



# REGULATORY SERVICES COMMITTEE

16 July 2015

# REPORT

**Subject Heading:**

P0340.15 Former Diana Princess of Wales Hostel, 8 Coleridge Road, Harold Hill, Romford

Demolition of existing hostel and associated facilities. To be replaced by 5no. houses in a terrace and one detached bungalow with associated parking, amenity space and landscaping. (Received 28-03-2015)

**Ward:**

Heaton

**Report Author and contact details:**

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**Policy context:**

Local Development Framework  
Development Control Policies  
Development Plan Document

National Planning Policy Framework  
National Planning Practice Guidance

London Plan

**Financial summary:**

Not applicable

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

Havering will be clean and its environment will be cared for	[x]
People will be safe, in their homes and in the community	[x]
Residents will be proud to live in Havering	[x]

### SUMMARY

The application is for the redevelopment of this site that formerly provided accommodation for the homeless. This is a Council scheme and it is proposed to develop six new dwellings following demolition of the existing buildings. The intention is that all the dwellings would be affordable for shared-ownership. The site lies within the urban area where redevelopment for residential use would be acceptable in principle. The development would also help to meet the Borough's needs for affordable housing. The proposal is considered acceptable in all material respects, including design and layout, impact on neighbouring amenity, environmental impact and parking and highway issues. The proposal would give rise to a demand for school places and a contribution of £6,000 per dwelling is deemed necessary to make the development acceptable. As the application is made by the Council this would need to be secured by a unilateral undertaking rather than legal agreement. Subject to the prior completion of such an undertaking it is recommended that planning permission is granted.

### RECOMMENDATIONS

1. That the Committee notes that the development proposed may be liable for the Mayor's Community Infrastructure Levy (CIL) in accordance with London Plan Policy 8.3 and that the applicable fee would be £12,780 subject to indexation. This is based on the creation of 639m<sup>2</sup> of new gross internal floor space.
2. That the proposal is unacceptable as it stands but would be acceptable subject to the completion of a unilateral undertaking under Section 106 of the Town and Country Planning Act 1990 (as amended), to secure the following:
  - A financial contribution of £36,000 to be paid prior to the commencement of the development, to be used for educational purposes in accordance with the Policy DC72 of the LDF Core Strategy and Development Control Policies Development Plan Document.
  - 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.

That the Head of Regulatory Services be authorised to grant planning permission upon the completion of the unilateral undertaking subject to the conditions set out below:

1. *Time limit* - 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 Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. *Accordance with plans* - The development hereby permitted shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

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. Also, in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

3. *Car parking* - No dwelling unit shall be occupied until the car/vehicle parking areas shown on approved drawing 84462/ 110 Rev A have been completed, and thereafter, the areas shall be kept free of obstruction and permanently made available for the parking of vehicles associated with the development and shall not be used for any other purpose.

Reason: To ensure that there are adequate parking facilities to serve the development in the interest of highway safety and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC33.

4. *Materials* - The development hereby permitted shall not be commenced until samples of all materials to be used in the external construction of the buildings has been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed with the approved materials.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of the materials to be used. Submission of samples prior to commencement will ensure that the appearance of the proposed development will harmonise with the character of the surrounding area and comply with Policy DC61 of the Development Control Policies Development Plan Document.

5. *Landscaping* - 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 completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local Planning Authority.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of the hard and soft landscaping proposed. Submission of a scheme prior to commencement will ensure that the development accords with the Development Control Policies Development Plan Document Policy DC61. It will also ensure accordance with Section 197 of the Town and Country Planning Act 1990.

6. *Refuse and recycling* - Prior to the first occupation of the development hereby permitted provision shall be made for the storage of refuse and recycling awaiting collection according to details which shall previously have been submitted to and agreed in writing by the Local Planning Authority.

Reason: Insufficient information has been supplied with the application to judge how refuse and recycling will be managed on site. Submission of this detail prior to occupation in the case of new building works or prior to the use commencing in the case of changes of use will protect the amenity of occupiers of the development and also the locality generally and ensure that the development accords with the Development Control Policies Development Plan Document Policy DC61.

7. *Cycle storage* - Prior to first occupation of the development 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 and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC36.

8. *Boundary treatment* - The development hereby permitted shall not be commenced until details of proposed boundary treatment have been submitted to and approved in writing by the Local Planning Authority. The approved boundary treatment shall be installed prior to occupation of that phase of the development and retained thereafter in accordance with the approved plans.

Reason: Insufficient information has been supplied with the application to judge the appropriateness of any boundary treatment. Submission of this detail prior to occupation in the case of new building works or prior to the use commencing in the case of changes of use will protect the visual amenities of the development, prevent undue overlooking of adjoining property and ensure that

the development accords with the Development Control Policies Development Plan Document Policy DC61.

9. *Secured by Design* - Prior to the commencement of the development hereby approved a full and detailed application for the Secured by Design award scheme shall be submitted to the Local Planning Authority, setting out how the principles and practices of the Secured by Design Scheme are to be incorporated. Once approved in writing by the Local Planning Authority in consultation with the Metropolitan Police Designing Out Crime Officers (DOCOs), the development shall be carried out in accordance with the agreed details.

Reason: Insufficient information has been supplied with the application to judge whether the proposals meet Secured by Design standards. Submission of a full and detailed application prior to commencement is in the interest of creating safer, sustainable communities and to reflect guidance in Policies CP17 and DC63 of the Core Strategy and Development Control Policies Development Plan Document and the NPPF.

10. *Hours of construction* - All building operations in connection with the construction of external walls, roof, and foundations; site excavation or other external site works; works involving the use of plant or machinery; the erection of scaffolding; the delivery of materials; the removal of materials and spoil from the site, and the playing of amplified music shall only take place between the hours of 8.00am and 6.00pm Monday to Friday, and between 8.00am and 1.00pm on Saturdays and not at all on Sundays and Bank Holidays/Public Holidays.

Reason: To protect residential amenity, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC61.

11. *Vehicle Cleansing* – Before the development hereby permitted is first commenced, vehicle cleansing facilities to prevent mud being deposited onto the public highway during construction works shall be provided on site in accordance with details to be first submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be retained thereafter within the site and used at relevant entrances to the site throughout the duration of construction works. If mud or other debris originating from the site is deposited in the public highway, all on-site operations shall cease until it has been removed. The submission will provide;

- a) A plan showing where vehicles will be parked within the site to be inspected for mud and debris and cleaned if required. The plan should show where construction traffic will access and exit the site from the public highway.
- b) A description of how the parking area will be surfaced, drained and cleaned to prevent mud, debris and muddy water being tracked onto the public highway;
- c) A description of how vehicles will be checked before leaving the site – this applies to the vehicle wheels, the underside of vehicles, mud flaps and wheel arches.

- d) A description of how vehicles will be cleaned.
- e) A description of how dirty/ muddy water be dealt with after being washing off the vehicles.
- f) A description of any contingency plan to be used in the event of a breakdown of the wheel washing arrangements.

Reason: Insufficient information has been supplied with the application in relation to vehicle washing facilities. Submission of details prior to commencement will ensure that the facilities provided 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. It will also ensure that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC61.

12. *Construction methodology* - The development hereby permitted shall not be commenced until a scheme has been 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 that phase 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
- d) measures for minimising the impact of noise and, if appropriate, vibration arising from construction activities;
- e) predicted noise and, if appropriate, vibration levels for construction using methodologies and at points agreed with the local planning authority;
- f) 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;
- g) scheme for security fencing/hoardings, depicting a readily visible 24-hour contact number for queries or emergencies;
- h) 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: Insufficient information has been supplied with the application in relation to vehicle washing facilities. Submission of details prior to commencement will ensure that the facilities provided 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. It will also ensure that the development accords with the Development Control Policies Development Plan Document Policies DC32 and DC61.

13. *Pedestrian Visibility Splay* - The proposals should provide a 2.1 by 2.1 metre pedestrian visibility splay on either side of each of the proposed access points

or crossovers to the dwellings, set back to the boundary of the public footway. There should be no obstruction or object higher than 0.6 metres within the visibility splay.

Reason: In the interests of highway safety, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC32.

14. *Renewable energy* – A renewable energy system for the development shall be installed in accordance with details previously submitted to and agreed in writing by the Local Planning Authority and shall be made operational prior to the residential occupation of the development. Thereafter, it shall be permanently retained.

Reason: Insufficient information has been supplied with the application in relation to renewable energy to meet the requirements of Policy 5.2 of the London Plan. The submission of details prior to commencement is necessary to ensure that the proposals would meet the terms of this policy and in the interests of energy efficiency and sustainability in accordance with Policy DC50 of the LDF Development Control Policies Development Plan Document.

15. *Removal of permitted development rights* - Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 Article 3, Schedule 2, Part 1 (or any order revoking and re-enacting that Order with or without modification), no development shall take place under Classes A, B, C or E, unless permission under the provisions of the Town and Country Planning Act 1990 has first been sought and obtained in writing from the Local Planning Authority.

Reason: In the interests of amenity and to enable the Local Planning Authority to retain control over future development, and in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

16. *Vehicle access* – All necessary agreements, notices or licences to enable the proposed alterations to the Public Highway as part of the required by the development shall be entered into prior to the commencement of development.

Reason: The submission of details prior to commencement will protect highway safety and ensure that all legislative provisions are followed to ensure good design and public safety in accordance with policies CP10, CP17, and DC61 of the Core Strategy and Development Control Policies DPD.

17. *Ground Levels* - No works shall take place in relation to any of the development hereby approved until details of proposed ground levels and finished floor levels are submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved levels.

Reason: Insufficient information has been supplied with the application in relation to ground levels and the local planning authority wishes to ensure that the development is acceptable and does not have any unexpected impact on

existing residential amenity in accordance with Policy DC61 of the LDF Core Strategy and Development Control Policies DPD.

18. *Noise insulation* - The new dwellings hereby permitted shall be so constructed as to provide sound insulation of 45 DnT,w + Ctr dB (minimum value) against airborne noise.

To prevent noise nuisance to adjoining properties in accordance with policies DC55 and DC61 of the LDF Core Strategy and Development Control Policies DPD.

19. *Footway improvement* – The extension to the existing footway on the western side of Tennyson Road to improve access to the shopping parade at 39-45 Tennyson Road shall be provided prior to the occupation of the dwellings hereby permitted. The footway shall be at least 1.8 metres in width and end opposite the footway of the shopping parade. Appropriate dropped kerbs and tactile paving shall be provided. The detailed design and layout of the footway shall be agreed in writing with the local planning authority prior to construction.

Reason: Insufficient details have been submitted with the application in relation to these works and agreement of the details and implementation of the approved scheme is required in advance of first occupation of any of the dwelling to comply with polices CP10, CP17, DC61 and DC34 of the LDF Core Strategy and Development Control Policies DPD.

20. *Lifetime Homes* - The development hereby permitted shall not commence until a Lifetime Homes methodology statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall demonstrate how the development will achieve Lifetime Home standards. The development shall be carried out in accordance with the approved details and thereafter maintained as such.

Reason: Insufficient information has been supplied with the application to demonstrate how lifetime homes standards would be achieved. The submission of details prior to commencement of buildings works will ensure that the amenities of future residents and visitors are protected and that the residential development meets the needs of all potential occupiers in accordance with policy DC7 of the Havering LDF Core Strategy and Development Control Policies Development Plan Document and policy 3.8 of the London Plan.

#### Informatives

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraphs 186-187 of the National Planning Policy Framework 2012.



2. *Secured by Design* - In promoting the delivery of safer, stronger, sustainable places the Local Planning Authority fully supports the adoption of the principles and practices of the Secured by Design Award Scheme and Designing against Crime. Your attention is drawn to the free professional service provided by the Metropolitan Police Designing Out Crime Officers for North East London, whose can be contacted via DOCOMailbox.NE@met.police.uk or 0208 217 3813. They are able to provide qualified advice on incorporating crime prevention measures into new developments.
3. *Changes to the public highway* - The granting of planning permission 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. If a new or amended access is required (whether temporary or permanent), there may be a requirement for the diversion or protection of third party utility plant and it is recommended that early involvement with the relevant statutory undertaker takes place. 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 relevant approval process. Unauthorised work on the highway is an offence.
4. *Highway legislation* - The granting of planning permission does not discharge the requirements of the New Roads and Street Works Act 1991 or the Traffic Management Act 2004. Formal notifications and approval will be needed for any highway works (including temporary works of any nature) required during the construction of the development.
5. *Temporary use of the highway* - If any construction materials are proposed to be kept on the highway during construction works then they will need to apply for a license from the Council. If the developer requires scaffolding, hoarding or mobile cranes to be used on the highway, a licence is required and Streetcare should be contacted on 01708 434343 to make the necessary arrangements.

## REPORT DETAIL

1. Site Description
  - 1.1 The application site is triangular in shape and has frontages to Tennyson Road, Coleridge Road and the access road to 53-59 Heaton Avenue which also provides service access to the Tennyson Road minor local shopping centre. The immediate area is residential with a mixture of bungalows, two-storey terraced and semi-detached properties and flats, including some above the shops. The site area is 0.16 hectares.
  - 1.2 The structures on site comprise the main hostel building which is two storey and set back from the main highway frontage of Tennyson Avenue. There are

two other smaller single storey out-buildings, one to the front and the other to the rear. The site has landscaped frontages, including several well-established trees along the Coleridge Road frontage. There is a car parking area adjacent to the shops and other areas of hardstanding. To the front is a grassed area including a children's play area with play equipment.

## 2. Description of Proposal

- 2.1 This is a full application for the redevelopment of the site following the demolition of the existing buildings. The development proposed is for six new dwellings comprising a single terrace of five 2-storey dwellings fronting onto Tennyson Road and a detached bungalow fronting Coleridge Road. The terrace would comprise 3-bed five person houses and the bungalow would be a 2-bed four person to accommodate a wheel chair user. All the properties would be affordable for rent.
- 2.2 There would be a total of 12 off-street parking spaces, including three visitor spaces. The parking spaces would be to the front of the properties, except unit 5 closest to the shops which would have parking to the side. Each of the dwellings would have rear garden areas. The dwellings would be constructed in brick under gable ended tiled roofs. The gable ends of each dwelling in the terrace would face onto Tennyson Road giving a 'saw-tooth' appearance.
- 2.3 All of the dwellings would be constructed to lifetime homes standards and to Code for Sustainable Homes Level 4. The bungalow would be constructed to accommodate a wheel chair user. The scheme overall has been designed to meet Secured by Design matters, but would be subject to certification following detailed design.

## 3. Relevant History

- 3.1 None

## 4. Consultations and Representations

- 4.1 Neighbour notification letters sent to 88 local addresses. One representation has been received raising the following issues:
- Concern about how new properties would be numbered given past issues;
  - Potential parking problems as there are currently parking spaces on the highway which could be affected;
- 4.2 Thames Water has no objections.
- 4.3 Streetcare (Highways): no objections subject to modifications to achieve the necessary pedestrian visibility splays. The proposed bin stores should be set back to achieve this. The proposed footway extension to the shops in Tennyson Road should wrap further around the corner to minimise the crossing distance. Conditions requested to secure these improvements and wheel cleaning.

- 4.4 London Fire Brigade (Water) is happy for the development to go ahead.
- 4.5 London Fire and Emergency Planning Authority is satisfied with the proposals.
- 4.6 Public Protection (Environmental Health) requests a noise insulation condition.
- 4.7 Metropolitan Police Designing out Crime Officer has no objections subject to condition regarding submission of Secured by Design award details.
- 4.8 Essex and Suffolk Water has no objections.

## 5. Relevant Policies

- 5.1 Policies CP1 (Housing Supply); CP2 (Sustainable Communities); CP9 (Reducing the need to travel); CP10 (Sustainable Transport); CP15 ((Environmental management; CP17 (Design); DC2 (Housing Mix and Density); DC3 (Housing Design and Layout); DC7 (Lifetime Homes and Mobility Housing); DC32 (The Road Network); DC33 (Car Parking); DC34 (Walking); DC35 (Cycling); DC36 (Servicing); DC40 (Waste Recycling); DC48 (Flood Risk); DC49 (Sustainable Design and Construction); DC50 (Renewable Energy); DC51 (Water Supply, Drainage and Quality); DC52 (Air Quality); DC53 (Contaminated Land); DC55 (Noise); DC61 (Urban Design); DC62 (Access); DC63 (Delivering Safer Places); DC72 (Planning obligations) of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD).
- 5.2 In addition the Planning Obligations SPD (Technical Report 1 – Assessment of Infrastructure Costs), Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD and Sustainable Design and Construction SPD.
- 5.3 Policies 3.3 (increasing housing supply), 3.4 (optimising housing potential); 3.5 (quality and design of housing developments), 3.6 (children’s play facilities), 3.8 (housing choice), 3.9 (mixed and balanced communities), 3.10 (definition of affordable housing), 3.11 (affordable housing targets), 3.12 (negotiating affordable housing), 3.13 (affordable housing thresholds), 5.2 (minimising carbon dioxide emissions), 5.3 (sustainable design and construction), 5.7 (renewable energy), 5.12 (flood risk management), 5.13 (sustainable drainage), 5.16 (waste self-sufficiency), 5.21 (contaminated land), 6.1 (strategic transport approach), 6.3 (assessing effect on transport capacity), 6.9 (cycling), 6.10 (walking), 6.13 (parking), 7.3 (designing out crime), 7.4 (local character), 7.6 (architecture), 7.14 (improving air quality), 7.15 (reducing noise and enhancing soundscapes)and 8.2 (planning obligations) of the London Plan.
- 5.3 The provisions of the National Planning Policy Framework and the National Planning Policy Guidance are also material considerations.

## 6. Staff comments

## Principle of the development

- 6.1 The property which was purpose built by the Council as a hostel for the homeless, has been replaced by upgraded accommodation elsewhere in the Borough and is now surplus to requirements. The buildings and other facilities, which remain on site have been unused since 2012. Whilst not specifically referred to under LDF Policy CP8 (Community Needs) the hostel could be considered a community facility. The policy seeks to retain or re-provide community facilities where a need exists. Policy DC27 has similar requirements. More modern facilities for the homeless that meet current standards have been provided at Will Perrin Court and Abercrombie House. As there is provision elsewhere that meets the Borough's needs the terms of these policies have been met.
- 6.2 LDF Policy CP1 prioritises the redevelopment of brownfield and non-designated sites within the urban area for housing to help meet housing need. The policy also requires that such sites are used efficiently. On this basis Staff consider that the proposed redevelopment for affordable housing would be acceptable in principle.

## Density and Layout

- 6.3 The site has a PTAL value of 2 and in accordance with Policy DC2 the site is classified as 'rest of borough'; outside of a defined PTAL area. A density range of 30-50 dwellings per hectare is indicated as appropriate. The application site has an area of 0.16 hectare and proposes 6 new dwellings. This equates to a development density of 37.5 units or 144 habitable rooms per hectare, which is within the range specified in Policy DC2. However, density is only one measure of acceptability and there are other relevant considerations. These include the need to make efficient use of the site taking account of site constraints and the site layout and its impact on the character and appearance of the area. It is also necessary to provide an acceptable level of accommodation for future occupiers.
- 6.4 In this regard all of the proposed dwellings would meet the minimum size standards set out in London Plan policy 3.5 and Table 3.3 and provide private and usable amenity space in accordance with the Residential Design SPD. Whilst the layout of the amenity areas would be compact there would be no significant overlooking issues. Each dwelling would have at least one off-street parking space and parking on adjoining roads is currently unrestricted.

## Design and visual impact

- 6.5 The design of the terrace with gable ends facing the highway is not typical of the area where most of the bungalows in Coleridge Road and the houses in Tennyson road have hipped roofs. However, the site is separated from other housing by adjoining roads and a different style of building is judged to be appropriate for the site as it would complement the existing residential character of the area where there is a variety of architectural styles. The site marks a transition between the two storey development to the south and west

and the higher flatted development of the north. As such the orientation of the new dwellings would not appear out of character or adversely affect the appearance of the area or appear out of place in the streetscene. The design differences would provide greater visual variety and the terrace would read as a separate visual element. The design of the buildings allows for an efficient use of the site. The terrace would have a street frontage with off-road parking similar to other properties in Tennyson Road. The bungalow would be in keeping with the predominant style of dwellings in Coleridge Road.

- 6.6 Materials proposed are principally to be a light coloured brick under a pitched plain tiled roof. The appearance of the buildings would respect the varied residential character of the area which has a mix of styles and building materials. The site is in a prominent location with three road frontage. Staff consider that the development would have an acceptable visual impact in its own right, especially as it would be replacing a larger single building. The design would have a positive impact on the character and appearance of the area. Detail of materials are given in the application but it is considered that the submission of samples for approval should be required by condition

#### Impact on amenity

- 6.7 Whilst the site lies within a residential area it is a corner plot and only shares a boundary with one residential property. The only adjoining property is No. 10 Coleridge Road which adjoins to the north west. None of the new dwellings would face onto the site with only rear amenity areas adjoining the common boundary. Of the rear gardens to the proposed terrace, only two would abut the adjoining property and the length of the gardens means that there would be no material overlooking of the rear garden. Overall Staff consider that there would be no material adverse impact on the amenities of nearby residents and the proposals would comply with LDF Policy DC61.
- 6.8 Within the development the relationship between residential units is generally acceptable. There are some tight relationships, where the flank wall of proposed dwellings abuts the rear boundary of other dwelling plots. Parts of the amenity area of the bungalow would be subject to some overlooking, however, most of the garden is shielded from any views by the building itself. Whilst the siting of a single storey flank wall directly on the rear boundary of proposed dwellings is not ideal, some revisions were made at the pre-application stage to minimise these. In view of these factors staff consider, as a matter of judgement, that the proposed dwellings would still enjoy a reasonable level of amenity, such that the proposals do not give rise to materially unacceptable living conditions such as amount to a material objection to the proposal.

#### Parking and highways Issues

- 6.9 The proposal provides a total of 12 parking spaces, including three visitor spaces which equates to 1.5 spaces per dwelling. This meets the LDF parking requirements of 2-1.5 spaces per dwelling and would also fall within the maximum standards set out in Table 6.2 and Policy 6.13 of the London Plan.

The proposals also make provision for cycle parking, which would be secured by condition. Overall the vehicle and cycle parking is considered acceptable and in accordance with the relevant development plan policies.

- 6.10 There is currently parking for the former hostel along the access road to the rear of the Tennyson Road shops. The three visitor bays would be provided in this area. The existing bays are sometimes occupied by users of the shops and this is likely to continue. However, they would also be available for visitors. The two parking spaces for unit five would also take access from the service road but these would be allocated to the property. There are no objections to this arrangement from the highway authority. The proposed footpath extension would become part of the public highway.

#### Affordable Housing

- 6.11 In terms of affordable housing the aim is to achieve 50% across the borough in accordance with Policy DC6. In this case all of the units would be affordable units for rent and would help to achieve this objective. The application is being made by the Council's housing service and all of the units would be retained as affordable units. Whilst the proposal is below the normal threshold of 10 units the new units would make an important contribution to achieving the target. The proposals would meet the objectives of LDF Policies CP2 and DC6 and Policy 3.11 of the London Plan.

#### Infrastructure impact of the development

- 6.12 Regulation 122 of the Community Infrastructure Levy Regulations 2010 (CIL Regulations) states that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:
- (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.
- 6.13 Policy DC72 of the Council's LDF states 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 Further Alterations to the London Plan states that development proposals should address strategic as well as local priorities in planning obligations.
- 6.14 In 2013, the Council adopted its Planning Obligations Supplementary Planning Document which sought to apply a tariff style contribution to all development that resulted in additional residential dwellings, with the contributions being pooled for use on identified infrastructure.
- 6.15 There has been a recent change to the effect of the CIL Regulations in that from 6th April 2015, Regulation 123 of the CIL Regulations states that no more than 5 obligations can be used to fund particular infrastructure projects or infrastructure types. As such, the SPD, in terms of pooling contributions, is now

out of date, although the underlying evidence base is still relevant and up to date for the purposes of calculating the revised S106 contributions.

- 6.16 The evidence background to the SPD, contained in the technical appendices is still considered relevant. The evidence clearly show the impact of new residential development upon infrastructure – at 2013, this was that each additional dwelling in the Borough has a need for at least £20,444 of infrastructure. Therefore, it is considered that the impact on infrastructure as a result of the proposed development would be significant and without suitable mitigation would be contrary to Policy DC72 of the LDF and Policy 8.2 of the London Plan.
- 6.17 Furthermore, evidence clearly shows a shortage of school places in most parts of the Borough – (London Borough of Havering Draft Commissioning Plan for Education Provision 2015/16-2019/20). The Commissioning report shows need for secondary places and post-16 places which due to their nature would serve all parts of the Borough. The Commissioning report identifies that there is no spare capacity to accommodate demand for 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 SPD). On that basis, it is necessary to continue to require contributions to mitigate the impact of additional dwellings in the Borough, unless the development is within an area of the Borough where there is a surplus of school places. Previously, in accordance with the SPD, a contribution of £6000 per dwelling was sought. It is considered that this is reasonable when compared to the need arising as a result of the development.
- 6.18 It would, therefore be necessary to require a contribution to be used for educational purposes. Separate monitoring of contributions would take place to ensure that no more than 5 contributions are pooled for individual projects. It is considered that a contribution equating to £6000 per dwelling for educational purposes would be appropriate.
- 6.17 The proposed new dwellings would result in an additional local infrastructure demand such that a financial contribution is needed in accordance with policy DC72. There would be a net addition of 6 units and a charge of £36,000 is considered necessary to make the development acceptable in accordance with the policy. However, as the Council is both land owner and applicant this would need to be secured by way of a unilateral undertaking rather than a planning agreement.

#### Other Issues

- 6.18 The application site includes a number of trees, mainly along the Coleridge Road frontage and an arboricultural assessment has been undertaken. The most significant trees comprise a group including maple, silver birch and apple. The trees are considered to make a positive contribution to the streetscene. Other trees are present on the site which have a lesser landscape value. Most of the trees along the site boundary are proposed to be retained and will be protected during the development. Some would have crown reductions in order

to minimise the impact on the development. Staff consider that these proposals are acceptable as this would help maintain the landscape setting of the site.

- 6.19 The ground conditions of the site have been investigated and the submitted report concludes that the ground conditions pose no risk to future occupiers and that remediation is not required.
- 6.20 Given the scale of the development there is no requirement for a sustainable drainage system (SuDS) to be included in the scheme.

## 7. Mayor's Community Infrastructure Levy

- 7.1 The proposed development may be liable for the Mayor's Community Infrastructure Levy (CIL) in accordance with London Plan Policy 8.3. However, affordable housing may qualify for relief if the proposals meet certain exemption criteria. These would be assessed post planning decision prior to the commencement of the development.
- 7.2 The applicable fee is charged at £20 per square metre based on an internal gross floor area of 639 square metres less the area of existing buildings in lawful use for at least 6 months in the last three years. As this has not been the case none of the existing floorspace can be deducted. However, there are exemptions for affordable housing which needs to be sought prior to commencement of development. In this case the maximum CIL contribution would be of £12,780 subject to indexation.

## 8 Conclusions

- 8.1 The proposed residential development on the site is considered acceptable in principle. The design, scale and layout of the proposed development is considered to be in keeping with the character and amenity of the locality and to provide an acceptable quality living environment for future occupants. There is judged to be no material harm to neighbouring residential amenity arising from the proposals and the application makes acceptable provision for landscaping and sustainability. The proposal is considered to be acceptable in respect of parking and highways issues.
- 8.2 The proposal is for six affordable social rented units which would help to meet the Borough wide target of 50% of all new dwellings. This provision is considered acceptable in terms of the aims of LDF and London Plan policies. As this is a Council proposal and is below the normal threshold of 10 units the delivery of affordable housing does not need to be addressed through a S106 obligation or by planning condition.
- 8.3 There would also need to be a contribution to meet education costs associated with the development in accordance with LDF Policy DC72 and the Technical Appendices to the Planning Obligations SPD and Policy 8.2 of the London Plan. Again as this is a Council application on Council land the contribution would be secured by condition rather than through a S106 obligation.



8.4 The proposal is, therefore judged to be acceptable, subject to the conditions set out in this report and it is recommended that planning permission is granted accordingly.

## IMPLICATIONS AND RISKS

**Financial implications and risks:** None

**Legal implications and risks:** The planning merits of the application are considered separately to the Council's interests as landowner and applicant

**Human Resources implications and risks:** None

**Equalities implications and risks:** The Council's planning policies are implemented with regard to equality and diversity. The development includes a mix of unit types, including a unit that provides for wheelchair use, and units which are designed to Lifetime Homes standards. The residential development is exclusively for affordable housing, thus contributing to the provision of mixed and balanced communities and the Borough's housing needs.

## BACKGROUND PAPERS

1. Planning application form and plans received 28-03-2015