density development due to its location within the Opportunity Area and close proximity to the Beam Park Centre and new station. The Local Planning Authority is in agreement with this approach, both in terms of maintaining a maximum 7 storey building height, which develops a coherent strategy with adjoining sites along the north side of New Road, and the taller buildings opposite to the south at Beam Park.

6.10 Based on the building footprint and the building height indicated on the proposed parameter plans, the proposed apartment blocks would achieve heights of between 6 and 7 storeys. A six storey datum has been established across the site; however, and as advised, higher points of 7 storeys are introduced in the centre of the site. This is appropriate due to the varying context to the north and south of the site and the taller elements also create a

profile for the buildings facing New Road. These points of height further respond to the proposed developments by Clarion and Countryside on the south side of New Road. Having reviewed the plot widths and their depths, the particularly wide nature of New Road and the existing heights of buildings and dwellings on the neighbouring sites, Officers consider the height proposed to be appropriate for the site in the context of a changing character to the area as outlined in the Framework and would not be considered unacceptable.

6.11 The majority of dwellings are double or triple aspect and all dwellings have private communal amenity space in the form of terraces or balconies, and where possible positioned to be south facing or overlook the communal gardens. The arrangement of the blocks and relationship with New Road, Walden Avenue and Askwith Road presents coherency within the street scene. It is considered that the indicative siting and orientation responds positively to the character of the area. The general layout plan of the building would fall in accordance with Policy DC61 of the LDF

6.12 The remaining area within the development to the north towards Queens Gardens is largely hard surfacing and consists of the access road and parking provision, although there would also be private, semi-private and public communal amenity space for the apartment blocks. It is considered that the layout of the site is acceptable on its planning merits in accordance with the implementation of the LB of Havering Residential Design Supplementary Planning Document 2010.

Design/Impact on Street/Garden Scene.

6.13 The proposal would involve the demolition of all buildings on the site, some of which are in a derelict condition. None of the buildings are considered to hold any architectural or historical value, therefore no principle objection raised to their demolition.

6.14 Scale is a reserved matter. From the submitted Design and Access Statement and indicative plans it is indicated that the proposed apartment blocks fronting New Road would not be greater than seven storeys in height to the centre of the street frontage, with the apartments to the east and west at a height up to six-storeys. It is considered that would present a development at a height which does not detract from the current character of the street scene, both old, new and those proposed for the area (as shown from the submitted illustrative masterplan on proposed heights). It is considered that the footprint and siting of the building together with its dedicated parking areas would be acceptable on their planning merits.

6.15 Appearance is also reserved matter. From the submitted Design and Access Statement, the agent has drawn attention to the proposed building design and has indicated that one of the main materials will be either red stock or buff/white facing brick, with some rendered elements. A condition would be applied to the grant of any permission requiring details of material use for reason of visual amenity.

6.16 Landscaping is a reserved matter; it is considered that the proposal can achieve an acceptable level and quality of hard and soft landscaping given the proposed layout. A condition would be applied to the grant of any permission requiring details of landscaping.

Impact on Amenity

6.17 The proposed apartment blocks that back onto Queens Gardens is sited such that there are no concerns with regard to its overshadowing or overlooking (subject to reserved matters). The distances to neighbouring properties all far exceed recommended minimum separation distances with the closest distance to neighbouring windows being 31.5m. There are two side elevations to neighbouring properties to the north that lie at 18m away; however, these elevations only contain secondary windows. In this respect, the application is considered acceptable at the outline stage.

6.18 The line of existing trees on the north boundary will further reduce overlooking to neighbouring gardens. These trees are approximately 15m tall so create a significant visual barrier. The separation distance between the buildings either side of New Road is 41.5m. Officers have further reviewed the external space provided with the proposed development, and the revised plans show both private and communal amenity space for its occupants which appear to be sufficient and in accordance with the Residential Design Supplementary Planning Document Policy PG20 on Housing Design, Amenity and Privacy in the Rainham and Beam Park Planning Framework.

6.19 From a noise and disturbance perspective, the applicant has submitted a Noise Assessment and Air Quality report which reaffirms that both residents from within and outside the proposal would not be affected by unacceptable levels of noise or air pollution arising from the development. The Councils Environmental Health officers have reviewed the submitted report and concluded that the scheme (subject to conditions imposed) would be compliant with Policy DC52 on Air Quality and Policy DC55 on Noise, subject to the introduction of appropriate planning conditions.

6.20 The proposed communal amenity space would be designed to be private, attractive, functional and safe. The indicative details of boundary treatments, seating, trees, planting, lighting, paving and footpaths are acceptable; the proposed landscape design creates 1455sqm of playable space in the communal amenity spaces, exceeding the minimum requirement set out in the GLA play space calculator. Details of effective and affordable landscape management and maintenance regime are yet to be provided and would be assessed as part of any reserved matter submission. Notwithstanding this, and from a crime design perspective, the proposal would present a layout that offers good natural surveillance to all public and private open space areas. The proposal would accord Policy 3.5 of the London Plan on Quality and Design of Housing Developments and Policy 7.1 on Lifetime neighbourhoods and Policy 7.3 on Designing Out Crime, as well as Policy DC63 of the LDF on Delivering Safer Places.

6.21 The LPA have reviewed the proposed waste storage areas catering the apartments, which have been set to be serviced via Walden Avenue/ Askwith Road and the internal service road. As it stands, there are no overriding concerns with this arrangement as scheme demonstrates a convenient, safe and accessible solution to waste collection in keeping to guidance within Policy DC40 of the LDF on Waste Recycling.

Highway/Parking

6.22 The vehicle access route to the rear of the apartment blocks has been redesigned with traffic calming measures included (road narrowing, speed tables and changes in material / colour) to prioritise pedestrian use and encourage low vehicle speeds.

6.23 The application site within an area with PTAL of 2 (low-moderate accessibility). The total quantum of car parking has reduced to a ratio of 1:0.34, resulting in 94 car parking spaces, with consideration given to the site proximity to the new Beam Park railway station; 10% of the car parking spaces will be wheelchair accessible, which is in accordance with the provisions of London Plan. The Planning Framework also expects the delivery of car sharing or car club provision. The maximum standards suggested in the Rainham and Beam Park Planning Framework (which is based on the London Plan) for a development of this indicative mix would be 270 spaces. Notwithstanding this, the LPA has to be mindful that the site would be located close to the proposed Beam Park station and accessibility levels would consequently increase. The LPA are also mindful that this submission is an application for outline planning permission and the residential mix is potentially subject to change at reserved matters stage.

6.24 In terms of the allocation of car parking spaces, the applicant will implement a car parking management strategy which will in the first instance seek to allocate car parking spaces proportionate to the tenure split on a percentage basis.

6.25 In terms of affordable rent units, car parking spaces allocated to affordable units will be located in the proximity of these units and be specifically allocated for use by this tenure. These car parking spaces will however not be attached to a specific property to allow flexibility over the life of the development. The Registered Providers Housing officer will allocate car parking spaces to individual families housed within the affordable units according to need. These spaces can also be swapped if needed by prior agreement with the Housing Officer.

6.26 As a general rule, the car parking spaces provided for shared ownership and private sale tenures will be allocated to 3 bed units first and cascaded down. In some circumstances, car parking may be allocated to specific 1 or 2 bedroom units based on sales consultant advice. Units will be sold together with a specific car parking space (exclusive right to use) and the allocated space confirmed in the corresponding unit lease.

6.27 This approach facilitates management as well as provides transparency or the buyers at the outset. If someone sells their flat and they had a car parking space it will be included in the sale of the unit.

6.28 Accordingly, and on the basis of a robust car parking management strategy, the LPA are content with the provision of parking proposed considering the 94 spaces would allow the applicant at reserved matters to finalise a car parking management plan. This element from the proposal adheres to London Plan Policy 6.13 Parking, and Policy DC33 Car Parking of the LDF.

6.29 The applicant has submitted a Transport Assessment as part of this application which predicts that the traffic generated from the proposed residential development would have a negligible increase over existing traffic conditions, in peak periods, but a significant reduction over the whole day. The Highways Authority have reviewed the document and consider the development acceptable from a highway perspective and unlikely to give rise to undue highway safety or efficiency implications in accordance with Policy DC32 The Road Network of the LDF.

6.30 The Councils Highways Engineer has further reviewed all other highways related matters such as access and parking and raises no objections subject to the imposition of conditions (covering pedestrian visibility, vehicle access and vehicle cleansing during construction), financial contribution to Controlled Parking Zone and limitation on future occupiers from obtaining any permits in any future zone.

6.31 The London Fire Brigade has raised no objection in principle.

Affordable Housing/Mix

6.32 Policy DC6 of the LDF and Policies 3.9, 3.11 and 3.12 of the London Plan seek to maximise affordable housing in major development proposals. The Mayor of London Supplementary Planning Guidance “Homes for Londoners” 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 – in effect it is accepted that 35% or more is the maximum that can be achieved.

6.33 In this respect, the proposal is intended to provide 35% affordable housing across all sites that the applicant is looking to develop along New Road. This could mean less provided on this site if other sites, as part of the joint venture Council strategy, are developed prior to this provided more. Due to this and other development proposals coming forward from other applicants with low or zero, affordable housing, officers have sought a viability appraisal from the applicant which has been reviewed. The review concludes that the scheme, based on present day inputs, could not viably support 35% affordable housing, but that it could support circa 20% affordable units. In this case however, the developer is willing to deliver a greater level of affordable housing that can viably be justified based upon its unique nature as an

applicant (a joint venture) and its appetite for and ability to spread risk across a portfolio of sites. In this respect, affordable housing provision is being maximised, meeting the objectives of existing policy and future policy in the submitted local plan and draft London Plan as well as the stated ambitions of the Housing Zones and therefore weighs in favour of the proposal.

6.34 Policy DC2 of the LDF on Housing Mix and Density specifies an indicative mix for market housing, this being 24% 1 bed units, 41% 2 bedroom units, and 34% 3 bed units. The proposal incorporates an indicative *overall* tenure mix of 43% 1 bed units, 35% 2 bed units, and 22% 3 bed units. The proposed mix is and closely aligned with the above policy guidance, officers are content that the mix on offer falls in accordance with policy, albeit it is noted that the provision of 1 bed units is higher that Policy guidance, due to the marketability of such units given the location opposite the Beam Park Centre .

School Places and Other Contributions

6.35 Policy DC72 of the LDF emphasises that in order to comply with the principles as set out in several of the Policies in the Plan, contributions may be sought and secured through a Planning Obligation. Policy 8.2 of the London Plan states that development proposals should address strategic as well as local priorities in planning obligations.

6.36 Policy DC29 states that the Council will seek payments from developers required to meet the educational need generated by the residential development. Policy 2 of the submitted Local Plan seeks to ensure the delivery of expansion of existing primary schools.

6.37 Evidence clearly shows a shortage of school places in the Borough - (London Borough of Havering Commissioning Plan for Education Provision 2015/16-2019/20). The Commissioning report identifies that there is no spare capacity to accommodate demand for secondary, primary and early year's school places generated by new development. The cost of mitigating new development in respect to all education provision is £8,672 (2013 figure from Technical Appendix to S106 SPD). On that basis, it is necessary to require contributions to mitigate the impact of additional dwellings in the Borough. It is considered that, in this case, £4500 towards education projects required as a result of increased demand for school places is reasonable when compared to the need arising as a result of the development. A contribution of £1,165,500.00 would therefore be appropriate for school place provision.

6.38 As previously advised, the Education contribution would be not sought should the planning permission be issued after 1 September 2019 as Havering CIL would cover school places funding.

6.39 The Rainham and Beam Park Planning Framework seeks to deliver a new Beam Parkway linear park along the A1306 including in front of this site and seeks developer contributions for those areas in front of development sites.

The plans are well advanced and costings worked out – based on the frontage of the development site to New Road, the contribution required for this particular site would be £229,991.78. This is necessary to provide a satisfactory setting for the development rather than the stark wide New Road.

6.40 Policy DC32 of the LDF seeks to ensure that development does not have an adverse impact on the functioning of the road network. Policy DC33 seeks satisfactory provision of off street parking for developments. Policy DC2 requires that parking permits be restricted in certain circumstances for occupiers of new residential developments. In this case, the arrival of a station and new residential development would likely impact on on-street parking pressure in existing residential streets off New Road. It would therefore be appropriate to introduce a CPZ in the streets off New Road. A contribution of £112 per unit (total £29,008) is sought, plus an obligation through the Greater London Council (General Powers) Act 1974 to prevent future occupants of the development from obtaining parking permits.

6.41 From a sustainability perspective, the proposal is accompanied by an Energy Statement. The reports outline an onsite reduction in carbon emissions by 37.1%, to include a photovoltaic strategy, which aims to further reduce CO2 emissions across the entire site. In assessing the baseline energy demand and carbon dioxide emissions for the site, a financial contribution of £310,440.00 has been calculated as carbon emissions offset contribution in lieu of on-site carbon reduction measures. The development proposal, subject to contributions being sought would comply with Policy 5.2 of the London Plan.

6.42 In respect of all the above contributions, there may be scope to negotiate the overall total figure required if this application were to be one of several sites coming forward from the same developer at the same time – therefore the recommended sums would be subject to subsequent review and approval.

6.43 In this case, the applicant currently has no interest in the site. As such, it is unlikely that the current owners of the site would be willing to enter into a legal agreement (which is the usual method for securing planning obligations) as they have no role in the present application.

6.44 The NPPG states that in exceptional circumstances a negatively worded condition requiring a planning obligation or other agreement to be entered into before development can commence may be appropriate in the case of more complex and strategically important development where there is clear evidence that the delivery of the development would otherwise be at serious risk. It is considered that this application and its context as part of a large multi-site strategic development presents justifiable basis to impose a negatively worded condition which would require an s.106 obligation to be provided before the commencement of development.

Financial and Other Mitigation

6.45 The proposal would attract the following section 106 contributions, to be secured through a negatively worded planning condition (see para 6.35-6.36) to mitigate the impact of the development:

- Sum of £1,165,500.00 , or such other figure as is approved by the Council, towards provision of school places required as a result of the development
- Sum of £229,991.78 , or such other figure as is approved by the Council, towards provision of Linear Park in the vicinity of the site
- Sum of £29,008.00, or such other figure as is approved by the Council, towards CPZ in streets north of New Road
- Sum of £310,440.00, or such other figure as is approved by the Council, towards the Council's Carbon Offset Fund

6.46 The proposal would attract Mayoral Community Infrastructure Levy (CIL) and from the 01st September 2019, the London Borough of Havering CIL contributions to mitigate the impact of the development. As this is an Outline application, CIL would be assessed and applied when a reserved matters application is submitted.

Other Planning Issues

6.47 There is potential that the existing buildings may provide habitat for protected species. Otherwise there is no biodiversity interest in the site. Suitable conditions are recommended.

6.48 As advised within the Consultee Responses section of the Report, there are Cadent Gas and Thames Water assets within proximity of the site; relevant Informatives would address this issue.

6.49 Due to the previous industrial uses on part of the site, the land is likely to be contaminated. Suitable planning conditions are recommended to ensure remediation of the site.

Conclusions

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