



**REGULATORY
SERVICES
COMMITTEE**

REPORT

9 June 2011

Subject Heading:

**P0420.11 – 227 London Road –
Demolition of the existing buildings,
removal of advertising hoardings and
boundary wall and the construction of
a 70-bed care home with 17 parking
spaces and amenity space, 6, 4-bed
houses with car parking and amenity
space fronting Lessington Avenue and
creation of a lay-by on London Road
with associated realignment of the
pavement (received 18 March 2011)**

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Policy context:

**Local Development Framework
The London Plan
National Planning Policy Statements/
Guidance**

Financial summary:

None

The subject matter of this report deals with the following Council Objectives

Clean, safe and green borough	<input checked="" type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

This report concerns an application for the demolition of existing buildings including a former two-storey public house and the erection of a 70- bed care home with parking and amenity space and 6 houses in semi-detached pairs with parking and amenity space on land at 227 (227a – 229) London Road, fronting London Road, Esther Avenue and Lessington Avenue. A legal agreement is required due to the limited parking provided for the care home and in respect of the pavement realignment to London Road. Staff consider that the proposal would nonetheless accord with residential, environmental and highways policies contained in the Local Development Framework Core Strategy and Development Control Policies Development Plan Document and approval is therefore recommended.

RECOMMENDATIONS

It is recommended that either:

- A** The application is unacceptable as it stands, but would be acceptable subject to the completion of a legal agreement to secure the following:
- To restrict the use to care home only as the parking provision would be insufficient to support general market housing
 - To require the adoption of that part of the application site to replace the public footpath lost to the proposed layby, as part of the public highway
 - Save for those holders of Blue Badges that all future occupiers are restricted from applying for residents parking permits
 - A highways contribution of £10,000 to review and implement the necessary changes to the controlled parking which is affected by the proposed access to the development

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- Travel plan implementation and monitoring
- That all legal and Section 106 monitoring fees are paid as required by the Council
- That all contributions are subject to indexation using the retail price index or other such index acceptable to the Council from the date of the agreement to the date of payment

That Staff be authorised to enter into such an agreement and that upon its completion planning permission be granted subject to the following conditions:

1. SC04 The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Act 1990.

2. SC06 Before the building(s) hereby permitted is first occupied, the areas set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority and retained permanently thereafter for the accommodation of vehicles visiting the site and shall not be used for any other purpose.

Reason: To ensure that car parking accommodation is made permanently available to the standards adopted by the Local Planning Authority in the interest of highway safety.

3. SC09 Before any of the development hereby permitted is commenced, samples of all materials to be used in the external construction of the building(s) shall be submitted to and approved in writing by the Local Planning Authority and thereafter the development shall be constructed with the approved materials.

Reason: To ensure that the appearance of the proposed development will harmonise with the character of the surrounding area.

4. SC11 No development shall take place until there has been submitted to and approved by the Local Planning Authority a scheme of hard and soft landscaping, which shall include indications of all existing trees and shrubs on the site, and details of any to be retained, together with measures for the protection in the course of development. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development and SPD Landscaping.

5. SC32 The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans, particulars and specifications.

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted.

6. SC62 No construction works or construction related deliveries into the site shall take place other than between the hours of 08.00 to 18.00 on Monday to Friday and 08.00 to 13.00 hours on Saturdays unless agreed in writing with the local planning authority. No construction works or construction related deliveries shall take place on Sundays, Bank or Public Holidays unless otherwise agreed in writing by the local planning authority.

Reason: To protect residential amenity.

7. SC63 Before development is commenced, a scheme shall be submitted to and approved in writing by the local planning authority making provision for a Construction Method Statement to control the adverse impact of the development on the amenity of the public and nearby occupiers. The Construction Method statement shall include details of:

- a) parking of vehicles of site personnel and visitors;
- b) storage of plant and materials;
- c) dust management controls
- a) measures for minimising the impact of noise and, if appropriate, vibration arising from construction activities;
- b) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the local planning authority;
- c) scheme for monitoring noise and if appropriate, vibration levels using methodologies and at points agreed with the local planning authority; siting and design of temporary buildings;
- d) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- e) details of disposal of waste arising from the construction programme, including final disposal points. The burning of waste on the site at any time is specifically precluded.

And the development shall be carried out in accordance with the approved scheme and statement.

Reason: To protect residential amenity.

8. SC57 Before the development hereby permitted is first commenced, details of wheel scrubbing/wash down facilities to prevent mud being deposited onto the public highway during construction works shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be permanently retained and used at relevant entrances to the site throughout the course of construction works.

Reason: In order to prevent materials from the site being deposited on the adjoining public highway, in the interests of highway safety and the amenity of the surrounding area.

9. SC14 Clear and unobstructed visibility sight lines shall be provided to the satisfaction of the Local Planning Authority in the position and for the distance shown on the approved plan. The approved sight lines shall be kept permanently unobstructed thereafter to the satisfaction of the Local Planning Authority.

Reason: In the interests of Highway safety.

10. SC43 The building shall be so constructed as to provide sound insulation of 45 DnT,w + Ctr dB (minimal value) against airborne external noise to the satisfaction of the Local Planning Authority.

Reason: To prevent noise nuisance to adjoining properties in accordance with the recommendations of Planning Policy Guidance Note 24 "Planning & Noise" 1994.

11. SC59 Prior to completion of the works hereby permitted, cycle storage of a type and in a location previously submitted to and agreed in writing by the Local Planning Authority shall be provided and permanently retained thereafter.

Reason: In the interests of providing a wide range of facilities for non-motor car residents, in the interests of sustainability.

12. NSC01 No development shall take place (except for works to construct the access required by this condition) until vehicular/pedestrian/cycle access from the public highway has been provided in accordance with the approved plans.

Reason: In the interests of users of the public highway in accordance with Policy DC32 of the LDF Core Strategy and Development Control Policies DPD.

13. NSC02 The necessary agreement, notice or licence to enable the proposed alterations or additions to the Public Highway shall be entered into prior to the commencement of the development.

Reason: To ensure the interests of the travelling public and are maintained and comply with policies of the Core Strategy and Development Control Policies, namely CP10, CP17 and DC61.

14. NSC03 Prior to the commencement of any works pursuant to this permission the developer shall submit for the written approval of the Local Planning Authority;

a) A Phase II (Site Investigation) Report as the Phase I Report previously submitted and approved confirms the possibility of a significant risk to any sensitive receptors. This is an intrusive site investigation including factors such as chemical testing, quantitative risk assessment and a description of the sites ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.

b) A Phase III (Risk Management Strategy) Report if the Phase II Report confirms the presence of a significant pollutant linkage requiring remediation. The report will comprise of two parts:

Part A – Remediation Scheme which will be fully implemented before it is first occupied. Any variation to the scheme shall be agreed in writing to the Local Planning Authority in advance of works being undertaken. The Remediation Scheme is to include consideration and proposals to deal with situations where, during works on site, contamination is encountered which has not previously been identified. Any further contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Planning Authority for written approval.

Part B – Following completion of the remediation works a 'Validation Report' must be submitted demonstrating that the works have been carried out satisfactorily and remediation targets have been achieved.

c) If during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the contamination proposals then revised contamination proposals shall be submitted to the LPA ; and

d) If during development work, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed contamination proposals.

For further guidance see the leaflet titled, 'Land Contamination and the Planning Process'.

Reason: To protect those engaged in construction and occupation of the development from potential contamination.

15. NSC04 The proposed alterations to the Public Highway shall be submitted in detail for approval prior to the commencement of the development.

Reason: In the interest of ensuring good design and ensuring public safety and to comply with policies of the Core Strategy and Development Control Policies, namely CP10, CP17 and DC61.

16. SC122 No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme for investigation which has been submitted by the applicant and approved by the Local Planning Authority. The development shall only take place in accordance with the detailed scheme pursuant to this condition. The archaeological works shall be carried out by a suitably qualified investigating body acceptable to the Local Planning Authority.

Reason: Important archaeological remains may exist on this site. Accordingly, the Planning Authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development, in accordance with the guidance and model condition set out in Policy PPS15.

17. SC50 Before the use commences suitable equipment to remove and/or disperse odours and odorous material should be fitted to the extract ventilation system in accordance with a scheme to be approved in writing by the Local Planning Authority. Thereafter, the equipment shall be properly maintained and operated during normal working hours.

Reason: To protect the amenity of occupiers of nearby premises

18. SC51 Before the uses commences a scheme to control the transmission of noise and vibration from any mechanical ventilation system installed shall be submitted to and approved in writing by the Local Planning Authority and implemented prior to the permitted use commencing. Thereafter, the equipment shall be properly maintained and operated during normal working hours.

Reason: To protect the amenity of occupiers of nearby premises

19. NSC05 Before any works commence a scheme for any new plant or machinery shall be submitted to the Local Planning Authority to achieve

the following standard: noise levels (expressed as the equivalent continuous sound level LAeq (1 hour when calculated at the boundary with the nearest noise sensitive premises shall not exceed LA90 -10dB and shall be permanently retained and maintained thereafter to the satisfaction of the Local Planning Authority.

Reason: To prevent noise nuisance to adjoining properties in accordance with the recommendations of Planning Policy Guidance Note 24 "Planning & Noise" 1994

20. NSC06 Prior to the commencement of the development hereby permitted, details of the measures to be incorporated into the development demonstrating how 'Secured by Design' accreditation can be achieved shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until written confirmation of compliance with the agreed details has been submitted to and approved in writing by the LPA.

Reason: In the interest of creating safer, sustainable communities, reflecting guidance set out in PPS1, Policy 4B.6 of the London Plan, and Policies CP17 'Design' and DC63 'Delivering Safer Places' of the LBH LDF.

21. NSC07 Prior to the first occupation of the development hereby permitted, details of all external lighting to the care home shall be submitted to the Local Planning Authority, once approved in writing the external lighting shall be implemented in accordance with the approved details.

Reason: In the interests of the amenity of occupiers of the development and also the visual amenity of the development and the locality generally.

22. SC13 Before any of the buildings hereby permitted is first occupied, screen fencing of a type to be approved in writing by the Local Planning Authority, 2 metres high shall be erected to the rear boundaries of the residential properties and to the secure garden area of the care home and between the proposed building and the boundary with Crowlands School and shall be permanently retained and maintained thereafter to the satisfaction of the Local Planning Authority.

Reason: To protect the visual amenities of the development and to prevent undue overlooking of adjoining properties and in the interests of crime prevention.

23. SC08 Prior to commencement of any works, a piling method statement shall be submitted to and approved in writing by the Local Planning

Authority; once approved the piling works must be undertaken in accordance with the approved details.

Reason: Piling works will be in close proximity to underground water and sewerage utility infrastructure.

24. NSC09 Petrol/oil interceptors shall be fitted to the car parking areas and a fat trap fitted to the kitchen and non-return valves

Reason: To ensure that the development does not result in pollution to local watercourses and to prevent backflow during storm conditions.

25. NSC10 Prior to the first occupation of the development hereby permitted, provision shall be made for the care home's storage of refuse awaiting collection which shall involve no more than 25m pulling distance from storage area to collection point with dropped kerb according to a detailed refuse and recycling collection plan which shall previously have been agreed in writing by the local planning authority.

Reason: In the interests of the amenity of occupiers of the development and also the visual amenity of the development and the locality generally.

26. No development shall be commenced until a sustainability statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall outline how the development will meet the sustainable design and construction of both the London Plan and Local Planning Authority. The statement shall be required to demonstrate that the development will achieve a BREEAM rating of "Very Good" or better. No occupation of the development shall take place until the developer provides a copy of the final Building Research Establishment (BRE) certificate confirming that the development design achieves the minimum BREEAM rating required of "Very Good". The development shall be carried out in full accordance with the agreed Sustainability Statement and a BREEAM Post Construction Assessment shall be carried out on all or a sample of the development to ensure that the required rating has been achieved. A copy of the BREEAM Post Construction Assessment must be provided to the Local Planning Authority.

Reason: In the interests of energy efficiency and sustainability in accordance with the Council's Supplementary Planning Document on Sustainable Design and Construction and Policies 4A.7 of the London Plan.

27. No development shall be commenced until the developer has provided a copy of the Interim Code Certificate confirming that the development design achieves a minimum Code for Sustainable Homes 'Level 3' rating. The development shall thereafter be carried out in full accordance with the agreed Sustainability Statement. Before the

proposed development is occupied the Final Code Certificate of Compliance shall be provided to the Local Planning Authority in order to ensure that the required minimum rating has been achieved.

Reason: In the interests of energy efficiency and sustainability in accordance with Policy DC49 of the LDF Development Control Policies Development Plan Document and the London Plan.

28. No development shall be commenced until an Energy Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall incorporate an energy demand assessment and shall detail the energy efficiency design measures and renewable energy technology to be incorporated into the final design of the development. The statement shall demonstrate how the development will displace at least 20% of carbon dioxide emissions through on site renewable energy / low carbon technology above beyond Building Regulation requirements. The development shall thereafter be carried out in full accordance with the agreed energy statement and the measures identified therein. The renewable energy / low carbon technology system shall be installed in strict accordance with the agreed details and operational to the satisfaction of the Local Planning Authority prior to the occupation of any part of the development.

Reason: In the interests of energy efficiency and sustainability in accordance with the Council's Supplementary Planning Document on Sustainable Design and Construction and Policies 4A.7, 4A.8 and 4A.9 of the London Plan.

INFORMATIVES

1. The Highway Authority requires the Planning Authority to advise the applicant that planning approval does not constitute approval for changes to the public highway. Highway Authority approval will only be given after suitable details have been submitted, considered and agreed. The Highway Authority requests that these comments are passed to the applicant. Any proposals which involve building over the public highway as managed by the London Borough of Havering, will require a licence and the applicant must contact StreetCare, Traffic & Engineering on 01708 433750 to commence the Submission/ Licence Approval process.
2. The developer, their representatives and contractors are advised that this does not discharge the requirements under the New Roads and Street Works Act 1991 and the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works) required during the construction of the development.
3. The applicant is advised that two dry rising mains are required by the Fire Brigade. Please contact Ken Davies at ken.davies@london-fire.gov.uk for further details.

4. The development of this site is likely to damage archaeological remains. An archaeological field evaluation will establish the extent and significance of any surviving remains and enable the mitigation of the impact of the development to be planned as part of details planning consent.
5. In aiming to satisfy condition 20, the applicant should seek the advice of the Police Crime Prevention Design Advisor. The services of the local Police CPDA are available free of charge through Havering Development and Building Control. It is the policy of the local planning authority to consult with the Borough CPDA in the discharging of community safety condition(s).
6. Reason for approval:

The proposed development is considered to be in accordance with the aims, objectives and provisions of Policies CP17, DC2, DC3, DC5, DC7, DC33, DC34, DC37, DC55, DC60, DC61, DC62, DC63, DC70 and DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document.

Note: Following a change in government legislation a fee is now required when submitting details pursuant to the discharge of conditions, in order to comply with the Town and Country Planning (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations, which came into force from 06.04.2008. A fee of £85 per request (or £25 where the related permission was for extending or altering a dwellinghouse) is needed.

7. The planning obligations recommended in this report have been subject to the statutory tests set out in Regulation 122 of the Community Infrastructure Levy Regulations 2010 and the obligations are considered to have satisfied the following criteria:-
 - (a) Necessary to make the development acceptable in planning terms;
 - (b) Directly related to the development; and
 - (c) Fairly and reasonably related in scale and kind to the development.

Or

- B** That in the event that no satisfactory conclusion is reached by 17th June 2011 authority to refuse planning permission be delegated to the Head of Development and Building Control for the following reason:

1) The proposal would be likely to have an adverse impact on the functioning of the public highway and the safe passage of pedestrians in the vicinity of the application site, contrary to the provisions of Policy CP10 and DC32, DC34 and DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document.

REPORT DETAIL

1. Site Description

- 1.1 The application site is a mainly open 0.41 hectare site bounded by London Road, Esther Avenue and Lessington Avenue with Crowlands School to the western boundary. The site currently comprises vacant/derelict buildings including a two-storey former public house and two advertisement hoardings to the London Road frontage and mainly open-sided one-storey structures along the western boundary with the remainder of the site provided as hardstanding. It was most recently used as an additional car park in connection with the Romford Greyhound Stadium nearby but was prior to that used as a milk depot. The site is on relatively level ground.
- 1.2 The area is otherwise mainly residential in character with 2-storey maisonettes and semi-detached housing to Esher Avenue and Lessington Avenue although there is a single-storey building to the south-west used as a residential/Friday Masjid (prayer gathering). Apart from the school to the west there is a more mixed character of development to London Road with upto 3 storey commercial and industrial buildings, a large hardstanding area, a public house and mixed residential of flats, terraces and semi-detached properties. The greyhound stadium is located to the south-east of the application site, behind houses to Lessington Avenue.
- 1.3 Apart from the Design and Access Statement, the applicants have also submitted a written scheme of investigation for archaeological investigation, soil contamination, a transport assessment, travel plan and a Statement of Community Involvement.

2. Description of Proposal

- 2.1 The proposal is for the demolition of the existing buildings/structures, including removal of the advertisement hoardings and hardstanding and the construction of a 70-bed care home and 6, 4-bedroom houses to the Lessington Road frontage. The proposal also includes the provision of 17 parking spaces and amenity space for the care home and parking and amenity space to each residential property.
- 2.2 The care home accommodation would be provided in a single block wrapping around the corner of London Road/Esher Avenue with a front elevation width of 38.5m to London Road and 55m to Esher Avenue with a general depth of around 13.5m. Accommodation would be provided on mainly three storeys to London Road with a three-storey return section to Esher Avenue before dropping down to two-stories. There would be hipped roofs with ridge height being 13m and 10.5m above ground level respectively for the three- and two-storey sections (although it should be

noted that there are crown roofs due to the amount of accommodation at 4th floor level in the roof space). There would be accommodation in the roof spaces with the two-storey section to Esher Avenue having dormer windows provided. A smaller basement area would also be provided.

- 2.3 The 17 parking spaces associated with the care home would be provided to the rear of the building accessed via a new road junction to Esher Avenue and the secure garden area would be located to the north of the car park area. A lay-by would be provided on the highway to London Road for HGV and other delivery vehicles and emergency vehicles which requires a realignment of the footway, part of which would be provided within the application site boundary. 10 staff cycle spaces and a refuse store would be provided.
- 2.4 The Landscaping plan shows that soft landscaping would include a variety of shrubs and trees to the garden and car park as well as the road frontages of the care home.
- 2.5 The 70-bed care home is expected to provide 61 full-time and 18 part-time jobs (70 full time equivalents). Staff would be on 8-hour shifts with 11 staff on duty at night with 30 during the day.
- 2.6 The proposed houses would front onto Lessington Avenue and would be arranged as three, semi-detached pairs, slightly staggered forward away from the junction with Esher Avenue with a separate rear amenity area each. Each house would be two-storey with accommodation in the roofspace with front and rear dormer windows. Each property would be similar in design and be 5.6m wide, 8.5m deep and have a gable-sided roof with a ridge height of 10.2m above ground level, the pair - Houses 1 and 2 - being slightly smaller. External materials would match those of the care home.
- 2.7 Each house would have a private rear garden area. With the exception of House 1 where one parking space would be provided, 2 parking spaces would be provided for each property to the front garden area were there is also a separate footpath. Sheds would be provided to the rear garden areas for cycle/refuse storage.

3. **History**

- 3.1 None relevant

4. **Consultation/Representations**

- 4.1 149 neighbouring occupiers were notified of the proposal. Five pieces of correspondence have been received objecting to the proposal on the following grounds:

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- loss of on-street parking resulting in parking problems for existing occupiers
- noise, dust and traffic during construction
- construction traffic and parking in unrestricted parking areas on street
- indiscriminate and un-neighbourly parking
- parking causing obstruction to emergency vehicles
- traffic accidents involving cars parked on-street
- vehicles associated with the school, commercial development to London Road, the dog track and the Friday Masjid all park in Lonsdale Avenue as it is "free"; the development will make this worse
- Romford is being turned into a concrete jungle
- Developers should be required to finish works that they've started and should be required to show the Council that they have enough money to finish each project
- Other developments in Romford cause highway safety concerns
- Loss of light to existing properties
- The Council will only go through the motions and not take any comments into account
- The proposal is the wrong way round and the residential properties should face the back of the care home rather than fronting onto Lessington Avenue as this will result in the loss of existing on-street parking and give them cold north-facing gardens
- Possibly 4 vehicles would be associated with each of the proposed family accommodation, some of which would be parked on street for which there is insufficient space
- The houses will stick out like a sore thumb so they should be turned around to give the illusion of more space
- The population and traffic in Romford is at breaking point and this project won't help
- Romford has become an ugly blot on the map because of the influx of populations resulting in it losing its identity
- Local infrastructure cannot support more residents
- More houses should not be provided in such a confined area

Also raised was that the plans for the care home/amenity garden will be a benefit to the area and are supported

- 4.2 Thames Water have written indicating that it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer, that an oil interceptor should be provided to the car park area, that a fat trap should be fitted and waste oils collected by a contractor to prevent pollution of local watercourses, require a piling method statement to be submitted but that they have no objection with regard to sewerage infrastructure.
- 4.3 The London Fire and Emergency Planning Authority have written to indicate that access to the dwellinghouses is considered to be satisfactory. The Fire Brigade have indicated that no additional, or alterations to the existing, fire hydrants are required for the site.

4.4 English Heritage has written requesting an archaeological condition to be attached to any grant of planning permission to secure a programme of archaeological field evaluation and survey.

4.5 The Metropolitan Police Crime Prevention Design Advisor has written to indicate that the local area has a higher than the Havering average of criminal offences. He recommends amendments to the scheme to ensure that occupiers are less likely to be affected by crime. These concerns have been addressed in the current plans.

5. **Staff Comments:**

5.1 The issues in this case are the principle of development, its impact in the streetscene, on residential amenity and parking/highways. Policies CP1, CP10, CP17, DC2, DC3, DC5, DC33, DC49, DC50, DC60, DC61, DC63 and DC33 of the Local Development Framework Core Strategy and Development Control Policies Development Plan and SPD on Residential Design are relevant. Also relevant are London Plan Policies 3A.1, 3A.2, 3A.5, 3A.6, 3A.8, 3A.10, 3C.22, 3D.8, 4B.6, 4B.7, 4C.6 and PPS1 (sustainable development); PPS3 (Housing); PPS13 (Transport).

Principle of development

5.2 The proposal is for a 70-bed care home and 6, 4-bedroom houses. The site lies outside the Metropolitan Green Belt, Employment Areas, Commercial Areas, Romford Town Centre and District and local Centres and is therefore suitable for housing development in principle in line with Policy DC2, subject to the detailed design of proposals.

Residential Density

5.3 The proposal is for 6 houses on part of the application site measuring approximately 1225 sq.m or 0.12 ha. The density range for this suburban part of Romford Pedshed is 30 – 50 units per hectare. The density proposed would be just under 50 units per hectare which is within this range and is therefore acceptable.

Design/layout/Impact on Streetscene

5.4 There is a mixture of mainly two-storey semi-detached houses and maisonettes to the rear and side of the application site, including onto Lessington Avenue onto which the 6 family homes would front. The proposed residential properties would have higher ridgelines than existing properties and have gables to the side elevations rather than the prevailing hipped roof designs, nonetheless, as this site is somewhat isolated, being at the road junction and having the three-storey school buildings adjoining it to the West, it is considered that the proposed houses would not be out of character with existing development in the vicinity.

- 5.5 The care home would be located with its 3-storey section to the London Road frontage and a return section, also of 3-storey to Esher Avenue before reducing to two-storey with dormers to provide accommodation in the roofspace. To London Road are a mix of commercial development, some with flats above, the higher Crowlands School buildings and the newer 3-storey flatted properties, in particular to the east of the application site nearer the Town Centre and older 2-storey residential properties. Staff consider that the proposed 70-bed care home with its balconied entrance feature would have a clearly more substantial impact than the current lower level buildings and extensive hardstanding to the site. Nonetheless it is recognised that most of the new residential development to London Road has been of flatted blocks on three storeys such that, of itself, there is a changing character to this busy road in which larger/higher development is now part of that mixed character. Staff consider that the 3-storey development to the London Road frontage would therefore be acceptable and in character with this mixed use area.
- 5.6 To Esher Avenue and to the east of the application site to London Road are 2-storey older properties; those to Esher Avenue being maisonettes. The proposed building's 3-storey return frontage would be 28m long, stretching back to the rear fence of No. 225 London Road with the 2-storey, 22m long section beyond the slight bend in the road. Staff consider that it is reasonable that the 3-storey pitched roof element of the proposed development continues around the corner into Esher Road before dropping down to 2-storeys with a pitched roof. The proposed development would be located at least 19m from the facing side elevation of No.225 London Road and the front elevations of Esher Avenue properties on the opposite side of the highway, such that Staff consider the proposed 2- and 3-storey elements fronting onto Esher Road would not be overbearing or overly dominant in relation to the existing development. There is clearly an element of judgement here and Members may place different weight on this issue, nonetheless Staff consider that the proposal would be set well back from existing residential development so as not to result in unacceptable harm to visual amenity in the streetscene.
- 5.7 Within the application site, the care home would be located to the road frontages to London Road and Esher Avenue with its garden located adjacent to the northern end behind the building. The car park is located to the south of this with the access road to its south linking east onto Esher Avenue. Beyond that are the rear garden areas of the residential properties with the residential properties fronting southwards onto Lessington Avenue. The garden for the care home would be approximately 470 sq m and the rear gardens to residential properties vary in size from a depth of 12.5m to 13.2m and sizes from 80 sq.m to just under 85 sq.m.
- 5.8 The proposal would provide a 17- vehicle car park and access to Esher Avenue directly adjacent to the rear garden areas of the proposed new residential properties which would front onto Lessington Avenue. The nearest rear elevation to the access road would be 12m and there is a 1.8m

intervening footpath. A layby is proposed to London Road for emergency vehicles, drop-offs and servicing such that the amount of vehicle activity would be limited generally to staff change-over times. Noise and activity associated with vehicles to the care home would be a pre-existing arrangement of which any new occupiers would be aware before purchasing the property, nonetheless Staff consider that it to be reasonable in terms of the level of amenity afforded to the future residential occupiers.

- 5.9 Staff consider the arrangement of the buildings, access and amenity/parking areas provide a reasonable layout and level of amenity in line with the Supplementary Planning Document on Residential Design.

Impact on Residential Amenity

- 5.10 The nearest residential properties are the houses/maisonettes to London Road, on the opposite side of Esher Road, the maisonettes in Esher Road and the houses to Lessington Avenue. The proposed 2-3 storey care home and the 2-storey houses are located on the opposite side of the public highway with a minimum distance to the care home of 19m and 22m from the front/side elevations of properties in Lessington Avenue. Normal arrangements apply with windows facing across the public highway and Staff consider that at these distances, there would be no undue overlooking, loss of outlook or privacy or visual intrusion from the proposed development.
- 5.11 Staff recognise that there would be a sense of loss of light and sunlight, in particular to the properties in Esher Avenue and to No. 225 London Road, nonetheless, it is considered that the actual loss would be minimal and light levels would be reasonable given the built-up urban nature of the surrounding area.
- 5.12 The proposed access to the parking area would be located directly opposite No. 3 Esher Avenue and given the shift nature of the proposed staff, it is considered that occupiers of the maisonette to the ground floor would, apart from the houses which form part of this application, be likely to be affected most by traffic noise and car headlights. Nonetheless the access is at least 14m from the front windows to that property and not an unusual arrangement in an urban area. The 8-hour shift pattern is normally extended over night and can be as long as 12 hours for those on night duty such that even if there is some noise and disturbance at change-over times, there should be around 8 hours of little activity during the night.
- 5.13 Staff therefore consider that there would be no undue loss of residential amenity to these existing occupiers.

Highway/Parking

- 5.14 Within this area, Policy DC2 indicates that between 1.5 and 2 parking spaces should be provided for each residential property. Due to the difficulties associated with the shape of Plot 1, it is not considered that more

than 1 space could be provided to the front garden area although the other 5 houses would all have 2 spaces. Overall, the requirement would be met as the provision would represent just over 1.8 residential parking spaces, nonetheless as they would be specifically allocated, it is considered that the legal agreement should ensure that occupiers are not able to gain access to existing residential on-street parking provision, in particular as the new access reduces the existing on-street provision.

- 5.15 The care home would be expected to provide, in accordance with Annex 5 of the LDF 1 space per 4 resident bedspaces, i.e., $70/4 = 17.5$ spaces. The car parking area for the car home has 17 parking spaces, two of which are disabled spaces which Staff consider to be acceptable. The applicant has also suggested that the proposed lay-by to London Road would provide short-term parking/dropping off/collection, nonetheless this would be the subject of further discussion with Streetcare regarding loading/waiting restrictions.
- 5.16 While the applicants are willing to provide a travel plan (subject to a legal agreement for implementation), cycle parking provision would need to be made on site and would be subject to a suitable planning condition.
- 5.17 Servicing vehicles and emergency vehicles would be expected to use the proposed new lay-by onto the highway. The provision of this requires separate agreement under the Highways Acts and the footpath realignment would require the adoption of a small linear strip of the application site as footway as part of the public highway. Suitable conditions/legal agreement would need to be attached/entered into in this respect.
- 5.18 There would be separate arrangements for the storage of waste and recycling items for the care home and residential properties. The storage building to the care home is provided with front and rear doors to the London Road frontage. For the residential properties storage will be provided individually. A suitable condition will be attached to ensure that suitable provision is made.

Archaeology

- 5.19 English Heritage have identified the application site as a likely site of archaeological interest and recommend the carrying out of invasive ground investigation works. A suitable condition is to be attached.

Section 106 agreement

- 5.20 A legal agreement is required, in line with Policy DC72 to secure a restriction to the care home as the parking provision would be insufficient to support general market housing; to enable, as necessary, the adoption of that part of the application site to replace the public footpath lost to the proposed lay-by, as part of the public highway; to restrict future occupiers from applying for residents parking permits; and, to require a highways contribution of £10,000 to review and implement the necessary changes to

the controlled parking which is affected by the proposed access to the development and to ensure that the submitted travel plan is implemented.

Other Issues:

- 5.21 Sustainability/Energy Efficiency – the proposal is for a major development which would be expected, in line with LDF Policies to meet sustainable and energy efficient objectives. Suitable conditions would be attached.
- 5.22 Land Contamination – a suitable condition could be added to any grant of permission to require the provision of an assessment and further follow up work if necessary.
- 5.23 Secured by Design – the CPDA has advised that conditions and an informative should be attached to any grant of planning permission.

6. Conclusions

- 6.1 Judgement has been used, in particularly in relation to the impact of the proposed development on visual amenity in Esher Avenue, and Members may place different weight on the issue of whether the 3-storey return element onto Esher Avenue would have an acceptable impact on visual amenity in the street scene. Staff nonetheless consider that the proposal would be acceptable in principle and, would not have any significant adverse impact on visual or residential amenity and that the parking arrangements would be acceptable, subject to the signing of a legal agreement. And, that it would be acceptable on other grounds in accordance with policies contained in the LDF.

IMPLICATIONS AND RISKS

7. Financial Implications and risks:

- 7.1 None

8. Legal Implications and risks:

- 8.1 A legal agreement would be needed to secure a restriction to the care home, to enable (as necessary) the adoption of a new section of public highway, to restrict future occupiers from applying for residents parking permits, to require a highways contribution of £10,000 and to ensure that the submitted travel plan is implemented.

9. Human Resource Implications:

- 9.1 None

10. Equalities and Social Inclusion Implications:

10.1 The Council's planning policies are implemented with regard to Equalities and Diversity.

BACKGROUND PAPERS

1. The planning application as submitted or subsequently revised including all forms and plans.
2. The case sheet and examination sheet.
3. Ordnance survey extract showing site and surroundings.
4. Standard Planning Conditions and Standard Green Belt reason for refusal.
5. Relevant details of Listed Buildings, Conservation Areas, Article 4 Directions.
6. Copy of all consultations/representations received and correspondence, including other Council Directorates and Statutory Consultees.
7. The relevant planning history.