



**REGULATORY  
SERVICES  
COMMITTEE**

**REPORT**

27 October 2011

**Subject Heading:**

**P0759.11 - Former Woolpack Public House and car park, Angel Way, Romford**

**Change of use of ground floor of no.48 High Street to retail/financial and professional services/restaurant or café use (classes A1/A2/A3) and the conversion of the upper floors of this building to 4 no. dwellings; the erection of a part 3/5/6/8 storey building to provide 70 no. dwellings, together with associated landscaping, amenity space, car and cycle parking. (Application received 16<sup>th</sup> June 2011 and revised plans received 10<sup>th</sup> October 2011).**

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**Policy context:**

**Local Development Framework  
London Plan, Planning Policy  
Statements/Guidance Notes**

**Financial summary:**

**None**

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

- |   |                                     |
|---|-------------------------------------|
| Ensuring a clean, safe and green borough  | <input type="checkbox"/>            |
| Championing education and learning for all                                      | <input type="checkbox"/>            |
| Providing economic, social and cultural activity in thriving towns and villages | <input checked="" type="checkbox"/> |

Value and enhance the life of our residents  [X]  
Delivering high customer satisfaction and a stable council tax  []

## SUMMARY

The application is for the change of use of the ground floor of the former Woolpack public house and conversion of upper floors to four flats and the erection of a part 3/5/6/8 storey building to provide 70 dwellings. The proposal is considered acceptable in all material respects, including design and layout, impact on local character, the street scene, Romford Town Centre and Romford Conservation Area; impact on neighbouring amenity; environmental impact and parking and highway issues. A viability assessment has been submitted by the applicant to justify the level of affordable housing and the amount of Section 106 contributions arising from the development and is considered to be acceptable. The proposal is therefore judged to be acceptable in all material respects, subject to a legal agreement and conditions and it is recommended that planning permission is granted.

## RECOMMENDATIONS

That the proposal is unacceptable as it stands but would be acceptable subject to the applicant entering into a Section 106 Legal Agreement under the Town and Country Planning Act 1990 (as amended), to secure the following:

- The provision on site of 8% of the units within the development (comprising 4 no. three bed units and 2 no. four bed units) as affordable housing for rent..
- The payment of a financial contribution of up to maximum of £100,000, of which £2,100 shall be used for the cost of new tree planting within the vicinity of the site and its initial maintenance, with the remainder of the contribution to be used for additional primary and secondary school places within the Borough and improvements to the walking, cycling and bus access infrastructure on Angel Way, High Street and St. Edwards Way, the apportionment of such payments to be determined by the Head of Service.
- The prevention of any future occupants of the development, save for blue badge holders, from applying for residents parking permits within any current or future Controlled Parking Zone or other such measure affecting the locality of the application site.
- The contribution sums shall be subject to indexation on the basis of the Retail Price Index or an alternative index acceptable to the Council from the date of the agreement to the date of payment.

- All contribution sums once received shall include any interest accrued to the date of expenditure.
- The Council's legal fees for preparation of the agreement shall be paid on or prior to completion and the Council's planning obligation monitoring fees shall be paid as required by the agreement.

That Staff be authorised to enter into a legal agreement to secure the above and upon completion of that agreement, grant planning permission 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 accord 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. Also, in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

3. Car parking - Before the buildings hereby permitted are first occupied, the areas set aside for car parking shall be laid out and surfaced to the satisfaction of the Local Planning Authority. The parking areas shall be 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 and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC33.

4. Disabled parking - Before the building(s) hereby permitted is first occupied provision shall be made within the site for 7 no. disabled car parking spaces in accordance with the approved details. Thereafter this provision shall be made permanently available for use, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure adequate on-site parking is available for the disabled and to comply with the aims of Policy 6.13 of the London Plan .

5. Vehicle Charging Points - Provision shall be made within the development for a minimum of 20% of parking spaces to be fitted with active provision of electric vehicle charging points before the occupation of the development.

Reason: In the interests of sustainable transport and to accord with Policy 6.13 of the London Plan.

6. Materials - Before any of the development hereby permitted is commenced, samples of all materials to be used in the external construction of the buildings shall be submitted to and approved in writing by the Local Planning Authority. This shall include samples of external doors and window frames, railings, balustrades and external stairs/access deck, reconstituted stone surrounds and colour samples for the window reveals and town house entrances, and details of pointing and mortar mix, which are expected to accord with the information within the approved design and access statement and its addendum. 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 and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

7. External Bricks – The external bricks to be used within the development shall be as set out in the submitted Planning Amendments Addendum dated October 2011 (page 12) and shall comprise:

Town Houses – Ibstock Birtly Old English Buff  
Apartments – Ibstock Birtly Millhouse Blend  
Entrance to apartment block – Ibstock Oyster White

Reason: To ensure that the appearance of the proposed development will harmonise with the character of the surrounding area and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

8. 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 full details of the proposed landscaping to the podium area, including the design and height of the proposed raised planters. 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: In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development, and that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

9. Living Wall – Prior to the commencement of the development full details of the proposed 'living wall' shall be submitted to and agreed in writing by the Local Planning Authority. This shall include a specification for the construction, planting and on-going maintenance and management of the wall. The development shall then be carried out in accordance with the agreed details.

Reason: Reason: In accordance with Section 197 of the Town and Country Planning Act 1990 and to enhance the visual amenities of the development, and that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

10. Children's Play Equipment – Prior to the commencement of the development, details of the proposed children's play equipment shall be submitted to and approved in writing by the Local Planning Authority. The play equipment shall then be installed at the site prior to the first occupation of the development and retained thereafter in accordance with the approved details.

Reason: To ensure a satisfactory living environment and to comply with Policies DC20 and DC61 of the LDF, the Residential Design SPD and Policy 3.6 of the London Plan.

11. 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 agreed in writing by the Local Planning Authority.

Reason: In the interests of amenity of occupiers of the development and also the visual amenity of the development and the locality generally, and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

12. Cycle storage - 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 and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC36.

13. Boundary treatment - Prior to the commencement of the development hereby approved, details of proposed boundary treatment, shall be

submitted to and agreed in writing by the Local Planning Authority. The development shall then be carried out in accordance with the agreed details and the boundary treatment retained thereafter.

Reason: In the interests of privacy and amenity and to accord with Policies DC61 and DC63 of the LDF Development Control Policies Development Plan Document.

14. Secure 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 Havering Crime Prevention Design Advisor the development shall be carried out in accordance with the agreed details.

Reason: In the interest of creating safer, sustainable communities and to reflect guidance in PPS1 and Policies CP17 and DC63 of the LDF Core Strategy and Development Control Policies Development Plan Document.

15. External lighting - Prior to the commencement of the development a scheme for the lighting of external areas of the development shall be submitted to and approved in writing by the local planning authority. The scheme of lighting shall include details of the extent of illumination together with precise details of the height, location and design of the lights. The approved scheme shall then be implemented in strict accordance with the agreed details prior to the first occupation of the development and retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In the interests of highway safety and amenity. Also in order that the development accords with Policies DC32 and DC61 of the LDF Development Control Policies Development Plan Document.

16. Biodiversity – Prior to the commencement of the development a method statement shall be submitted to and approved in writing by the Local Planning Authority detailing how the recommendations of the bat survey (dated March 2011) will be implemented. This shall include details of further survey work to be undertaken and a programme of mitigation, where the survey indicates this is necessary. The development shall thereafter be carried out in accordance with the agreed details.

Reason: In order to ensure that the proposed development has an acceptable impact on protected species and in order that the development accords with the LDF Development Control Policies Development Plan Document Policies DC58 and DC59.

17. Hours of construction - 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 and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

18. Wheel washing - 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.

19. Construction methodology - 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
- 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: To protect residential amenity and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

20. Land contamination - Prior to the commencement of any works pursuant to this permission the developer shall submit for the written approval of the Local Planning Authority (the Phase I Report having already been submitted to the Local Planning Authority):

- a) A Phase I (Desktop Study) Report documenting the history of this site, its surrounding area and the likelihood of contaminant/s, their type and extent incorporating a Site Conceptual Model.
- b) A Phase II (Site Investigation) Report if the Phase I Report 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 site ground conditions. An updated Site Conceptual Model should be included showing all the potential pollutant linkages and an assessment of risk to identified receptors.
- c) 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 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.

- d) 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
- e) 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. Also in order that the



development accords with the LDF Development Control Policies Development Plan Document Policy DC53.

21. Sustainability - 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.

22. Renewable energy - The renewable energy 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. Thereafter, it shall be permanently retained.

Reason: In the interests of energy efficiency and sustainability in accordance with Policy DC50 of the LDF Development Control Policies Development Plan Document.

23. Noise Insulation – Before the use commences, the commercial parts of the building shall be insulated in accordance with a scheme which shall previously have been approved by the Local Planning Authority in order to secure a reduction in the level of noise emanating from the building.

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

24. Plant/Machinery – 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 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 and Noise'.

25. Noise Protection – Before any development is commenced, a scheme for protecting the proposed dwellings on the upper floors of the converted Woolpack building from noise from any adjacent commercial activities and their associated plant and machinery shall be submitted to and approved by the Local Planning Authority. Any works which form part of the approved

scheme shall be completed before any of the permitted dwellings is occupied and retained thereafter.

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

26. Extract ventilation - 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 submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. Thereafter, the equipment shall be properly maintained and operated during normal working hours.

Reason: To protect the amenity of occupiers of nearby premises

27. Noise and Vibration - 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

28. Road noise - Prior to the commencement of any development an assessment shall be undertaken of the impact of road noise emanating from St. Edwards Way upon the development in accordance with the methodology contained in the Department of Transport/Welsh office memorandum, "Calculation of Road Traffic Noise", 1988. Following this, a scheme detailing measures, which are to protect occupants from road traffic noise shall be submitted to, and approved in writing by the Local Planning Authority and shall be implemented prior to occupation.

Reason: To protect future residents against the impact of road noise in accordance with Department of Environments, Planning Policy Guidance Note 24, "Planning and Noise".

29. Restricted Use - Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended) the commercial use hereby approved (i.e. on the ground floor of the former Woolpack public house) shall be for uses falling within Classes A1, A2 and A3 of the Order only and shall be used for no other purpose(s) whatsoever, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To restrict the use of the premises to one compatible with the surrounding area and to enable the Local Planning Authority to exercise control over any future use not forming part of this application.

30. Hours of Use - The commercial premises shall not be used for the purposes hereby permitted other than between the hours of 08.00 and 20.00 hours on Mondays to Saturday and 08.00 and 18.00 hours on Sundays, Bank or Public holidays without the prior consent in writing of the Local Planning Authority.

Reason: To enable the Local Planning Authority to retain control in the interests of amenity.

31. Archaeology - A) the applicant should secure the implementation of a programme of archaeological field evaluation and survey in accordance with a written scheme for investigation which has been submitted by the applicant and approved by the Local Planning Authority prior to the commencement of development.

B) The results of the field evaluation should inform a mitigation strategy to either conserve archaeological assets or ensure their recording through excavation prior to the development.

C) The investigation results should be assessed, any significant results analysed and published, and the archive securely deposited prior to the commencement of development.

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 evaluation to inform determination of any detailed planning consent.

32. Windows/doors to Woolpack - Prior to the commencement of any works to the former Woolpack public house detailed drawings or samples of materials, as appropriate, in respect of the following, shall be submitted to, and approved by the Local Planning Authority. The development shall be carried out in accordance with the approved details:

- a) proposed replacement windows
- b) proposed external doors

Reason: To preserve the character and appearance of this heritage asset and to enhance the Romford Conservation Area and to accord with Policy DC68 of the Development Plan Policies LDF.

33. External brickwork to Woolpack – Prior to commencement of any works to the former Woolpack public house the following shall be undertaken:

- i) a method statement detailing how the existing paint to the external brickwork of the building will be removed, which shall include details of the cleaning system to be used, shall be submitted to and approved in writing by the Local Planning Authority;

- ii) once the method statement has been approved, a patch test shall be carried out on site to assess the condition of the brickwork and the results of this patch test shall be reviewed on site by the Local Planning Authority;
- iii) following the review of the patch test results by the Local Planning Authority, final details of the proposed external elevational treatment, including details of pointing and mortar mix where relevant, shall be submitted to the Local Planning Authority. No work to the former Woolpack building (save for the above mentioned testing) shall be undertaken until the external elevational treatment has been approved in writing by the Local Planning Authority and the work must thereafter be carried out in accordance with the approved details prior to occupation of the development.

Reason: To ensure the character of the building and the Romford Conservation Area is enhanced and to accord with LDF Policy DC68 and the provisions of PPS5.

34. Details of Woolpack external materials – Prior to the commencement of any works to the former Woolpack public house, details/samples of the colour and finish of the proposed external render and samples of proposed external roof tiles, shall be submitted to and approved in writing by the Local Planning Authority and the work must thereafter be carried out in accordance with the approved details.

Reason: To ensure the character of the building and the Romford Conservation Area is enhanced and to accord with LDF Policy DC68 and the provisions of PPS5.

35. External Works to Woolpack - All new work and works of making good to the retained external fabric shall be finished to match the existing original work in respect of the methods used and to material, colour, texture and profile and in the case of brickwork facebond and pointing.

Reason: To preserve the character and appearance of the Listed Building and its setting.

36. Piling Method – No impact piling shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out) has been submitted to and approved in writing by the Local Planning Authority in consultation with the relevant water or sewerage undertaker. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground water and sewerage utility infrastructure. Piling has the potential to impact on local underground water and sewerage utility infrastructure. The applicant is advised to contact Thames Water Developer Services on 0845 850 2777 to discuss the details of the piling method statement.

37. Public Highway - Any 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.

38. Public Highway licence - The necessary agreement, notice and/or licence to enable the proposed alterations 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.

39. Protection of Controlled Waters – If, during development, contamination not previously identified is found to be present at the site, then no further development (unless otherwise agreed in writing by the Local Planning Authority) shall be carried out until the developer has submitted and obtained written approval from the Local Planning Authority for a remediation strategy detailing how this unsuspected contamination shall be dealt with. The remediation strategy shall be implemented as approved.

Reason: To ensure protection of controlled waters.

## **INFORMATIVES**

1. The applicant is advised that one additional private fire hydrant will be required by the London Fire Brigade (Water Office). The Fire Brigade is satisfied with the proposals subject to the provision of a dry rising main in the core stairway.

2. If the ground floor of the former Woolpack building is used for A3 purposes the operator should contact the Food Section of the LBH Environmental Health service with detailed proposals regarding a Trade Waste Agreement, a Waste Oil Transfer Agreement, the provision of a grease trap and details of ventilation and extraction.

3. The applicant is advised that planning approval does not constitute approval for changes to the public highway. Highway approval will only be given after suitable details have been submitted, considered and agreed. 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 the StreetCare Service (Traffic and Engineering section) to commence the submission/licence approval process.

4. Should this application be granted planning permission, 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.

5. In aiming to satisfy condition 14 above, the applicant should seek the advice of the Borough Crime Prevention Design Advisor. He can be contacted through either via the London Borough of Havering Planning Control Service or Romford Police Station, 19 Main Road, Romford, Essex, RM1 3BJ.

6. 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 detailed planning consent.

7. The applicant is advised that the consent of Thames Water will be required for discharge to a public sewer. A trade effluent consent will be required for any effluent discharge other than a domestic discharge. The use of a fat trap is recommended for all catering establishments. The applicant is advised to contact Thames Water direct.

#### 8. Reason for Approval:

The proposal is considered to be in accordance with Policies Policies CP1, CP2, CP4, CP9, CP10, CP15, CP17, CP18, DC2, DC3, DC6, DC7, DC20, DC30, DC32, DC33, DC34, DC36, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC59, DC60, DC61, DC62, DC63, DC66, DC67, DC68, DC70 and DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document. The proposal is considered to accord with Policy DC6 as the amount of affordable housing provision has been justified through the submission of a viability appraisal, which has been independently tested and found to be sound.

The proposal is also considered to accord with the Romford Area Action Plan SPD, specifically policies ROM4, ROM6, ROM8, ROM9, ROM14, ROM15, ROM17 and ROM20. The proposal does not fully comply with Policy ROM19 as the building is more than 6 storeys high and not in one of the specified locations for a taller building. However, the height of the building is considered to be justified and the development to be of suitably high architectural quality.

In addition, the development is considered to comply with the Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD, Heritage SPD and Sustainable Design and Construction SPD are material considerations.

The development is considered to accord with the provisions of PPS1, PPS3, PPS5, PPS9, PPS10, PPG13, PPS22, PPS23, PPG24 and PPS25, as well as Policies 3.3, 3.4, 3.5, 3.6, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 5.2, 5.3, 5.7, 5.12, 5.13, 5.16, 5.21, 6.1, 6.3, 6.9, 6.10, 6.13, 6.14, 7.3, 7.4, 7.6, 7.8, 7.14, 7.15, 7.19 and 8.2 of the London Plan. The proposal is considered to be consistent with Policy 3.9 and Policy 3.12, which requires the maximum reasonable amount of affordable housing to be sought. A development viability appraisal has been submitted with the application, justifying the amount of affordable housing provided.

#### Planning Obligations

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

## REPORT DETAIL

### 1. Site Description

- 1.1 The application site has an area of 0.27 hectares and is located on the south-western side of Angel Way. The site comprises a surface level car park, which provides 41 parking spaces for disabled users, comprising 27 'over-sized' spaces and 14 standard size parking bays, together with a former nightclub building (Secrets nightclub), which has recently been demolished and the former Woolpack Public House, which is a late nineteenth century building situated at the junction of Angel Way and High Street. The south-eastern part of the site is within the Romford Conservation Area and includes the majority of the Woolpack building. The site lies within the boundaries of Romford Town Centre.
- 1.2 The site is generally level. There is a disused well in the northern corner of the site and a row of leylandii around the north-west/western perimeter of the site. The Woolpack is the only building currently standing on the site and is a 2 and a half storey vacant building, which has not been used for some years. The building is identified both within the Romford Conservation Area Character Appraisal and in the Borough's Heritage SPD as a building of local heritage interest.
- 1.3 The site is adjoined to its south-eastern boundary by a two-storey Salvation Army building, which is used for worship and community activities. To the immediate south of the site is Headley Close, where there is a three storey community building, which provides youth facilities and short-stay residential accommodation. The amenity area to the rear of this building directly adjoins the southern-most boundary of the application site.
- 1.4 Directly opposite the site, in Angel Way, is a multi-storey car park. To the north-west of the car park is the Trinity Methodist Church. The church has a small car park to its southern side, at the end of Angel Way, which adjoins the application site. Within High Street, development is principally three or four storeys and predominantly comprises commercial units at ground floor with residential above. Romford Museum is also situated in High Street. On its western side the site has a return frontage on to St. Edwards Way.

## **2. Description of Proposal**

- 2.1 The application proposes the retention and refurbishment of the former Woolpack public house, together with the erection of a new residential building, ranging between 3 and 8 storeys high.
- 2.2 The retained Woolpack would undergo a programme of renovation and restoration in order to bring it back into use. The application proposes use of the ground floor for either retail, financial and professional services, or restaurant/café use, which fall within Classes A1, A2 and A3 of the Use Classes Order respectively. The upper floors of the building would be converted to form 2 no. two bed and 2 no. 1 bed flats. The proposal includes cleaning of the original external brickwork and painted render, new timber framed windows and doors to the front elevation and new guttering and rainwater goods. A detailed specification of the proposed works is set out in the submitted Heritage Statement and will be detailed more fully elsewhere in this report.
- 2.3 The proposed new build will comprise a part 3/5/6/8 storey building to provide 70 residential units. This consists of 30 no. 1 bed units, 34 no. 2 bed units, 4 no. 3 bed units and 2 no. 4 bed units. The development proposes 6 units of affordable rented housing, which are the 3 and 4 bed units within the development.
- 2.4 The proposed building will be three storeys where it neighbours the Woolpack, rising in height as it extends in a north-westerly direction along Angel Way, to a maximum of 8 storeys in the most northerly corner of the site. The building will be finished externally in brick constructed in a stretcher bond with relief created by contrasting brick, elements of brick soldier coursing and recessed window detailing. The principal entrance to the building is located at the foot of the eight storey section and consists of fully glazed powder coated aluminium curtain walling within a brick setting. Additional detail is provided to the north facing elevation of the eight storey element through the arrangement of brick-finished balconies. There are additional, separate entrances to each of the three and four bed units along Angel Way set behind landscaped frontages. All external doors and windows are proposed to be powder coated aluminium framed. To the western elevation of the building on to St. Edwards Way the proposed building will have a planted 'living wall' at ground floor level, which will screen the service functions located internally within this part of the building.
- 2.5 The development has a single point of vehicular access from Angel Way, which leads to an internal, ground floor parking area of 24 spaces, including 7 disability spaces. Refuse stores are also located within the ground floor of the building. At first floor level it is proposed to create a landscaped podium, which would serve as a communal amenity area for the development. This would be effectively enclosed by the new building to the north and west and by the existing Salvation Army building to the east. It is proposed to create a central soft landscaped feature through trees growing up through the podium from the ground floor of the development. Additional



planting and communal play facilities would also be provided. This space would provide an amenity area for residents, in addition to proposed decked terraces to each of the upper levels of the development.

- 2.6 The application is accompanied by a suite of supporting documents including a planning statement, heritage statement, viability appraisal, arboricultural study, bat survey, contamination desk study, daylight/sunlight assessment, design and access statement, energy statement, flood risk assessment, noise assessment, sustainability statement and transport assessment and travel plan.

### **3. Relevant History**

- 3.1 There have been numerous planning applications relating to these premises. The most relevant are set out below:

P1095.98 Change of Use Public House to Night Club - approved

P1557.02 Residential development to provide 35 flats - approved

C0005.04 Conservation area consent for demolition of existing nightclub and erection of 5/8/9 storey residential building – refused.

C0009.04 Conservation area consent for demolition of existing nightclub and erection of 5/8/9 storey residential building – lapsed application.

P1725.04 Demolition of existing buildings, erection of 5/8/9 storey building providing 45 no. 1 bed flats and 115 no. 2 bed flats with associated car parking, landscaping and amenity space and 25 replacement disabled parking spaces - refused.

P1726.04 Demolition of existing buildings, erection of 5/8/9 storey building providing 45 no.1 bed flats and 115 no.2 bed flats with associated car parking, landscaping & amenity space, and 25 replacement disabled parking spaces – refused.

P2252.04 Demolition of existing buildings, erection of 5/8/9 storey building providing 45 No. 1 bed flats and 115 No. 2 bed flats with associated car parking, landscaping and amenity space, and 25 replacement disabled parking spaces – lapsed application.

P2343.06 67 No 1 bedroom flats 46 No. 2 bedroom flats, 12 No. 3 bedroom flats, including associated access, car parking, amenity space and replacement disabled car parking – withdrawn.

P0499.07 Full application for residential development and associated access, car parking, amenity space and replacement disabled car parking – withdrawn.

#### **4. Consultations/Representations**

- 4.1 Public consultation has been undertaken by the developers prior to the submission of this application. Following receipt of the application, the proposal has been advertised on site and in the local press as a major development and as affecting the Romford Conservation Area. Neighbour notification letters have also been sent to 299 local addresses. Two letters of representation have been received objecting to the proposal on the following grounds:
- massing too great and will affect neighbouring Trinity church
  - Policy ROM19 states permission will not be granted in this location for buildings 6 stories or more
  - development will result in loss of public car parking spaces
  - height of building out of character and should not exceed 4 storeys
  - development will cause overlooking and loss of privacy
  - overshadowing and loss of light
- 4.2 Thames Water requests conditions relating to surface water drainage and impact piling and makes comments relating to discharge of groundwater, sewerage and use of petrol/oil interceptors and use of fat traps.
- 4.3 The Fire Brigade (Water) requires an additional fire hydrant. The LFEPA is satisfied with the proposals subject to the provision of a dry rising main in the core stairway.
- 4.4 English Heritage (GLAAS) advises that the proposal may affect remains of archaeological significance and should be subject of a condition requiring field evaluation.
- 4.5 English Heritage (Historic Buildings & Areas) are pleased to note the retention of the Woolpack and comment that it could considerably enhance the historic environment if restored properly.
- 4.6 Essex & Suffolk Water make no comments on the application.
- 4.7 The Borough Crime Prevention Design Advisor requests conditions relating to community safety if permission is granted.
- 4.8 The Environment Agency raises no objection but requests a condition if permission is granted.
- 4.8 The Council's Heritage Officer advises that no objection is raised to the internal alterations of the building, which has already been much altered. Externally, the building will be restored with the external alterations based on historic photos of the building. It is considered that, subject to suitable conditions, the proposal would positively enhance the character and appearance of the Romford Conservation Area.

## **5. Relevant Policies**

### **5.1 National Planning Policy**

PPS1 (Delivery Sustainable Development), Planning and climate Change (Supplement to PPS1), PPS3 (Housing), PPS5 (Planning for the Historic Environment), PPS9 (Biodiversity and Geological Conservation), PPS10 (Planning for Sustainable Waste Management), PPG13 (Transport), PPS22 (Renewable Energy), PPS23 (Planning and Pollution Control), PPG24 (Planning and Noise), PPS25 (Development and Flood Risk) are material planning considerations.

### **5.2 Regional Planning Policy**

Following its recent adoption the London Plan July 2011 is the strategic plan for London and the following policies are considered to be relevant: Relevant policies are considered to be: 3.3 (increasing housing supply), 3.4 (optimising housing potential), 3.5 (quality and design of housing developments), 3.6 (childrens 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), 6.14 (freight), 7.3 (designing out crime), 7.4 (local character), 7.6 (architecture), 7.8 (heritage assets and archaeology), 7.14 (improving air quality), 7.15 (reducing noise and enhancing soundscapes), 7.19 (biodiversity and access to nature) and 8.2 (planning obligations).

There is also a range of Supplementary Planning Guidance to the London Plan.

### **5.3 Local Planning Policy**

Policies CP1, CP2, CP4, CP9, CP10, CP15, CP17, CP18, DC2, DC3, DC6, DC7, DC20, DC30, DC32, DC33, DC34, DC36, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC59, DC60, DC61, DC62, DC63, DC66, DC67, DC68, DC70 and DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD) are material considerations.

The Romford Area Action Plan SPD is a material consideration, specifically policies ROM4, ROM6, ROM8, ROM9, ROM14, ROM15, ROM17, ROM19 and ROM20.

In addition, Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD, Protection of Trees During Development SPD, Heritage

SPD and Sustainable Design and Construction SPD are material considerations.

## **6. Staff Comments**

6.1 The issues arising from this application are the principle of development, the density and layout of the new development and the impact of its design, scale and massing on the character and amenity of the locality, the impact of the development on the Romford Conservation Area and the Woolpack Public House, the quality of the proposed residential environment, parking and highway matters, the impact on amenity, environmental issues, affordable housing and the impact on community infrastructure.

### **6.2 Principle of Development**

6.2.1 The application site is situated within the boundaries of Romford Town Centre. The site is not designated for any particular land use within the LDF and residential development on the site is therefore acceptable in principle. It is noted that part of the site was formerly used as a car park for disabled drivers. A number of the displaced parking spaces have already been re-provided either within the nearby Angel Way multi storey car park or on street in the town centre. There remains a shortfall in the re-provision of some 25 spaces. The resultant reduction in 'over-sized' parking bays for disabled drivers is not contrary to planning policy and does not constitute material grounds for refusal of the application. There is a contractual agreement between the applicants and the Council as landowner for a financial contribution to be paid in lieu of re-providing the lost parking spaces, which could be used by the Council to provide additional parking if deemed necessary. This is however a separate land transaction and not part of the planning process and is not secured through a Section 106 agreement. The proposal would contribute to the provision of housing within the Borough and therefore complies in principle with Policy CP1 of the LDF, Policy ROM14 of the Romford Area Action Plan (AAP) and Policies 3.3. and 3.4 of the London Plan.

6.2.2 The development will include the provision of some commercial floorspace on the ground floor of the retained Woolpack public house. This covers an area of approximately 92 square metres and permission is sought for either an A1, A2 or A3 use. A range of uses is sought to provide flexibility and increase the likelihood of the ground floor being let. Any of these uses are considered to be acceptable in principle in this town centre location subject to controls, particularly in respect of a proposed A3 use, to ensure the amenity of local residents and particularly those living in the proposed flats on the upper floors of the Woolpack building is maintained.

6.2.3 The former nightclub buildings on the site have already been demolished and their demolition does not therefore form part of this application. Nonetheless, these buildings were of no architectural or historic value. The Woolpack building, which is of local heritage interest, is proposed to be retained and this issue will be addressed elsewhere in this report. There are

trees which will be lost of the site but these are not subject of a TPO or of significant amenity value. There is, therefore, no objection to the principle of a mixed commercial and residential development on this site.

### **6.3 Heritage Issues**

- 6.3.1 The application site includes the former Woolpack Public House. This is an Edwardian building, which is locally listed, and is situated within the Romford Conservation Area. As a locally listed building, the Woolpack is considered to be a heritage asset which makes a positive contribution to the character and appearance of the conservation area.
- 6.3.2 The application proposes the retention and restoration of the Woolpack building and its conversion into a commercial unit on the ground floor, either A1, A2 or A3 use, and the conversion of the upper floors to form four flats.
- 6.3.3 There is no objection in principle to the change of use of the building. The building has been subject to a number of unsympathetic alterations over the years and has been vacant for some time, which detracts from the character and appearance of the Conservation Area. As such, a mixed use scheme is considered appropriate to ensure the long term viable use of the building. The re-use will require extensive internal alterations but this is considered acceptable as most of the original internal features of the building have already been lost and the value of the heritage asset is in its external appearance and its contribution to the streetscape of the High Street.
- 6.3.4 In terms of external alterations, the property has suffered from a number of inappropriate alterations and additions in recent years. This proposal would restore the front elevations of the building, which would be to the benefit of the character and appearance of the Conservation Area. The proposed external alterations are based on historic photos of the building to ensure accuracy within the restoration.
- 6.3.5 The proposal includes replacement of existing windows and doors and the creation of a new shopfront for the ground floor commercial unit. It is also proposed to reinstate the timber detailing to the roof gables and to carry out works effecting the existing external brickwork.
- 6.3.6 In respect of the window alterations, these will comprise replacement matching timber double glazed units, with two first floor windows reduced in size. These works are considered acceptable subject to conditions requiring detailed drawings/samples of windows to ensure they are appropriate. Similarly, the proposed replacement doors are considered acceptable, subject to conditions requiring further details, to ensure they are appropriate to the architectural style of the property.
- 6.3.7 The proposed alterations to the ground floor shopfront are considered acceptable, as the existing shopfront is not original and is in poor condition. However, the existing cornice and dentil course should be retained and repaired where necessary as these are original features of the building.

This is shown on the application drawings. The proposal also includes replacement timber detailing to the roof gable, which replicates detailing shown on historic photos of the building.

- 6.3.8 In terms of external finishes, the proposal is to remove existing paint from the brickwork at upper levels. However, the design and access statement and heritage statement indicates that this may not prove to be possible as the quality of the underlying brickwork cannot yet be determined. Furthermore, there is no information regarding the methods to be used for the paint removal. It is therefore recommended that a condition be imposed to require a method statement for the paint removal to be submitted and, following the carrying out of a test patch on site, details of the works or alternative elevational treatment to be agreed.
- 6.3.9 Overall however the proposal is considered to be a positive enhancement of this heritage asset which, subject to conditions, would positively enhance the character and appearance of the Romford Conservation Area. The proposal would therefore accord with LDF Policy DC68, the provisions of PPS5 and Policy 7.8 of the London Plan.
- 6.3.10 In respect of archaeology, English Heritage (GLAAS) advises that the proposal may affect remains of archaeological significance and should be subject of a condition requiring field evaluation.

#### **6.4 Density and Site Layout**

- 6.4.1 The application site is situated within Romford Town Centre which has a high PTAL level of 5-6 owing to its high accessibility by public transport. The application site has an area of approximately 0.27 hectares and proposes 74 units, giving a development density of 274 units per hectare, which is well within the density range of 240-435 units per hectare set out in Policy DC2. It is also consistent with Policy 3.4 of the London Plan.
- 6.4.2 The development proposes predominantly one and two bed flats but does include 6 no. 3 and 4 bedroom family units, which are accessible from street level and have access to their own amenity areas. This complies in principle with the aims of Policy DC2 in respect of dwelling mix and Policy ROM15 of the Romford AAP. Internal unit sizes comply with Policy 3.5 of the London Plan.
- 6.4.3 In respect of site layout, it is acknowledged that this is a constrained town centre site, given its relationship with the Salvation Army building to the south and Headley Close youth building and flats, as well as the heritage implications of developing the site and the desire to retain the Woolpack building.
- 6.4.4 Having regard to the site constraints the development has been designed so that the majority of the new flats have dual aspect. In the northerly corner of the site there are 2 no. single aspect one bed units. Whilst this is not ideal they are considered to provide an acceptable level of amenity for future

occupiers and form only a small percentage of the overall number of units. The family units within the development are dual aspect on the upper floors. The units are designed to meet the Mayors Housing Design Guide with respect to floor space, room sizes and amenity space and also to meet Lifetime Homes Criteria and it is considered that the requirements of Policy 3.5 of the London Plan are met. A daylight/sunlight appraisal has been submitted with the application and indicates that overall the rooms will be adequately daylight. The availability of sunlight to the courtyard elevations would be more limited due to the design of the proposals but the report indicates that the relevant BRE guidance would be met as most units would receive some sunlight as per the terms of the BRE guidelines. The availability of sunlight and daylight to each unit is also assisted by the dual aspect nature of the majority of the units. Whilst the availability of natural light to each of the units is not to optimal levels Staff nevertheless consider that the constraints of the site would make it difficult to achieve a significantly improved scheme and that the development would provide a satisfactory level of residential amenity. A minimum 10% of the units are designed to be easily adaptable for wheelchair use. The proposal is therefore considered to accord with Policy DC7 of the LDF and Policy 3.8 of the London Plan in this respect.

- 6.4.5 In respect of amenity space provision, the Council's Residential Design SPD does not set prescribed amenity space standards but rather seeks to ensure that amenity space is provided in a high quality, functional and well designed manner. The development contains 6 family sized units. Two of these family units have a private, ground floor rear courtyard, with the other four family units having access to semi-private amenity areas on the first floor podium. Of the one and two bed flats within the new build, the first floor units will also have semi-private areas on the podium level with the upper floor units having individual balconies as well as use of the decked accesses to the flat entrances and shared use of the communal areas of the landscaped podium and play area.
- 6.4.6 Within town centre locations it is not always possible to provide generous amounts of amenity space, as this can conflict with the higher densities generally found in central locations and the prevailing character of the locality. In this case, it is considered that the amount of amenity space provision is acceptable and consistent with the character of the locality. The private amenity areas provided are considered to be sufficient for each unit and to maintain a suitable level of privacy and amenity. The central podium will require a high quality hard and soft landscaping scheme and play equipment in order to ensure that it provides a desirable communal amenity area that residents will want to make use of. This could be secured through condition and subject to this Staff consider the development to make acceptable amenity space provision. In this respect the proposal is considered to accord with the aims of the Residential Design SPD and Policy 3.5 of the London Plan.
- 6.4.7 Of necessity, there is no private amenity space provided for the proposed four flats on the upper floors of the restored Woolpack, as the addition of

balconies to this building would adversely affect its historic integrity. However, the flats are designed with reasonable aspect to the north-east and south-east and would be similar to other flats above shops within the town centre. No objection is therefore raised in this respect.

## **6.5 Design and Visual Impact**

- 6.5.1 Policy DC66 states that tall buildings i.e. those of 6 or more storeys or over 18 metres high will normally only be granted in Romford Town Centre. The application site is within Romford Town Centre. However, Policy ROM19 states that permission for buildings of 6 storeys or over will normally only be granted in four locations, including along the ring road at the junctions of Angel Way, High Street, Main Road, North Street, South Street and Western Road.
- 6.5.2 The building is designed as a three storey block where it adjoins the retained Woolpack PH and then rises along Angel Way to five storeys, then to eight storeys at the northern part of the site. The return frontage of the building extending along the western side of the site adjacent to St. Edwards Way is six storeys high. It falls to be considered whether the scale, bulk and massing of the proposed building is acceptable.
- 6.5.3 Staff consider the stepped approach to the building height to be appropriate in this case. The three storey element of the proposals respects the scale and massing of the adjacent retained Woolpack building and does not compete with its architectural identity. The building then rises in height to six storeys. Again, this is considered acceptable in the context of the site and the scale and massing of surrounding development, in particular the bulk of the multi-storey car park opposite the site and the scale of the Trinity Methodist Church at the northern end of Angel Way.
- 6.5.4 To the ring road, a six storey block is proposed. Traditionally, within Romford town centre, taller buildings have been constructed adjacent to the ring road, as evidenced by the various office buildings, as well as residential development on the former Dolphin site and the new mixed use development in North Street, which is currently under construction. Subject to high quality design, staff do not consider the height of the building to the ring road to be out of scale and character with the locality.
- 6.5.5 Where the five and six storey sections of the building meet in the northern corner of the site it is proposed to construct an eight storey block. Staff have considered the justification for a building of this height and whether the quality of the design is of a sufficiently high standard.
- 6.5.6 It is recognised that the site has a prominent location on the ring road. Angel Way has an underpass link to the other side of the ring road and presently provides a pedestrian route into the town centre but one which is not clearly defined. It is considered that given the prominence of the site as seen from the ring road it is appropriate to provide a strong corner feature to the development to 'announce' the development and to encourage



pedestrian use of Angel Way as a route into the town centre. This would accord with the aims of Policy ROM4 to improve the pedestrian environment and links to and from the town centre. The building should also be of sufficient scale and massing to distinguish it from the adjacent Trinity Method Church.

- 6.5.7 The building has an inverted footprint in the north corner of the site, which enables the creation of a glazed entrance at ground floor, together with space for soft landscaping. This creates a softer edge to the development at street level. Above, the eight storey corner building has a series of interlocking brick built balconies, which are considered to break up its perceived mass and provide a high quality, visually interesting elevation. Further revisions have taken place to the design of the corner element by increasing the height of alternate rows of windows, which gives the building proportions a slimmer, more elegant feel.
- 6.5.8 On balance, Staff consider that the massing of the building is acceptable. It is accepted that the development requires a strong corner feature and that, in part, this requires a building of greater height than the remainder of the development. It is considered that the scale and mass of the building would relate acceptably to other development along the ring road, including the adjacent Trinity Methodist church and the approved (but not yet built) mixed use development north of the Methodist Church on the former Angel Way retail park, which is seven storeys high to the ring road with a 16 storey tower. The proposed development, with its interlocking balcony feature, is considered to be of high quality design, and it is therefore considered that the scale and massing of the building would have an acceptable impact on local character and visual amenity.
- 6.5.9 The remainder of the new building has a simplicity of design. The building is to be of brick construction and was initially proposed to be entirely constructed externally with one brick finish, samples of which have been provided with the application. The building generally has a 'flat' elevation, which is broken up with the use of different brick bonds and the use of recessed window details. Frames are proposed to be powder coated aluminium. Following discussions between the scheme architects and the Council's planning and heritage staff the originally submitted proposals have been revised in the following way:
- it is proposed to use a contrasting lighter brick to the three storey town house elements and entrance area of main block;
  - the five storey block to Angel Way will be divided by shadow gaps
  - alternate balconies and windows to the 8 storey corner block to be increased to full height openings
  - reconstituted stone portal frames added to maisonette/duplex entrances and reconstitute stone beneath the corner windows
  - town houses to Angel Way to have different colours to entrance and inset balcony reveals and metal work.

6.5.10 Staff consider that these revisions have significantly improved the proposals. The amendments are considered to improve the proportions of the development, giving it a more vertical emphasis, whilst the introduction of variety to the materials, by using contrasting lighter brick to the town house and entrance elements, stone portals and colour to the town house entrances and window reveals, is considered to break down the perceived bulk and mass of the development. Further interest is added at street level in Angel Way with larger elements of glazing to the family units and railings and hedging to create defensible boundaries. To St. Edwards Way, the development incorporates a 'living wall' at ground floor level, which will introduce a landscaped feel to the adjacent pedestrian environment. Whilst final colours and external materials have not yet been fully agreed at the time of writing this report, although external brickwork samples have been submitted, Staff are satisfied that the design approach is acceptable and that samples of materials could be required and approved through a planning condition.

6.5.11 Staff have considered carefully whether the design and appearance of the building will have an acceptable visual impact and the suitability of the materials proposed. To assist with this process, detailed information has been made available by the architects demonstrating examples of other developments with pared down facades and similar brick. Taking all of these factors into account, Staff are satisfied that the development will have an acceptable design and visual impact and is a suitably high quality development, which will complement the locality and the character and appearance of the Romford Conservation Area. The proposal is therefore considered to be consistent with LDF Policy DC61, PPS1 and Policy 7.6 of the London Plan.

6.5.12 In terms of public realm, the development seeks to achieve a high quality pedestrian and residential environment in Angel Way. This is achieved through locating a glazed entrance lobby at the corner of the site together with new hard and soft landscaping where the site adjoins the ring road. Along Angel Way there will be individual entrances to each of the family units, each with a defensible front boundary. Staff are satisfied that this would improve the pedestrian environment within this part of the town centre, consistent with Policy ROM4. To St. Edwards Way, in addition to new hard landscaping and the proposed 'living wall', it is also proposed to contribute towards the planting of new street trees. Streetcare have confirmed that they would agree in principle to new street planting, subject to further feasibility studies at the time when the development is due to commence, and have requested a contribution of £2,100 (to fund seven new trees at a cost of £300 per tree), which would cover supply, planting and future maintenance of the trees. The applicants have agreed to this and Staff consider that this would improve the pedestrian environment along the ring road and comply in principle with Policy ROM17. A highway contribution is also sought in respect of improvements to the public realm. This will be addressed later in this report.

6.5.13 A Safer Places Statement has been submitted with the application and the proposal is considered to provide a suitably safe and well designed living environment. Conditions relating to community safety are however recommended by the Borough Crime Prevention Design Advisor if permission is granted.

## **6.6 Impact on Amenity**

6.6.1 To the south-east of the site lies the Salvation Army Citadel building. This is a two storey building, with a car park to the rear, which adjoins the site boundary. Whilst the new development would lie close to the boundary with the Salvation Army building and is of a greater height, given the non-residential nature of the adjoining site, it is not considered that material harm to amenity would occur. A sunlight/daylight assessment has been undertaken and indicates that windows to the rear elevations would continue to be adequately lit. Whilst it is acknowledged that there is a tight relationship between the sites, it is considered that the layout of development proposed would still enable scope for redevelopment of the Salvation Army site in the future, although this would depend on the details of any future scheme. The boundary adjoining the Salvation Army site will have ground floor cycle storage with a podium above. Care must be taken with the detailed boundary treatment to ensure a satisfactory relationship with the neighbouring site. Such details can be required by condition.

6.6.2 To the south-western corner of the site is Headley Close, where there is a three storey building comprising a youth advisory service on the ground floor with flats above and a parking/amenity area to the rear. The proposed southerly end elevation of the six storey section of building would adjoin the rear boundary of the site. The distance of flank wall of the proposed building from the rear of the flats on the upper floors of the Headley Close building, which lies north of these windows, is in excess of 20m. This relationship is considered acceptable, particularly as the flats provide transient rather than permanent accommodation for young people. The proposed flats do not, in the main, look directly towards the Headley Close properties. There are side windows to lounges in the south facing elevation of the proposed block. However, in the context of this constrained town centre site, this relationship is judged to be acceptable and not so close as to result in material harm to amenity. The area between the proposed flats and the Headley Close flats is a parking and yard area. The yard appears to be used for drying clothes rather than a sitting out area and the relationship of the block to this area is considered acceptable.

6.6.3 The northern corner of the site adjoins the car park of the Trinity Methodist Church, which sits further north on the other side of the car park. The developers have met with representatives of the Church and discussed the proposals and have designed the building to sit back from the Church's car park and to avoid direct overlooking. Sunlight/daylight calculations have been undertaken. This indicates the proposal would not result in material harm to the church as currently exists and that, if development by the Church on the car park were to take place in future, there is presently no

demonstrable evidence that this would be fettered by the development. Judgements as to the relationship with any future development proposals are subject to consideration when detailed proposals are available. However, staff are satisfied at this point in time that there are no material grounds to refuse planning permission on the grounds of harm to the neighbouring church and car park.

- 6.6.4 Other nearby properties are those on the other side of the ring road, flats in Angel Way and residential properties in High Street and beyond to the east. The development is considered to be sufficiently far from Yew Tree Lodge and the Rotunda, on the other side of the ring road, not to materially harm amenity. Sunlight/daylight indicators also suggest no material light loss would occur. The flats in Angel Way are positioned perpendicular to the development and lie north-east of the site. They have no habitable room windows directly facing the site. The impact on these properties is therefore considered acceptable. With regard to flats in High Street and beyond, the closest part of the development to these would be the retained Woolpack. As a retained building, its re-use is not considered to result in material harm to residential amenity in terms of light, outlook and privacy with the higher parts of the new development considered to be sufficiently far from these properties to prevent material harm to amenity. The proposed commercial use on the ground floor will be subject to conditions to control the impact on amenity through noise, late night activity and cooking smells.

## **6.7 Environmental Issues**

- 6.7.1 The application site is located in Flood Zone 1. A Flood Risk Assessment (FRA) has been submitted with the application and includes measures for sustainable water run off (SUDS). In principle this accords with LDF Policy DC49 and Policies 5.12 and 5.13 of the London Plan. The Environment Agency has confirmed there are no objections to the development but request a condition to ensure protection of controlled waters.
- 6.7.2 A land contamination desk top and site investigation study have been carried out. A condition is recommended in respect of land contamination issues.
- 6.7.3 A noise assessment has been carried out and submitted in respect of the development. The internal facing facades have been categorised as NEC C during daytime and evening, with the external facades noise level NECD, meaning that appropriate mitigation measures are required to ensure acceptable living conditions. Environmental Health recommend a noise assessment in respect of the impact of road traffic noise and the submission of a scheme of mitigation measures. This can be secured through condition. This will comply with LDF Policy DC55 and Policy 7.15 of the London Plan.
- 6.7.4 An energy strategy and sustainability statement have been submitted with the application. The energy strategy indicates that a 20% reduction in emissions will be achieved and the development will meet Code for

Sustainable Homes Level 4. It is recommended that the aims of these statements be secured by condition. This will also accord with Policies DC50 and DC51 of the LDF and Policies 5.2, 5.3 and 5.7 of the London Plan.

6.7.5 The application site predominantly consists of a surface level car park and has little ecological value, although there are a number of trees (approximately 60 ) on the site. None of these trees are subject of a TPO. All have been classified following survey as category C and there is no objection to their removal. The proposal includes new landscaping proposals, including the provision of a 'living wall' to the St. Edwards Way frontage of the development and the potential for additional tree planting to St. Edwards Way. Conditions can be used to secure landscaping of an appropriate type and quality and the proposal is considered to accord in principle with Policy DC60 and the Council's SPD for Trees in Relation to Construction.

6.7.6 A bat survey has been undertaken. Although no evidence of bats on the site was found it was not possible to undertake a full internal inspection of the retained Woolpack building. The report therefore recommends that further survey work be undertaken. This can be secured through condition. The proposal is considered to accord in principle with Policy DC58 of the LDF.

## **6.8 Parking and Highway Issues**

6.8.1 The application proposes a total of 24 parking spaces, of which 7 are for use by people with disabilities. Given the location of the site within Romford Town Centre and its PTAL rating of 5-6 the levels of car parking are considered to be acceptable in principle. This is however subject to the developers entering into a planning obligation, which prevents occupiers of the development from applying for parking permits to ensure that the development remains sustainable and prevent adverse demand for on street parking. The development is considered to comply with the aims of Policy 6.13 of the London Plan and includes provision for 20% of vehicles to have access to electrical charging points, which also forms part of Policy 6.13. The number of disabled parking bays comply with the requirement for a minimum of 10% of units to be wheelchair accessible and so accords with LDF Policy DC7 and Policy 3.5 of the London Plan. Cycle parking is provided within the development and can be required by condition to ensure it complies with LDF standards.

6.8.2 Highways raise concern regarding the loss of parking for people with disabilities but note there will be a financial sum paid to the Council to offset this. This is independent of the planning application process and forms part of the land transaction between the Council and the applicants. Highways consider that the proposal should contribute to public realm improvements and have requested a financial contribution of £70,000 to be secured by S106 agreement to fund improvements to walking, cycling and bus access infrastructure on Angel Way, High Street and St. Edward's Way. Whilst the

developer has agreed in principle to such a contribution it should be noted that a viability appraisal submitted with the application indicates an upper limit of S106 contributions that can be supported by the development. This issue is addressed later in this report.

- 6.8.3 The development proposes a single point of access from Angel Way leading to the internal ground floor parking and servicing area. A refuse storage area will be located within this ground floor area. No objection is raised to this arrangement in respect of servicing and refuse collection, although a refuse vehicle will not be able to enter the site. Details of refuse collection arrangements will be required by condition. The Fire Brigade has confirmed it has no objection to the proposals subject to the provision of a dry rising main in the core stairway. An additional fire hydrant is also required.

## **6.9 Affordable Housing**

- 6.9.1 The application provides a total of 74 units, of which it is proposed that 6 will be provided as affordable housing (8%). These 6 units will comprise 4 no. three bed units and 2 no. four bed units and are proposed to be on a for rent tenure.
- 6.9.2 A viability appraisal has been submitted with the application to demonstrate that this is the maximum amount of affordable housing provision which can be supported by the development. This report has been independently assessed and the conclusions of the report are accepted. As the amount of affordable housing has been justified through a viability appraisal the provision of 6 affordable housing units is considered acceptable and to comply with the requirements of LDF Policy DC6 and Policies 3.11-3.13 of the London Plan.

## **6.10 Education**

- 6.10.1 The proposed development is considered to result in additional demand for both primary and secondary school places locally and Education have requested a contribution of £287,185 to meet the cost of the additional places.
- 6.10.2 In respect of the viability of the development, the appraisal submitted with the application indicates that the development can only support S106 contributions totalling £100,000. This is in addition to a separate contractual payment to the Council in lieu of providing blue badge parking within the site. The viability appraisal has been independently assessed and the conclusions of the appraisal have been found to be sound.
- 6.10.3 On this basis, it is considered that a maximum S106 contribution of £100,000 can be required from the development. The requested education, highways and street planting contributions total £359,285. It is therefore recommended that the street planting contribution, totalling £2,100 be paid, with the remaining money being apportioned between the highway and education requirements. Staff request that authority be delegated to the

Head of Service to negotiate and agree with the relevant departments how the highway and education contributions shall be apportioned.

## **7. Conclusion**

- 7.1 The proposed residential development on the site is acceptable in principle. The design and layout of the proposed development is considered to be in keeping with the character and amenity of the locality and to provide a suitably high quality living environment. The proposal includes the refurbishment of the former Woolpack and is considered to make a positive contribution to the Romford Conservation Area. The design, scale, bulk and massing of the proposed building is considered to be acceptable and the height of the corner element is considered to be justified. There is judged to be no material harm to neighbouring residential amenity arising from the proposals and the application makes acceptable provision for landscaping, sustainability and for environmental protection. The proposal is considered to be acceptable in respect of parking and highways issues.
- 7.2 The proposal makes provision for 8% of the units to be provided as affordable housing, which falls below that required by Policy DC6 of the LDF and London Plan policies. The affordable units do comprise three and four bedroom accommodation, for which there is a particular need in the Borough and the applicant has submitted a viability assessment to justify the amount of affordable to be provided as required by Policy DC6 and the London Plan. The viability appraisal has been independently assessed and found to be robust. Staff therefore accept its conclusions in respect of the amount of affordable housing and Section 106 contributions which can reasonably be supported by the development.
- 7.3 In conclusion, the proposal is considered to be acceptable subject to the applicants first entering into a Section 106 agreement to secure affordable housing, financial contributions and a restriction on parking permits. Upon completion of the legal agreement it is recommended that planning permission be granted subject to conditions.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

The application site comprises land which has been disposed of by the Council.

### **Legal implications and risks:**

Legal resources will be required to prepare and complete the legal agreement.

### **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 and includes the provision of an element of affordable housing, thus contributing to the provision of mixed and balanced communities.

**BACKGROUND PAPERS**

Application forms, plans and supporting statements received 16<sup>th</sup> June 2011 and revised plans received 10<sup>th</sup> October 2011.