



REGULATORY SERVICES COMMITTEE

REPORT

8 March 2012

Subject Heading:

P1451.10: Land to the east of Gooshays Drive, west of Central Park and north of Petersfield Avenue, Harold Hill.

Outline application for up to 242 residential dwellings and associated access from Petersfield Avenue and Gooshays Drive. Associated parking, open space, landscaping and demolition of all existing built structures on the site (application received 4.10.10; additional information received 12.8.11; revised Parameter Plan received 16.8.11 and revised Illustrative Masterplan received 2.11.11).

Report Author and contact details:

Helen Oakerbee 01708 432800
Helen.oakerbee@havering.gov.uk

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

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

SUMMARY

This application has been submitted on behalf of the Council in respect of land within its ownership on the eastern side of Gooshays Drive, north of Petersfield Avenue. The application seeks outline planning permission for residential development of up to 242 units on the site. All matters are reserved although the proposal sets development parameters and a scale threshold for development. An illustrative masterplan for the development of the site has also been submitted. It is intended that the sale of the site will enable some of the regeneration objectives of the Harold Hill Ambitions Programme and the Council has entered into a legal agreement with the Greater London Authority to secure this.

The principal planning considerations arising from the proposal are the acceptability of building on this area of open space and the principle of residential development, the acceptability of the package of mitigating sports and leisure proposals, the impact of the proposals in terms of design, layout, scale and appearance, landscaping proposals, environmental implications, affordable housing, mix and tenure, parking and highway issues, the impact on local amenity and on community infrastructure.

Staff consider the proposal to be acceptable, subject to no contrary direction from the Mayor for London, the completion of a Section 106 legal agreement and conditions.

RECOMMENDATIONS

That the proposal is unacceptable as it stands but would be acceptable subject to

A: That planning permission be granted subject to the conditions set out in this report and no direction to the contrary from the Mayor for London (under the Town and Country Planning (Mayor of London) Order 2008); and

B: That the committee authorise that, subsequent to the granting of planning permission, an agreement under S106 of the Town and Country Planning Act 1990 (as amended), be entered into to secure the following:

- Payment of £210,000 to Transport for London for improved school day bus services to cover 3 no. annual payments;
- Payment of £85,000 to Transport for London for improvements towards the A12 Colchester Road/Gooshays Drive/Gubbins Lane Junction;
- Payment of £100,000 to the Highway Authority towards Highway Improvements on the Borough Network as part of the Harold Hill Ambitions;
- Payment of £150,000 to the Council for pavement improvements as part of the Harold Hill Ambitions;
- Payment of £150,000 to the Council towards new Hildene Library as part of the Harold Hill Ambitions;
- Payment of £100,000 to the Council towards Myplace as part of the Harold Hill Ambitions;
- Payment of £15,000 to the Council towards Employment Training initiative;
- Payment of circa £1,000,000 to the Council for improvements to Central Park as part of the Harold Hill Ambitions
- Payment of circa £120,000 to the Council for the cost of works in respect of improvements to Dagnam Park (eg drainage/seeding/marketing etc) to provide two new football pitches (cost of the works to established following completion of survey);
- Payment of circa £246,000 to the Council for the cost of works in respect of improvements to Broxhill (eg drainage/levelling/seeding/marketing etc) to provide two new football pitches (cost of the works to established following completion of survey);
- Payment of circa £200,000 to the Council for refurbishments works to the Broxhill Sports Pavilion (cost of the works to established following completion of survey); and
- Provision on site of 15% of the dwelling units as affordable housing, 100% of which will be intermediate affordable housing for shared ownership (as defined in Annex B of PPS 3 June 2011).
- Development to be carried out in accordance with the provisions of the submitted travel plan.
- All contribution sums shall include interest to the due date of expenditure and indexation from the date of the agreement to the date of payment.
- Payment of the Council's reasonable legal fess for preparation of the agreement.

- Payment of the Council's standard Monitoring fees for each Planning Obligation.

Such agreement to be completed at the same time as a contract for sale of the application site is completed.

Subject to recommendations A) and B) above that planning permission be granted subject to the following conditions:

1. Approval of Details The development hereby permitted may only be carried out in accordance with detailed plans and particulars which shall previously have been submitted to and approved in writing by the Local Planning Authority, showing the layout, access, scale, appearance and landscaping as defined in the Town and Country Planning (General Development Procedure) Order 1995 (herein after called the reserved matters).

Reason: The particulars submitted are insufficient for consideration of the details mentioned and the application is expressed to be for outline permission only.

2. Time Limit for Details Application/s for approval of the reserved matters shall be submitted to the Local Planning Authority within five years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

3. Time Limit for Commencement The development to which this permission relates must be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last reserved matters to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

4. Phases of Development The development shall not commence and no reserved matters submissions or submissions of details to comply with conditions shall be made until a Plan is submitted to and approved in writing by the Local Planning Authority, clearly identifying the different phases of the development to which reserved matters applications and details required pursuant to condition/s shall subsequently be made. No phase of the development shall commence until all relevant reserved matters and details prior to commencement conditions are approved in respect of that phase.

Reason: To ensure that full details of the relevant phase of the development are submitted for approval.

5. Reserved Matters for Each Phase All reserved matters in relation to any phase of the development (as identified in accordance with Condition 4) shall be submitted at the same time.

Reason: Given the sensitive nature of the site it is important that all aspects of the development are considered together.

6. Requirement for Section 106 - Before the development hereby permitted is commenced, arrangements shall be agreed in writing with the local planning authority and be put in place to ensure the following:

- Improvements bus services in the vicinity of the site to provide an additional school day journey;
- Improvements works to the A12 Colchester Road/Gooshays Drive/Gubbins Lane Junction;
- Improvements to the Borough Road network within the Harold Hill area as part of the Harold Hill Ambitions regeneration programme;
- Improvement to pavements within the Harold Hill areas as part of the Harold Hill Ambitions regeneration programme;
- Improved library facilities in the Harold Hill area as part of the Harold Hill Ambitions regeneration programme;
- Improved youth facilities in the Harold Hill area as part of the Harold Hill Ambitions regeneration programme;
- Improved Employment Training initiatives in the Harold Hill area as part of the Harold Hill Ambitions regeneration programme;
- Improvements to Central Park as part of the Harold Hill Ambitions regeneration programme;
- Improvements to Dagnam Park to provide two new football pitches;
- Improvements to Broxhill to provide two new football pitches;
- Refurbishment works to the Broxhill Sports Pavilion;
- Contractual provision which secures the provision of community access to the parking and changing facilities at Drapers Academy or in the absence of such contractual provisions Condition 43 below, which seeks the provision of acceptable changing accommodation and car parking within Dagnam Park.

- Provision on site of 15% of the dwelling units as affordable housing, 100% of which will be intermediate affordable housing for shared ownership (as defined in Annex B of PPS 3 June 2011).
- Development to be carried out in accordance with the provisions of the submitted travel plan.

Reason: The development would otherwise be unacceptable if the improvements sought through the Section 106 agreement were not able to be secured.

7. In Accordance with Parameters The development (including all reserved matters and other matters submitted for approval pursuant to the planning conditions) shall be carried out in accordance with the development parameters as detailed in Section 1.2 of the Design and Access Statement, and the Site Masterplan Supplementary Information received on 2 November 2011, and Drawing Nos:

2874 PARA 01 Development Parameter Plan (revised and received 16.8.11)
2874 PARA 02 Parameter Plan – Maximum Building Heights

No application for approval of reserved matters (or other matters submitted for approval pursuant to the planning conditions) which would entail any significant deviation from the parameters and plans shall be made unless otherwise provided for by conditions elsewhere within this permission.

Reason: To ensure that the development is carried out in accordance with the plans and parameters that form the basis for the consideration of the scheme.

8. Materials No phase of development (as identified in accordance with condition 4) shall commence until samples and details of all materials to be used in the external construction of the buildings and surfacing of all external areas have been submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with the approved details.

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

9. Boundary Treatment No phase of the development (as identified in accordance with Condition 4) shall commence until details of the boundary treatment to that phase of development, demonstrating compliance with an overall site strategy, are submitted to and approved in writing by the local planning authority. No phase of the relevant development site shall be occupied until boundary treatment for that phase has been provided in accordance with the approved details.

Reason: To ensure a satisfactory external appearance and in the interests of creating safer places.

10. Lighting Prior to the commencement of the relevant phase of the development (as identified in accordance with Condition 4) a scheme shall be submitted in writing providing details of all external lighting to that phase, demonstrating compliance with an overall site strategy, and approved in writing by the local planning authority. No phase of the relevant development site shall be occupied until lighting for that phase has been provided in accordance with the approved details.

Reason: In the interests of residential and visual amenity, security and biodiversity.

11. Obscure Glazing Prior to the commencement of the relevant phase of the development (as identified in accordance with Condition 4) a scheme for obscure glazing of appropriate windows shall be submitted to and agreed in writing by the Local Planning Authority. The obscure glazing shall be installed prior to the first residential occupation of each relevant phase, in accordance with the agreed scheme and retained thereafter unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of privacy.

12. Landscaping Prior to the commencement of the relevant phase of the development (as identified in accordance with Condition 4) a scheme of soft and hard landscaping and a phased timetable for its implementation shall be submitted to and approved in writing by the Local Planning Authority before the development of each phase commences. This shall be accompanied by an Arboricultural Implications Assessment detailing all trees to be retained on site and those to be removed and any proposed topping or lopping, together with measures for the protection in the course of development. The scheme shall specify the size, species, and positions or density of shrubs and trees to be planted and the approved scheme shall be undertaken in accordance with the timetable approved in writing by the Local Planning Authority. If within a period of five years from the date of the planting, any tree or shrub or any tree or shrub planted in replacement of it, is removed, up-rooted or destroyed, is diseased or dies, another tree or shrub of the same species and size to that originally planted shall be planted at the same place.

Reason: To ensure the scheme has adequate landscaping and to ensure that any trees or shrubs planted as part of the landscaping scheme are replaced in accordance with that scheme, and that the development accords with Policy DC60 of the LDF Core Strategy and Development Control Policies Development Plan Document.

13. Landscape Management Plan For each phase of the development a landscape management plan, including long term design objectives, management responsibilities, maintenance schedules for all landscape areas, other than small, privately owned, domestic gardens, and a timetable for its implementation

shall be submitted to and approved in writing by the Local Planning Authority prior to the first residential occupation of the development or completion of any phase thereof, as appropriate. The landscape management plan shall be carried out as approved and adhered to thereafter.

Reason: To protect/conservate the natural features and character of the area.

14. Protection of Preserved Trees For each phase of the development no building, engineering operations or other development on the site, shall be commenced until a scheme for the protection of trees protected by a Tree Preservation Order on the site has been submitted to and agreed in writing by the Local Planning Authority. Such scheme shall contain details of the erection and maintenance of fences or walls around such trees, details of underground measures to protect roots, the control of areas around the trees and any other measures necessary for the protection of the trees. Such agreed measures shall be implemented and/or kept in place until the approved development is completed to the satisfaction of the Local Planning Authority.

Reason: To protect the trees on the site subject to a Tree Preservation Order, and that the development accords with Policy DC60 of the LDF Core Strategy and Development Control Policies Development Plan Document.

15. Design Principles Any application for reserved matters shall be accompanied by a comprehensive design statement which demonstrates how the development responds to the guidance set out in paragraph 35 of PPS1 and other good practice guides referred to at paragraph 37.

Reason: To ensure the ongoing provision of high quality design, in accordance with Policy DC61 of the LDF.

16. Car Parking- No phase of the development (as identified in accordance with Condition 4 shall commence until details showing the provision of parking for that phase has been submitted to and approved in writing by the Local Planning Authority. The total number of parking spaces on the site shall not exceed 375 and shall ensure a minimum of 1 space per dwelling unless otherwise specifically agreed in writing by the Local Planning Authority.

Reason: To ensure that the total parking provided does not exceed the maximum standard, in accordance with Policy DC33 of the LDF.

17. Cycle Storage No phase of the development (as identified in accordance with Condition 4) shall be occupied until cycle parking is provided in accordance with details to be previously submitted to and approved in writing by the Local Planning Authority in respect of that phase. Cycle parking shall be to the standards set out in Annex 6 of the LDF. Such cycle parking shall thereafter be retained to the satisfaction of the Local Planning Authority.

Reason: To ensure the development takes account on the needs of cyclists, in accordance with Policy DC33 of the LDF.

18. Parking for Users with Disabilities Provision shall be made within the development for a minimum of 24 spaces to be allocated for Blue Badge users.

Reason: In order to ensure the development provides accessible parking for people with disabilities and to comply with the aims of Policy 6.13 of the London Plan July 2011.

19. Vehicle Charging Points Provision shall be made within the development for a total of 40% of the spaces provided with the passive provision of electric vehicle charging points, with a minimum of 20% of parking spaces to be fitted with active provision of electric vehicle charging points

Reason: In the interests of sustainable transport and to accord with Policy 6.13 of the London Plan July 2011.

20. Freight Strategy Prior to the commencement of development a Delivery and Servicing Plan and a Construction Logistics Plan shall be submitted to and approved in writing by the Local Planning Authority. This shall include details of booking systems, consolidated or re-timed trips and provision for secure off street loading and drop off facilities. The development shall then be carried out in accordance with the agreed details.

Reason: In order to ensure the construction of the development does not have an adverse impact on the environment or road network and to accord with Policy 6.14 of the London Plan July 2011.

21. Piling methodology 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, including measures to prevent and minimise the potential for damage to subsurface water or sewerage infrastructure, and the programme for the works) 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.

22. Drainage Strategy Development shall not commence on each phase until a drainage strategy detailing any on and/or off site drainage works has been submitted to and approved in writing by the Local Planning Authority in consultation with the sewerage undertaker for each phase of development. No discharge of foul or surface water from a phase shall be accepted into the public system until the drainage works referred to in the strategy for that phase have been completed.

Reason: The development may lead to sewerage flooding and to ensure that sufficient capacity is made available to cope with the new development and in order to avoid adverse environmental impact on the community.

23. Archaeology Prior to the commencement of any phase of development a programme of archaeological field evaluation and survey shall be undertaken, in accordance with a written scheme of investigation which shall previously be submitted to and approved by the Local Planning Authority. The results of the field evaluation shall inform a mitigation strategy to either conserve archaeological assets or ensure their recording prior to development. The archaeological works shall be carried out by a suitably qualified investigating body acceptable to the Local Planning Authority and the development carried out in accordance with the mitigation strategy.

Reason: Important archaeological remains may exist on this site and the provision of archaeological evaluation must be secured to inform the determination of any detailed planning consent and to accord with the provisions of Policy DC70 of the LDF Core Strategy and Development Control Policies Development Plan Document.

24. Contaminated land Prior to the commencement of any phase of development 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 and approved in writing by the Local Planning Authority):

a) 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.

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

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

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

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

proposals, then revised contamination proposals shall be submitted to the LPA; and

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

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

Reason: To protect those engaged in construction and occupation of the development from potential contamination. Also in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC53.

25. Community Safety Prior to the commencement of any relevant phase of the development (as identified in accordance with Condition 4), a full and detailed application for the Secured by Design scheme shall be submitted to the Local Planning Authority, setting out how the principles and practices of the aforementioned scheme are to be incorporated. Once approved in writing by the Local Planning Authority in consultation with the Havering Police Crime Prevention Design Advisor, the relevant phase of the development shall be carried out in accordance with the agreed details.

Reason: In the interest of creating safer, sustainable communities, reflecting guidance set out in PPS1, and Policies CP17 and DC63 of the LDF Core Strategy and Development Control Policies DPD, and Policy 7.3 of the London Plan July 2011.

26. Flood Risk The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) and associated documents and the following mitigation measures detailed within the FRA:

- limiting the surface water run-off generated by the 1 in 100 year critical storm taking the effects of climate change into account to Greenfield rates, in order to minimise the risk of flooding off-site;
- Provision of storage on site to attenuate all storm events up to and including the 1 in 1000 year event, taking the effects of climate change into account.

Reason: To prevent flooding by ensuring the satisfactory storage and disposal of surface water from the site.

27. Surface Water Drainage No phase of the development (as identified in condition 4) shall begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before

the development is completed. The Scheme shall include the maximisation of Sustainable Drainage Systems within the drainage design.

Reason: To prevent the increased risk of flooding and to improve and protect water quality.

28. Buffer Zone Prior to the commencement of development a scheme for the provision and management of an 8m natural buffer zone alongside the Paines Brook shall be submitted to and agreed in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved scheme and any subsequent amendments agreed in writing with the Local Planning Authority. The scheme shall include:

- details of the planting scheme (for example native species within the 8m buffer zone)
- details demonstrating how the buffer zone will be protected during development and managed/maintained over the longer term
- details of any footpaths, fencing, lighting etc. which should be set back outside the 8m buffer zone as far as possible
- details of how any Japanese knotweed or other invasive species along the river will be managed

Reason: Development that encroaches on watercourses has a potentially severe impact on their ecological value. This is contrary to government policy in PPS1 and PPS9 and to the UK Biodiversity Action Plan. Land alongside watercourses is particularly valuable for wildlife and it is essential this is protected. Article 10 of the Habitats Directive also stresses the importance of natural networks of linked corridors to allow movement of species between suitable habitats and to promote the expansion of biodiversity. Such networks may also help wildlife adapt to climate change.

29. Wheelchair Accessibility and Lifetime Homes All of the dwellings hereby approved shall be built to lifetime homes standards and a minimum of 10% of the homes shall be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.

Reason: In the interests of the amenities of future residents and visitors and to ensure that the residential development meets the needs of all potential occupiers and to comply with Policy DC7 of the LDF and Policy 7.3 of the London Plan July 2011.

30. Sustainability Any application for reserved matters shall be accompanied by a sustainability statement, such statement to be approved in writing by the Local Planning Authority prior to the commencement of development of the relevant phase (as identified in accordance with Condition 4). The statement shall outline how the development will meet the highest standards of sustainable design and construction to incorporate measures identified in the London Plan and shall be required to demonstrate that the development will achieve a minimum Code for Sustainable Homes Level 4. The relevant phase of 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 the Policy DC49 of the LDF, the Councils Sustainable Design and Construction SPD Adopted April 2009 and Policies 5.2 and 5.3 of the London Plan July 2011.

31. Energy Any application for reserved matters shall be accompanied by an Energy Statement, such statement to be approved in writing by the Local Planning Authority prior to commencement of development of any relevant phase thereof (as identified in accordance with Condition 4). The statement shall incorporate an energy demand assessment and shall detail the energy efficiency design measures and renewable energy technology to be incorporated into the final design of the development. The statement shall include details of a renewable energy/low carbon generation system for the proposed development, including consideration of the use of photovoltaics, which will displace at least 20% of carbon dioxide emissions, beyond Building Regulations requirements. The renewable energy generation system shall be installed in strict accordance with the agreed details and be operational to the satisfaction of the Local Planning Authority prior to the occupation of any relevant phase of the development. The development shall thereafter be carried out in full accordance with the agreed energy statement and the measures identified therein. Any change to the approved energy strategy shall require the written consent of the Local Planning Authority.

Reason: In the interests of energy efficiency and sustainability in accordance with Policy DC50 of the LDF, the Councils Sustainable Design and Construction SPD Adopted April 2009 and Policy 5.7 of the London Plan July 2011.

32. Storage of Refuse Prior to the first occupation of each and any phase of the development hereby permitted (as identified in condition 4), provision shall be made for the storage of refuse awaiting collection according to details which shall previously have been agreed in writing by the Local Planning Authority. Unless otherwise agreed in writing these details shall include provision for suitable containment and segregation of recyclable waste. The measures shall be fully implemented in accordance with the agreed details.

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

33. Construction Method Statement No relevant phase of the development (as identified in accordance with Condition 4) shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement

shall be adhered to throughout the relevant construction period. The Statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. loading and unloading of plant and materials
- iii. storage of plant and materials used in constructing the development
- iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v. wheel washing facilities
- vi. measures to control the emission of dust and dirt during construction
- vii. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: In the interests of residential amenity and highway safety, and in order that the development accords with policy DC61 of the LDF Development Control Policies Development Plan Document

34. 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 Policy DC61 of the LDF Development Control Policies Development Plan Document.

35. Wheelwashing Before the commencement of any phase of the development hereby permitted, details of wheel scrubbing/wash down facilities to prevent mud being deposited onto the public highway during construction works of that phase 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 and in order that the development accords with Policy DC61 of the LDF Development Control Policies DPD.

36. Site Waste Management Before the commencement of any phase of the development hereby permitted a detailed Site Waste Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include a detailed strategy for waste management and minimising of waste, including recycling of waste and for managing the associated impacts of construction related traffic.

Reason: In the interests of amenity and sustainability and to reduce the impact of the construction on the local road network.

37. Unit Mix Prior to the commencement of any phase of the development (as identified in condition 4) details of the proposed unit mix for each phase shall be submitted to and approved in writing by the Local Planning Authority. Provision shall be made across the development as a whole for a minimum of 50% of the units to have three or more bedrooms.

Reason: To ensure a satisfactory range and choice of accommodation to create mixed and balanced communities and to accord with Policy DC2 of the LDF Development Control Policies DPD and Policy 3.8 of the London Plan July 2011.

38. Ecology Prior to the commencement of the relevant phase of the development (as identified in condition 4) an ecological management plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall accord with the recommendations of the submitted Ecological Impact Assessment (EclA) and shall include provision for the conservation of bats and protection of nesting birds and mitigation against the impacts of the development. The development shall be carried out in accordance with the approved details.

Reason: In order to ensure protection and enhancement of biodiversity in accordance with Policy DC58 of the LDF Development Control Policies DPD.

39. Environmental Noise The development hereby approved shall be carried out in accordance with the recommendations of the submitted Environmental Noise Assessment.

Reason: In the interests of residential amenity and to accord with Policy DC55 of the LDF Development Control Policies DPD.

40. Restriction of permitted development rights Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 Article 3, Schedule 2, Part 1, Classes A - E, no extensions, porches, outbuildings or other alterations shall take place 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.

41. Sport England - Prior to commencement of the development hereby permitted:

(i) a detailed assessment of ground conditions of the land proposed for the new football pitches at Dagnam Park shall be undertaken and submitted to the Local Planning Authority (including drainage and topography) to identify constraints which could affect playing field quality; and

(ii) Based on the results of this assessment to be carried out pursuant to (i) above of this condition, a detailed scheme to ensure that the playing fields will

be provided to an acceptable quality shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England.

The approved scheme shall be complied with in full prior to commencement of the development.

Reason: To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints can be and are mitigated to ensure provision of an adequate quality playing field and to accord with Policy DC18 and Sport England Policy E4.

42. The development hereby permitted shall not be commenced until a scheme has been submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England, which secures community access to changing facilities and car parking at the Drapers Academy for users of the playing pitches to be provided at Dagnam Park for a period being no more than five years and no less than three years.

Reason: To maximise the opportunity for community use of the facilities and to ensure the provision of equivalent or better management arrangements than that currently provided and to accord with Policy DC18 and Sport England Policy E4

43. In the event that a suitable contractual arrangement to provide community access to the parking and changing facilities at Drapers Academy is not reached, on or prior to the commencement of the development, details shall be submitted to and agreed in writing by the Local Planning Authority which set out alternative arrangements for parking and changing facilities within Dagnam Park. The parking and changing facilities shall be provided prior to the first occupation of the first phase of the development and thereafter permanently retained for that use.

Reason: To maximise the opportunity for community use of the facilities and to ensure the provision of equivalent or better management arrangements than that currently provided and to accord with Policy DC18 and Sport England Policy E4

INFORMATIVES:

1. 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. Please contact the StreetCare Service (Traffic and Engineering section) to commence the submission/licence approval process.
2. In aiming to satisfy conditions 15 and 25 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

3. Reason for Approval:

This decision to grant planning permission has been taken:

(i) having regard to Policies CP1, CP2, CP7, CP8, CP10, CP15, CP17, CP18, DC2, DC6, DC7, DC18, DC20, DC30, DC32, DC33, DC34, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC60, DC61, DC63, DC70, DC72 of the Local Development Framework (LDF) Core Strategy and Development Control Policies Development Plan Document (DPD); Policies 2.18, 3.3, 3.4, 3.5, 3.6, 3.7, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 3.19, 5.2, 5.3, 5.6, 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, 7.18, 7.19, 7.21, 8.2 and 8.3 of the London Plan July 2011; 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), PPG17 (Planning for Open Space, Sport and Recreation), PPS22 (Renewable Energy), PPS23 (Planning and Pollution Control), PPG24 (Planning and Noise) and PPS25 (Development and Flood Risk).

(ii) for the following reasons:

The proposed development is considered to suitably mitigate the loss of playing fields through new sports provision and related facilities. The parameters set as part of the outline scheme would, subject to detailed submissions, result in a development which could achieve a suitably high quality design and landscape and would have an acceptable visual impact. The proposal would contribute to the range and availability of housing within the Borough and has an acceptable level of affordable housing provision based on detailed consideration of the wider regeneration benefits secured through the development and the opportunity to provide for a mixed and balanced local community. The proposed development has a satisfactory environmental impact and no significant adverse impact on local amenity. The proposed development would cause no material harm to the safe and free flow of traffic within the locality.

4. The applicant is advised that, pursuant to condition 20 above, TfL would recommend using operators committed to best practice, demonstrated by membership of TfL's Freight Operator Recognition Scheme (FORS) or similar.
5. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water will be required. They can be contacted on 0845 850 2777. The developer is also advised to contact Thames Water to discuss details of the piling method statement required under condition 22 above and the drainage condition required under condition 23 above.

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. **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 covers an area of 5.69 hectares and is located on the eastern side of Gooshays Drive, to the immediate north of Petersfield Avenue. To the east, the site is bounded by Paines Brook, which forms the boundary between the site, with Central Park further to the east. The northern section of the site lies within Central Park. To the north of the site is the Harold Hill Leisure Centre. To the west of the site the site is bordered by the Harold Hill Health Centre and the Harold Hill Community Centre.
- 1.2 The site currently consists predominantly of playing fields and open space. To the western side of the site there is the Albemarle Youth Centre and the Citizens Advice Bureau, predominantly single storey buildings, both of which are to be vacated and demolished. Within the site are two existing playing fields, created on terraces separated by embankments. The site also contains disused hard surface tennis courts and large grassed areas, which are suitable for sporting use, eg football. The site, with the exception of a stretch to its western side, is identified within the Local Development Framework as open space.
- 1.3 The site slopes in a west to east direction. It contains mature vegetation which runs principally in two belts west to east across the site. There is also mature vegetation to the eastern side of the site adjacent to Paines Brook and to the southern boundary of the site to Petersfield Avenue. The LDF identifies land alongside Paines Brook, to the east of the site, and near to the eastern boundary of Central Park as a Borough-level Site of Nature Conservation Importance. The majority of the site is within Flood Zone 1, with part in Flood Zone 2. There is a Tree Preservation Order (TPO 2/11) in

respect of a Deodar cedar to the western side of the site, south of the community centre.

2. Description of Proposal

2.1 The proposal is an outline application for up to 242 dwellings on the site, together with car parking, open space, vehicular and pedestrian access and demolition of all existing built structures on the site. Matters of appearance, access, layout, landscaping and scale have all been reserved for later determination.

2.2 The intention of submitting an outline application with all matters reserved is to ensure that any outline planning consent does not unduly constrain the site for any developer who may subsequently bring the site forward for development. However, to ensure a degree of certainty about the resultant development on the site the application seeks to ascertain a number of development parameters. The application is therefore accompanied by a development parameter plan, as well as an illustrative masterplan indicating how development of up to 242 dwellings on the site may be achieved.

2.3 Development Parameter Plan:

2.3.1 The Development Parameter Plan sets out the following principles for development of the site and can be broken down into the following sub-headings:

2.3.2 Land Use:

- The proposal is for residential development comprising a mix of dwelling types, sizes and tenures.
- A clear zone for the maximum extent of building footprint and for parking and vehicle circulation space is identified on the Parameter Plan.
- The Parameter Plan also indicates areas within the Environment Agency watercourse access strip to be kept free from development and areas where existing vegetation is to be retained.
- The application makes provision for 15% of the total number of units to be provided as affordable housing, all of which will be provided as intermediate i.e. shared ownership accommodation.

2.3.3 Amount of Development:

- The outline application is for up to 242 residential dwellings. This would comprise up to 193 houses and 49 flats.

- The proposal includes open space provision of 9,680 sq.m. and children's playspace of 730 sq.m. (equivalent to a minimum of 10 sq.m per child)

2.3.4 Scale Threshold Parameters:

- The proposal includes a Building Height Parameter Plan setting out the maximum and minimum width and length of any future building block within the site. No building will exceed three residential storeys (10.5m). The building parameters are set out below:

Scale Threshold Parameter	Maximum (metres)	Minimum (metres)
Building block width	150	5
Building block length	80	5
Building height to ridge	10.5	2.8

2.3.5 Access Parameter and Parking Provision:

- Vehicular access is proposed to be taken from Petersfield Avenue and Gooshays Drive.
- It is proposed that a maximum of 1.55 car parking spaces per dwelling will be provided. Based on a development of 242 houses this would give a maximum parking provision of 375 spaces.
- Cycle parking is proposed at a ratio of 1 space per one and 2 bed dwelling and a minimum of 2 spaces for dwelling of 3 or more bedrooms.

2.4 Illustrative Masterplan

- 2.4.1 An illustrative masterplan has been submitted, which provides an indicative layout to show how development of the site may be achieved within the constraints of the proposed development parameters. This has been revised during the course of the application to respond to issues raised regarding the proposed layout.

3. Background to Proposals

- 3.1 The application forms part of the Council's overall goal of achieving the transformation of the Harold Hill area, through the Harold Hill Ambitions programme. The Ambitions programme was agreed by the Council in November 2008 and is a major programme of regeneration spanning the next twenty years. A key principle in achieving the objectives of the Harold

Hill Ambitions programme is that it should, as far as possible, be self-financing. This includes the sale of the Council's land to fund new projects

- 3.2 The programme includes the provision of a Learning Village, for which outline planning permission has already been granted, together with improvements to the Hilldene shopping centre and Central Park, new sports facilities at Broxhill, a new library at Hilldene and improvements to roads and pavements. Alongside new built development, the programme aims to provide more social and economic opportunities for local people. However, this needs to be financed through the sale of Council assets and external funding, such as grants.
- 3.3 The capital receipt from the disposal of the application site is critical to the funding and delivery of these major projects. The Council is committed to using the capital receipt from the development of the site to fund the development projects referred to above. The outline planning application will create certainty for developers regarding the development potential of the site, which will maximise the value of the site.
- 3.4 A key aspect of the Harold Hill ambitions programme has been to work closely with local people. Consultation events have taken place in 2007 and 2008 to obtain the views of local residents about the needs of the locality.
- 3.5 In respect of the current proposals, the Council has undertaken consultation with existing users of the site. A public exhibition and consultation on the development proposals was held at Harold Hill library in 2010, which produced 68 formal responses, of which almost half were a measured acceptance of the proposals, with other responses ranging from strong objection to strong support for the proposals. Comments raised were taken into account before the proposals were finalised for submission.

4. Consultations/Representations

- 4.1 Following submission of the planning application, the proposals have been advertised on site and in the local press as a major development. Neighbour notification letters have been sent to 783 local addresses and a copy of the proposals has been made available at Harold Hill library. 18 letters of representation have been received, objecting to the proposals on the following grounds:
 - should not be building on designated open, green space
 - loss of valuable sports pitches
 - will irreparably damage local environment and harm wildlife
 - unacceptable levels of traffic
 - insufficient parking
 - location of access unsafe and will interfere with bus routes
 - scale of development will destroy local character and openness
 - loss of light and privacy
 - additional noise
 - local facilities eg schools and surgeries already overcrowded

- will cause difficulty accessing driveways in Petersfield Avenue, should move access opposite Amersham Road
- headlights shining into residents windows
- this is site of former ancient manor of Gooshays
- additional street litter
- concerns regarding crime and impact on local policing resources

4.4 The Greater London Authority (GLA) has issued a Stage 1 response to the proposals. The response confirms that the proposal is considered to comply with some but not all policies of the London Plan. The GLA considers the application to be generally acceptable in strategic terms, however, the Mayor raised a general concerns regarding the proposed loss of open space. The GLA response considers the identified deficiencies could possibly be remedied through a number of changes.

The following key issues were raised:

Open Space and Sports Pitches: Additional information required in respect of the provision of replacement sports pitches and legal agreement to secure this.

Affordable Housing: Noted that levels of affordable housing are low and no social rented housing is proposed as the receipts from the site are intended to fund local regeneration projects. However, more information on the financial appraisal is required as well as a legal agreement to ensure the profit from the sale of the site is used to deliver the objectives of the Harold Hill Ambitions area.

Housing and Design Standards: Recommended that a housing mix and more information on space standards for the residential units is secured.

Urban Design: Recommended that a more detailed design code be secured as part of this application.

Access: Scheme must include provision for blue badge accessible car parking. Additionally further design information on the layout of wheelchair accessible units is required.

Transport: Proposed level of car parking should be reduced. Financial contributions for bus and junction improvements are required, as well as a more comprehensive travel plan, delivery and servicing plan and construction logistics plan.

Energy and Climate Change: More information on energy efficient measures are required and a commitment to a feasible renewable energy strategy.

4.4.1 Following receipt of this response, additional information has been provided to the GLA and further discussions have taken place. As a result of this a legal agreement dated 25 May 2011 under the provisions of Section 111 of the Local Government Act 1972, section 2 of the Local Government Act

2000 and section 30 and 34 of the Greater London Authority Act 1990 (as amended) has now been completed by the Council and the GLA to ensure that capital receipt from the project is used to fund the regeneration objectives of the Harold Hill Ambitions Programme.

4.4.2 Further changes made following the Stage 1 response include the provision of additional sports facilities at Dagnam Park and agreement that any resolution to approve would be subject to a S106 agreement, which includes the requirement for funding for the new sports facilities; details of the proposed housing mix; the inclusion of blue badge parking provision within the development; the submission of a more comprehensive travel plan and additional energy and climate change information.

4.5 Transport for London raised the following key issues in the initial consultation response:

- car parking should be reduced to a maximum of 308 spaces
- the proposal will place increased pressure on the A12 junction with Gooshays Drive/Gubbins Lane and a financial contribution (£85,000) towards highway improvements will be required
- the proposal would exceed the capacity of the 496 bus route and a financial contribution (£210,000) is required to provide an additional school day journey on the bus network over a three year period.
- walking and cycling proposals are welcomed
- the submitted travel plan needs further revision
- it is recommended that a Delivery and Servicing Plan and Construction Logistics Plan is produced for the site.

4.5.1 Further discussions have taken place between TfL and the applicants transport consultants with further information, including a revised travel plan, having been submitted for consideration.

4.6 Sport England confirm that the proposal is to be considered against criterion E4 of 'A Sporting Future for the Playing Fields of England'. It has raised concern that the proposal would result in a loss of sports pitch provision within the Borough.

4.7 The Environment Agency advises that the development is considered acceptable subject to conditions requiring the development to be carried out in accordance with the submitted Flood Risk Assessment, the submission of a scheme for surface water drainage and the provision and management of an 8m natural buffer zone alongside Paines Brook.

4.8 The Fire Brigade (access) requires access to the houses and flats to comply with relevant legislations. Also, eight additional fire hydrants are required.

- 4.9 Thames Water requires conditions relating to surface water drainage, piling works and the submission of a proposed drainage strategy if permission is granted.
- 4.10 English Heritage advise that the site is partly within an Archaeological Priority Zone and that the proposal may affect remains of archaeological significance. If planning permission is granted a condition is requested requiring a programme of archaeological field evaluation and survey and resultant mitigation strategy to conserve archaeological assets or ensure their recording.
- 4.11 The Highway Authority raise no objection to the proposals but request, in addition to the financial contribution requested by TfL, an additional contribution of £100,000 towards highway improvements on the Borough network as part of the Harold Hill Ambitions programme.
- 4.12 The Borough Crime Prevention Design Advisor requests conditions requiring an application for the Secured by Design Scheme if permission is granted.

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), PPG17 (Planning for Open Space, Sport and Recreation), 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

Policies 2.18, 3.3, 3.4, 3.5, 3.6, 3.7, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 3.19, 5.2, 5.3, 5.6, 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, 7.18, 7.19, 7.21, 8.2 and 8.3 of the London Plan are material to consideration of the application.

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

5.3 Local Planning Policy

Policies CP1, CP2, CP7, CP8, CP10, CP15, CP17, CP18, DC2, DC6, DC7, DC18, DC20, DC30, DC32, DC33, DC34, DC40, DC48, DC49, DC50, DC51, DC52, DC53, DC55, DC58, DC60, DC61, DC63, DC70, DC72 of the Local Development Framework (LDF) Core Strategy and Development

Control Policies Development Plan Document (DPD) are material considerations.

In addition, the Residential Design Supplementary Planning Document (SPD), Designing Safer Places SPD, Protecting and Enhancing the Borough's Biodiversity SPD, Protection of Trees During Development 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, including the principle of the loss of open space and the justification for new residential development, issues arising from the design and layout of the new development and the acceptability of the proposed development parameters, environmental issues, parking and highway issues, the impact on amenity, affordable housing and the impact on community infrastructure.

6.2 Principle of Development

Introduction

- 6.2.1 The application site is in use as open space. It consists of four distinct areas, referred to in the Open Space Assessment accompanying this application as Areas A-D. Area A contains derelict tennis court and a grassed area and is partly managed by the Council's Parks Service; Areas B & C form part of the Albemarle Youth Centre playing field and each area is marked out for 11-a-side football; Area D was formerly used for archery.
- 6.2.2 Although part of the site to its western side, where it incorporates the Albermarle Youth Centre and Citizens Advice Bureau, is 'white land' and does not have any specific policy designation, the remainder of the site is allocated on the LDF Proposals Map as 'Parks, Open Spaces, Playing Fields and Allotments' under LDF Policy DC18. The site meets the statutory definition of a playing field.
- 6.2.3 The proposed loss of this area of open space is therefore subject to the Council's policies relating to open space set out in Policies CP7, DC18 and DC20. It is also subject to the provisions of PPG17 and Sport England's policy on planning applications involving playing fields (A Sporting Future for the Playing Fields of England). The proposal is also subject to the provisions of Policies 2.18, 3.19 and 7.18 of the London Plan.
- 6.2.4 The land forming part of the application site has recently been the subject of an application for it to be formally declared as a Town Green. Members are advised that this claim has been unsuccessful and the land does not have any formal status as a town or village green. In this respect therefore there is no barrier to development on the land.

Acceptability of loss of playing field & replacement facilities

6.2.5 It is acknowledged that the proposal will result in the loss of this area as open space and will result in the loss of sports pitches from the site. The Council has undertaken consultation with all affected users of the facility. In terms of current usage of the sports pitches, the playing field is not available for wider public use/access and is used primarily by users of the Youth Centre on a pre-booked basis. There is one external user of the pitches, the Romford Royals Football Club, which uses the pitches on Sundays for its junior teams.

6.2.6 The importance of playing field provision within the Borough is acknowledged and the application therefore proposes a package of measures to compensate for the loss of playing fields and open space on the application site. These may be summarised as follows:

- Improvement and new facilities at Broxhill to include drainage, reseeding and levelling of the existing open space to create two new football pitches.
- Improved facilities at Central Park including a new skate park, Multi Use Games Area (MUGA), children's play facilities and enhanced walkways.

Following discussions with Sport England the proposals have been further revised to include the following:

- provision of additional sports pitches at Dagnam Park
- improvements to the Broxhill site changing rooms

6.2.7 Romford Royals, who are the current users of the pitches, have written to the Council to confirm that they are happy with the proposal to provide alternative playing facilities at Broxhill.

6.2.8 Policy CP7 sets out the Council's commitment to retaining existing recreation and leisure facilities where a need exists, improving deficiencies in provision, and providing improved opportunities for creative play and physical activity in parks and open spaces.

6.2.9 The proposal ensures that the needs of the existing users of the sports facilities i.e. Romford Royals, will continue to be met by providing alternative facilities at Broxhill. The proposal will also address deficiencies in open space provision by providing new sports pitches at both Broxhill and Dagnam Park and will contribute towards opportunities for creative play and physical activity by enhancing facilities both at Broxhill and through the planned programme of improvements to Central Park. Subject to such alternative facilities being secured the proposal is considered to accord, in principle, with Policy CP7.

6.2.10 Policy DC18 states the Council's intention to retain and enhance all public open space and recreation, sports and leisure facilities. Alternative use of such sites will only be allowed where it is shown they are surplus to requirements. Although priority will be given to other recreation/leisure

uses, where there is no identified need for such a use, other uses may be considered. However, this must be accompanied by an improvement in the quality of open space in the vicinity or to remedying qualitative and quantitative deficiencies in open space elsewhere in the Borough. Policy DC20 provides criteria against which to judge a deficiency in open space provision and local recreational facilities.

6.2.11 In terms of location, the site is within a kilometre of Dagnam Park and within 3.2km of Bedfords Park. The site is also adjacent to Central Park and meets accessibility criteria set out in Policy DC20. Whilst the Gooshays Ward, within which the site is located, has sufficient open space provision there is however a shortfall of allotments and children's play facilities locally. Both of these needs are being addressed by the Council – with new allotments proposed at the former Ingrebourne Primary School and proposed new play space proposed both within the application site and enhanced facilities within Central Park. The proposal is therefore considered to comply with Policy DC20.

6.2.12 Given that there is sufficient open space provision locally, that local deficiencies in play facilities and allotment provision can be met and that the proposal includes replacement sports pitches at Broxhill and Dagnam Park, it is considered that the proposal also meets the test of being 'surplus to requirements' set out in Policy DC18 and that alternative uses of the site may be considered acceptable in principle. The application makes provision for improvements in the quality and quantity of open space within the vicinity of the site by providing new public open space on site, enhanced recreational facilities in Central Park and new sports pitches at Broxhill and Dagnam Park. Whilst the new area at Broxhill is less than the area to be lost from the application site, the quality of sport and recreational facilities will be greater. Staff therefore consider the proposal, considered as a package, to comply with Policies DC18 and DC20.

6.2.13 Turning to national policy guidance, the proposal must be judged against the provisions of PPG17 and the policy of Sport England. Applications which are referable to Sport England are judged against the document 'A Sporting Future for the Playing Fields of England'. Sport England has confirmed that it considers criteria E4 of this document, which requires the replacement of lost sports facilities with others of equal standard, to be relevant.

6.2.14 Extensive consultation regarding the proposals has taken place with Sport England. The application originally proposed the provision of replacement sports pitches at Broxhill, which although previously existing have not been marked out for some four years due to the sloping nature of the land and their propensity to waterlogging. Following an initial response from Sport England, raising objection to the proposals, the package of mitigation measures has been revised and not only includes the significant improvement of the Broxhill pitches, including re-levelling and re-seeding but also the provision of replacement changing facilities at Broxhill and the provision of new playing pitches at Dagnam Park.

6.2.15 Further consultation with Sport England has taken place following the revision to the proposals. However, Sport England maintains a position that the new pitches and facilities at Broxhill cannot be considered as replacement facilities as the site previously contained sports pitches. Sport England has confirmed that it considers the proposed new pitches at Dagnam Park to be replacement pitches but that changing room facilities and parking provision also needs to be provided.

6.2.16 In considering the impact of the development in respect of the provision of sports facilities within the Borough, staff have paid particular regard to the following issues:

- the existing sports pitches at Broxhill have not been marked out for four years due to their sloping nature and consequent waterlogging.
- the proposal would involve re-levelling, installation of drainage and the re-seeding and marking out of two pitches.
- although changing facilities do exist at Broxhill, they have not been used for several years and are in need of upgrading. This would be achieved through the proposals. These refurbishments works will bring the Sports Pavilion as close to FA standards as it is reasonably practicable to do so.
- the proposal also includes the provision of additional pitches at Dagnam Park.
- the users of the current pitch at Gooshays change in the adjacent Albermarle Youth Centre, which is shortly to be demolished. Club users of the Gooshays site will, therefore, no longer have any access to any form of changing facilities and have never benefitted from any formal car parking provision.

6.2.17 In light of this, staff consider that the provision of two new pitches at Dagnam Park, without providing any new parking or changing facilities, would alone be compliant with criterion E4. In addition, the proposal will provide two significantly improved playing pitches and changing room facilities at Broxhill. Compared to retaining the existing situation at Gooshays i.e. playing pitches without dedicated parking or changing facilities, the proposed mitigation package of new pitches at Dagnam Park and Broxhill, together with a new changing pavilion at Broxhill is considered to be acceptable and more than meet the requirement of criterion E4 to replace lost facilities with others of equal standard. Staff are aware of the support for the proposals from the current users of Gooshays, Romford Royals.

6.2.18 The Council has worked on a revised package of proposals in consultation with Sport England, which will include new pitches at Dagnam Park and changing facilities. These proposals are being finalised at the time of writing this report but Staff are expecting that they will be sufficient for Sport

England to withdraw its current objection to the proposals. Members will be updated in respect of this position at the meeting. Members are however advised that, subject to Sport England withdrawing its objection, the application would not require referral to the Secretary of State.

6.2.19 Having regard to these factors, staff consider that the proposed package of replacement facilities would comply with Sport England criterion E4 and that the proposal is acceptable in this respect. It is understood that the package of works proposed to the Broxhill centre is not considered to be necessary from Sport England's perspective. However, Staff consider that these proposed works are an essential element of the community regeneration proposals envisaged by the Ambitions project and are recommending that these works are retained within the development proposals.

6.2.20 In terms of regional planning guidance, it is considered that the proposals, subject to securing the planned package of additional sports and recreational facilities, would be compliant in principle with Policies 2.18, 3.19 and 7.18 of the London Plan. The proposed levels of play space within the site also meets the requirements of Policy 3.6 the London Plan.

6.2.21 It is proposed that the provision of the new sports pitches at Broxhill and associated works and the new sports pitches at Dagnam Park be achieved through S106 agreement. The Section 106 agreement would be completed at the same time as the Council enters into any agreement to sell the land, for reasons which will be explained elsewhere in this report.

6.2.22 In terms of the other improvements proposed, the provision of open space and play space within the site can be secured as it forms part of the proposed development parameters for the site. The proposed range of improvement works to Central Park is proposed to be secured through a legal agreement, which has been completed by the Council and the GLA, and requires the Council to spend the capital receipt from the development on identified regeneration initiatives, subject to the specific obligations contained within the agreement.

6.2.23 The proposed development will enable the Council to achieve a wide range of regeneration benefits within this part of Harold Hill and presents the opportunity for the Council to achieve significant local improvements, including improved sports facilities at Broxhill, in addition to that proposed at Dagnam Park, enhanced facilities in Central Park, improvements to local shopping centres and local streetscape works. Although the loss of open space is compliant with policy criteria, Staff consider in any case that the significant regeneration opportunities arising from this development are sufficient to outweigh the impact of any loss of open space that will result from this development.

Principle of Residential Development

6.2.24 The proposed development of the site for residential purposes is a critical element of the Harold Hill Ambitions project as the disposal of the site will

provide essential funding for the delivery of the major proposals which form part of the project. Non-leisure/recreational uses of the site can be accepted provided it is justified under the terms of Policy DC18. As set out in paragraph 6.2.11 Staff consider the requirements of Policy DC18 to be met.

6.2.25 In terms of the need for residential development, Policy 3.3 of the London Plan July 2011 sets a minimum target for Havering of 970 new homes per year (compared to 535 in the recently superseded London Plan).

6.2.26 At present, the Havering Annual Monitoring Report 2008/2009 (AMR) indicates that the former London Plan target will be met in 2011/2012 but this is reliant on a number of larger allocated sites within the Borough coming forward for redevelopment. Furthermore, predictions within the AMR indicate that the (then) anticipated annual targets of the Draft Replacement London Plan are unlikely to be met. The proposal therefore represents a substantial windfall site, which will assist the Borough in meeting the increased housing targets of the London Plan. The proposal will also increase the range and choice of housing locally, contributing to the objectives of Policy CP1 and Policy 3.8 of the London Plan.

Demolition of Existing Buildings

6.2.27 The site is predominantly open space but does contain some buildings, which are the Albemarle Youth Centre and the Citizens Advice Bureau. These are single/two storey buildings, which are not of any special architectural or local historical value. The demolition of the existing buildings from the site is therefore acceptable in principle.

6.3 Design and Layout

Density

6.3.1 The density of the development proposed is set by the proposed development parameters. These provide for a development of up to 242 houses, consisting of up to 193 houses and up to 49 flats. The development provides 9,680 square metres of open space and children's play space of 730 square metres. The site density has been calculated in accordance with guidance in PPS3 and is 46 dwellings per hectare. This is within the range of 30-50 dwellings per hectare considered acceptable in this locality under Policy DC2. The proposed density level is also considered to comply in principle with Policy 3.4 of the London Plan July 2011. Staff consider that the density proposed, together with the proposed amounts of open space and play space, would enable a development which would accord with the Residential Design SPD.

6.3.2 Staff have considered whether the proposed density of the development is realistic, given the various constraints of the site, and whether this would produce a development that achieves a suitably high standard of design quality and amenity. To this end, particular consideration has been given to the indicative design and layout of the development, including the illustrative

masterplan and the submitted Design and Access statement. These issues, together with matters relating to the appearance and scale, bulk and massing of any subsequent development are considered further below.

Layout

6.3.3 The layout of the site is a reserved matter. However, the application is accompanied by an illustrative masterplan and Design and Access statement indicating how development of the site to achieve up to 242 units may be achieved.

6.3.4 The layout of the site relies on a number of design principles. Firstly, the site constraints, which require a buffer strip free from development to the east of the site adjacent to Paines Brook and the retention and enhancement of key landscape features within the site. Secondly, the need to provide permeability and connectivity through the site and to adjacent areas. Thirdly retaining key views through and into the site.

6.3.5 The resultant illustrative layout indicates how the following key design principles may be achieved:

- a primary vehicular and pedestrian access through the site (from Petersfield Avenue and Gooshays Drive)
- parking provision equivalent to 1.55 spaces per dwelling
- perimeter blocks to the development of appropriate scale
- an area of formal open space
- enclosed outdoor space for houses and communal amenity areas for flats
- a Sustainable Urban Drainage (SUDS) corridor
- permeability through the site.

6.3.6 Staff consider that the illustrative layout generally demonstrates how these key principles could be achieved through the development of the site. There are a number of areas within the layout where there is considered to be the potential for tight relationships between blocks. Staff have however sought further assurances regarding this and are satisfied that the development could be carried out so as to achieve acceptable levels of residential amenity. It is acknowledged that the development, as indicated on the illustrative layout, creates some relationships between dwellings that are not commonly found in established residential areas within the Borough. However, this is considered to be acceptable in principle as the development is to some extent 'self contained' and would not affect an established local character or existing residential amenity. Providing suitable amenity is provided for future residents judgement can be applied with regard to the layout of the development. Furthermore, the illustrative masterplan relies heavily on courtyard style housing, L-shaped buildings with windows facing solely on to their own private courtyards. These allow for higher densities than other types of dwellings that have more traditional layouts and amenity areas. However, if the courtyard style housing is not carried through to a detailed application for development it could result in a drop in achievable development density.

6.3.7 The illustrative masterplan shows a range of amenity areas. In some instances they can be relatively constrained, particularly in terms of garden depth. The Council has recently adopted a Residential Design SPD. This does not seek to prescribe garden sizes but rather to ensure that amenity space is functional and well laid out. Staff consider that despite the limited size of some plots, each dwelling would be capable of having adequate private amenity space, which is also supplemented by the open space and play space within the development and the adjacent Central Park. Staff therefore consider that the illustrative masterplan shows that it is possible to achieve a number of key design principles, but that owing to the reliance on a particular development type (i.e. the courtyard housing), if this were omitted from any future detailed schemes it would need to be further demonstrated that the maximum number of 242 units proposed could be acceptably achieved.

Scale, Bulk and Massing

6.3.8 The design parameters for the site restrict the maximum building block width to 150m and maximum building block length to 80m. The building heights are capped at three storeys, although the Design and Access statement indicates that dwellings would be two storeys and apartments three storeys. The Design and Access statement indicates that there would be apartments, terraced housing, semi-detached and detached housing and courtyard housing within the development.

6.3.9 The character of the Harold Hill area is drawn from a range of residential styles. Development immediately south and west of the site in Petersfield Avenue and Gooshays Drive is largely two storey semi-detached or terraced housing, but there are also many examples of flatted development, of at least three storeys locally. Staff are therefore satisfied that, subject to the proposed thresholds for block length, width and depth and controls over storey height, that the proposed development would be acceptable in respect of scale, bulk and massing.

Design

6.3.10 The detailed design of the scheme is a reserved matter. The Design and Access statement sets out housing typologies, indicating a mix of three storey apartment blocks, terraced, detached and semi-detached housing and courtyard style housing. There is no detailed design code at this stage other than principles of scale (2 to 3 storeys), the provision of a private front yard to all dwellings, the provision of private open space of varying sizes and type, and the suggested use of pitched roofs and masonry/rendered facades. It is considered that matters of design could be acceptably addressed at reserved matters stage.

Appearance

6.3.11 The appearance of the proposed development is also a reserved matter. The Design and Access statement sets out the design principles for the

development and how this will influence the final forms of the development. Matters of appearance can be addressed as reserved matters stage although Staff will be keen to ensure that the appearance of new development reflects the existing character of the locality.

Landscaping

6.3.12 An arboricultural statement and landscape and visual impact assessment has been submitted with the application.

6.3.13 The arboricultural statement includes a tree survey covering 194 individual trees, 20 groups and 2 woodlands within the site. Of these, 74 were considered to be of A or B grade i.e. desirable for retention. These principally run in two belts across the site in an east/west direction and, to a lesser extent, along the eastern boundary of the site. The illustrative masterplan for the site indicates that these trees could be retained within any proposed development of the site.

6.3.14 Given the outline nature of this application, the arboricultural statement recommends that once a detailed layout for the site is finalised an Arboricultural Implications Assessment (AIA) will need to be produced to specifically detail those trees to be retained and those to be removed and to identify any necessary protection measures. It is recommended that the AIA be secured through a planning condition.

6.3.15 The landscape and visual quality assessment has informed the masterplanning of the development which, as a result, achieves the following:

- the proposed retention of Category A & B trees to the southern and eastern site boundaries and running east/west across the site (between the existing health centre and Central Park play area)
- the retention of the preserved Deodar Cedar tree, which is a distinctive local landscape feature to the western side of the site (south of the existing community centre)
- a publicly accessible landscape buffer between Paine's Brook and the opportunity for habitat enhancement and SUDS proposals
- the opportunity for additional landscaping of the site, particularly to its northern boundary.

6.3.16 Staff acknowledge that the development of this area of open space will create a markedly different character from that which exists at present. It is also acknowledged that there will be difficulties in developing a site where there are at least 74 trees proposed for retention, not least because it will be desirable to retain these in areas of public open space rather than within private garden areas. However, Staff are encouraged by the detailed landscape and visual assessment that has been carried out and the demonstration within the masterplan that the site can be developed whilst retaining key landscape features and trees of most value. The site masterplan has been revised in response to concerns raised by the

Council's Landscape Officer that it would potentially harm the Deodar cedar. The proposed access road from Gooshays Drive has been realigned so that it does not encroach into the root protection zone of this tree. Subject to conditions requiring details of landscaping, controls over the extent of built form within the site and the AIA referred to in paragraph 6.3.14 above, Staff are satisfied that the site is capable of development without materially harming the key landscape features that are an intrinsic part of the character of the existing site and that it would comply with Policy DC60 and SPD for Protection of Trees during Development.

Open Space Provision

6.3.17 Policy DC21 of the LDF requires new major residential developments to include provision for adequate open space at the rate of 1.84 hectares per thousand population but states that where it is not possible to include the facilities within the development site the Council will require the facilities to be provided nearby.

6.3.18 This would equate to a requirement for 1.05 hectares of open space to be provided within the development. The proposed development makes provision for a minimum of 0.88 hectares of open space within the scheme together with an additional 1,660 sq.m. of children's play space.

6.3.19 The site is however located adjacent to Central Park and it is considered that this would compensate acceptably for a nominal shortfall in open space provision within the site. The proposed development also provides for the provision of new football pitches at Broxhill and Dagnam Park and capital receipt from the development will be used partly for the improvement of facilities within Central Park, which is considered to accord in principle with the provisions of LDF Policy DC21. The amount of play space provision is consistent with the requirements of Policy 3.6 of the London Plan and associated supplementary planning guidance.

Accessibility and Safer Places

6.3.20 The application is also accompanied by a Safer Places statement, which identifies where the principles of 'Safer Places' has been incorporated into the design of the scheme and follows from initial discussions which took place with the Borough Crime Prevention Design Advisor. The strategy focuses on the location of access points, providing natural surveillance of the site and creating active frontages onto areas of public realm. Car parking is arranged to maximise overlooking from neighbouring dwellings and consideration has been given to the lighting and landscaping of the site. A condition can be imposed to ensure that any future development adheres to the principles of 'Safer Places' by requiring that it meets 'Secured by Design' standards.

6.3.21 All of the dwellings are proposed to be built to lifetime homes standards, which can be secured through condition. 10% of the homes will be designed to be wheelchair accessible or easily adaptable for residents who

are wheelchair users. Again, this can be secured by condition and will ensure the development complies with Policy DC7 of the LDF and Policy 7.3 of the London Plan.

6.4 Environmental Issues

Flood Risk and Impact on Paines Brook

- 6.4.1 The site lies to the immediate west of Paines Brook, which is judged to be the primary source of flood risk to the site. A detailed Flood Risk Assessment has been submitted with the application. The majority of the site is within Flood Zone 1. Residential buildings within the development will only be located within Flood Zone 1, as set out in the submitted Parameter Plan. This would comply in principle with the 'sequential' test set out in PPS25. Parts of the site fall within Flood Zone 2 but will only be used for ancillary development, such as roads and parking. A specific modelling exercise has been undertaken for this site to provide a more detailed estimate of flood risks to the site. Based on this modelling, the FRA provides recommendations on the Finished Floor Levels within the development. A range of SUDS measures have also been proposed within the development and it is proposed, as indicated on the Parameter Plan, to maintain a minimum 8m buffer strip from Paines Brook.
- 6.4.2 The Environment Agency has confirmed that it has no objection to the proposals subject to it being carried out in accordance with the submitted Flood Risk Assessment, the submission of a scheme for surface water drainage and the provision and management of an 8m natural buffer zone alongside Paines Brook. It is considered that these requirements could be secured by condition and that, subject to this, the development would accord with PPS25 and LDF Policy DC48, as well as Policies 5.12 and 5.13 of the London Plan.
- 6.4.3 It should be noted that Thames Water requires conditions relating to surface water drainage, piling works and the submission of a proposed drainage strategy if permission is granted.

Ecology and Bio-Diversity

- 6.4.4 To the immediate east of the site lies the Carters Brook and Paines Brook Borough Grade II Site of Importance for Nature Conservation (SINC). There is also a Local Nature Reserve and other SINC's within 1km of the site.
- 6.4.5 An Ecological Impact Assessment (EclA) has been undertaken based on the results of an extended Phase 1 Habitat Survey of the site, desk-based studies, species surveys for badgers, bats, water voles, otters, breeding birds and reptiles, a botanical survey and a Great crested newt assessment.
- 6.4.6 In terms of the impact on habitat, there is potential for adverse impact during the construction phases, particularly to the Paines Brook designated SINC and human damage to retained vegetation. The EclA therefore

recommends appropriate mitigation measures, subject to which it concludes that these effects would not be significantly adverse.

- 6.4.7 The development has the potential to result in temporary significant adverse impacts on nesting birds although the most significant impacts could be avoided if vegetation/habitat managements takes place outside nesting season.
- 6.4.8 The EclA suggests that there are likely to be localised impacts on the bat population at a site specific level, most likely from lighting from street lights shining on tree lines. The EclA recommends that as long as light is directed away from tree lines it is unlikely there will be any significant adverse impacts.
- 6.4.9 No evidence of any other protected species were found on the site. Staff consider that the ecological impact of the development would be likely to be predominantly temporary, during the construction phase of the development, or in the case of the impact on the local bat population, restricted to impacts at site level only and not to the local bat population as a whole. Subject to planning conditions requiring a site ecological management plan it is considered that the proposal would be acceptable in principle and would comply with LDF Policy DC58 and Policy 7.19 of the London Plan.
- 6.4.10 There is scope within the development for site landscaping and management that would potentially enhance the bio-diversity of the site as a whole and would be compliant in principle with LDF Policy DC59.

Archaeology/Heritage

- 6.4.11 A Cultural Heritage Assessment has been submitted with the application. The site lies adjacent to the location of the medieval manor of Gooshays and is partly within an archaeological priority area. Policy 7.8 of the London Plan July 2011 and DC70 of the LDF are relevant. Potential heritage assets within the site comprise evidence of the medieval manor house, remains of structures associated with the 17th century and Georgian phases of Gooshays, fishponds, terraces and a trackway. These could all be at least partially impacted on by groundworks associated with the proposed development
- 6.4.12 English Heritage (GLAAS) advise that the site is partly within an Archaeological Priority Zone and that the proposal may affect remains of archaeological significance. If planning permission is granted a condition is requested requiring a programme of archaeological field evaluation and survey and resultant mitigation strategy to conserve archaeological assets or ensure their recording. Staff consider that subject to such a condition the development would be acceptable in principle and would comply with Policy 7.8 of the London Plan and Policy DC70 of the LDF.

Air Quality

6.4.13 The Air Quality Assessment (AQA) assesses existing local air quality and predicted air quality based on a worst case scenario, focussing on traffic impacts and the use of a biomass boiler. In terms of traffic the likely increase in vehicle movement is such that the impacts on air quality are judged to be insignificant. The impact of a biomass boiler (if used within the development) is also assessed and found to be within acceptable levels.

6.4.14 The AQA notes there could be some short term impact on local air quality conditions through dust and it is suggested that conditions be imposed to ensure measures are put in place to minimise any adverse effects.

Environmental Noise

6.4.15 The existing local noise environment has been measured over a typical weekday period. Based on the illustrative masterplan the submitted Environmental Noise Assessment indicates the development to fall within Noise Exposure Category C of PPG24 and recommends several glazing and background ventilation specifications as a minimum to meet the requirements of PPG24.

Contaminated Land

6.4.16 A Desk based Phase I Environmental Review has been undertaken and submitted with the application. It concludes that there is low potential for significant contamination of soil and/or groundwater. The report recommends a Phase II assessment be carried out and an asbestos survey. Staff therefore consider the development accords in principle with LDF Policy DC53 and Policy 5.21 of the London Plan and conditions can be imposed to ensure the necessary assessments are undertaken.

Waste Management

6.4.17 A Framework Site Waste Management Plan has been submitted with the application and sets out measures for dealing with waste generated from the demolition, construction and operational phases of the development. The study indicates that with careful management the impact of waste can be minimised. In respect of traffic impacts a number of measures are suggested, including dedicated haulage routes and controls over delivery of material etc.

6.4.18 It is recommended that a condition be imposed so that a more detailed strategy for waste management, associated impacts of construction traffic and recycling can be required at reserved matters stage.

Sustainability & Renewable Energy

6.4.19 The proposals indicate that the development would achieve Code for Sustainable Homes level 4. The Renewable Energy Reports submitted with the application demonstrates that there will be a 20% reduction in carbon dioxide emissions. In addition, the development will be designed to Lifetime

Homes standards and there will be a package of SUDS implemented within the development and the substantial retention of ecological features within the site.

- 6.4.20 The proposals are considered to be consistent in principle with LDF Policies DC49 and DC50.

6.5 Parking and Highway Issues

- 6.5.1 A Transport Assessment (TA) has been undertaken and submitted with the application. It has tested and found to be acceptable the proposed two points of vehicular access to the development, one from Petersfield Avenue and one from Gooshays Drive.
- 6.5.2 The development proposes parking at a ratio of no less than 1.5 spaces per dwelling and cycle parking of one space per 2 bed or less dwellings and 2 spaces per larger dwellings.
- 6.5.3 The TA concludes that the proposed development will not unacceptably harm the functioning of the local transport or highway networks and that parking provision will be sufficient to prevent increased demand for on street parking locally. A framework travel plan has also been submitted as part of the planning application.
- 6.5.4 TfL have been consulted on the proposals. In terms of highways impact, TfL do not object to the proposal in principle but request a contribution of £85,000 towards improvements to the A12 Colchester Road/Gooshays Drive/Gubbins Lane junction. This can be secured through a legal agreement.
- 6.5.5 In terms of bus impact, the proposal is considered to affect the capacity of bus route 496 during morning and afternoon peaks, requiring improvement of the bus service. TfL have requested a financial contribution of £210,000 for these improvements comprising three annual payments for an enhanced school time bus service. This can also be secured through legal agreement.
- 6.5.6 With regard to car parking, TfL consider the proposals to be unacceptable. The development proposes up to 375 parking spaces. However, TfL considers the amount of parking to be excessive and that it should be reduced to a maximum of 308 spaces to accord with London Plan policy 6.13.
- 6.5.7 Staff acknowledge the issues raised by TfL in respect of parking and that parking levels exceed that set out in table 6.2 of Policy 6.13 of the London Plan, which gives maximum parking standards of 2 - 1.5 spaces for 4 bed units, 1.5-1 spaces for 3 bed units and less than 1 space for 1-2 bed units. It is however noted that the policy is intended to take a flexible approach to parking so that provision is commensurate with the level of accessibility by private car consistent with the overall balance of the transport system at the local level. Table 6.2 does not presently reflect PTAL levels, which are

stated to be addressed by parking standards to be set out in the forthcoming SPG on Housing. The draft SPG for Housing is now out for public consultation and provides two options for assessing parking as part of the consultation process. Option 1 is as per table 6.2 of the London Plan, whereas option 2 is based on PTAL zones and the number of habitable rooms per hectare. In an area of suburban character within a PTAL zone of 0-1 option 2 indicates that parking should be at a standard of less than 2 spaces per unit. .

- 6.5.8 In terms of the LDF, the site is identified as having a PTAL rating of 2-1 and within a suburban location. Policy DC2 would therefore anticipate residential development on this site providing parking at a standard of 2-1.5 spaces per unit. Given also the mix of units proposed and the predominance of dwellinghouses within the site, the Council's Highway Engineers consider it appropriate that parking be provided to the levels set out in Policy DC2.
- 6.5.9 Having regard to the location of the site, although there are opportunities for walking, cycling and use of public transport locally, it is considered that demand for parking at the site is likely to be high, particularly in view of the mix and number of dwellings compared to flats within the development. There is concern regarding the potential increased demand for on street parking and resultant congestion if insufficient parking were provided within the development. Given the inherent flexibility within Policy 6.13 Staff do not consider the proposal to be materially unacceptable in respect of car parking provision, having regard to the PTAL of the site, and consider the proposal for up to 1.5 spaces to be consistent with Policy DC2 of the LDF. Furthermore, given the outline nature of the proposals it is considered that imposing a limit of a maximum of 1.5 spaces per unit would enable further consideration of whether reduced levels of car parking are justified when more detailed proposals are submitted. The proposals are also considered to be consistent with the alternative approach taken to parking standards (option 2) in the Mayor's draft Housing SPG.
- 6.5.10 Although concerns about the impact of the development on the A12/Gubbins Lane/Gooshays Drive junction are noted TfL have not objected to the proposal on these grounds and it is considered that the proposed planning obligation of £85,000 to be paid to TfL could be used to carry out any necessary junction improvements. The Council's Highway Engineers have also requested a planning contribution of £100,000 to be used towards highway improvements on the Borough network as part of the Harold Hill Ambitions Programme. It is not therefore considered to be demonstrated that there are material highway grounds for reducing the amount of parking within the development.
- 6.5.11 It is proposed that 5% of parking spaces within the development be allocated for Blue Badge users. This can be secured through condition. It is also proposed that a minimum of 20% of parking spaces will be fitted with active provision of electric vehicle charging points and up to a total of 40%

of the spaces will be provided with the passive provision of electric vehicle charging points. This too can be secured through condition.

- 6.5.12 The proposed two points of access to the development are considered to be acceptable in principle, although this will be subject to the detailed design being agreed by the Council's Highway Engineers through the technical approval process.

6.6 **Affordable Housing**

- 6.6.1 Policy DC6 of the LDF states that the Council will aim to achieve 50% of all new homes as affordable and will seek a tenure split of 70:30 between social housing and intermediate forms. This policy reflects the targets for the provision of affordable housing which were set out in Policy 3A of the superseded London Plan. The current London Plan seeks a tenure split of 60:40 and requires the amount of affordable housing provision to be determined strategically at local level.
- 6.6.2 The development includes the provision of 15% (36) of the units as affordable, all of which would be intermediate. A detailed financial appraisal has been submitted to justify this approach.
- 6.6.3 The primary driver for the proposed disposal and redevelopment of the site is to generate sufficient funding to achieve the objectives of the Harold Hill Ambitions project. The Ambitions project includes a number of regeneration measures including a new library and youth centre, improvements to local parks, shopping areas and to roads and pavements.
- 6.6.4 The financial appraisal demonstrates that the proposed scheme cannot support the provision of affordable housing to policy level and would not achieve the funding required to support the Harold Hill Ambitions project.
- 6.6.5 It is considered, in view of the specific regeneration benefits and local facilities that would be enabled by the proposals that the amount of affordable housing proposed within the development is justified. The Council have entered into a legal agreement with the GLA, which commits the Council to using the net capital receipt from disposal of the site to provide a range of regeneration initiatives. Staff are therefore satisfied that the proposal would be acceptable and the provision for affordable housing within the development is justified in this case.
- 6.6.6 The tenure split of the development proposes that all of the affordable units be provided as intermediate units. No social rented units are included. In principle, this conflicts with Policy 3.11 of the London Plan July 2011 and Policy DC6 of the LDF.
- 6.6.7 However, the Socio Economic Statement submitted with the application demonstrates that the Gooshays Ward has a lack of tenure diversification, with some 42% of social rented housing provision compared to 14% across the Borough as a whole and 26% across London. Additionally, there are

other affordable housing developments anticipated to come forward in the locality at Hilldene, although no planning applications for these have yet been submitted.

- 6.6.8 It is noted that the London Plan Housing SPG (paragraph 18.9) allows for the provision of a higher level of intermediate housing than may otherwise be required in areas where there is significantly high proportion of social rented provision compared to the London average. Additionally, Policy 3.9 of the London Plan states that a more balanced mix of tenures should be sought in all parts of London, particularly in some neighbourhoods where social renting predominates and there are concentrations of deprivation. Given the high proportion of social rented units locally it is considered therefore that the proposal would maintain the objective of creating mixed and balanced communities and that the tenure split is therefore acceptable in principle.
- 6.6.9 In terms of housing mix, the development provides up to 242 dwellings, consisting of up to 194 houses and 48 flats, which is an 80/20 split. The mix comprises a range of 1, 2, 3 and 4 bed units, predominantly focussing on 2 and 3 bed units, with 50% of all units being 3 bed plus units. The proposal is therefore considered to satisfy in principle Policy 3.8 of the London Plan.
- 6.6.10 Policies CP2 and DC2 of the LDF provides that the design and layout of new housing should be determined foremost by the range of housing types and tenures need to be meet local and sub-regional housing need. At this time, the Council will have regard to the Havering Housing Need Survey Update and the GLA's Housing Strategy. The proposed dwelling mix is considered to be acceptable.

6.7 Impact on Amenity

- 6.7.1 The nearest existing residential properties to the site are those in Petersfield Avenue (nos.2-20), which face towards the southern site boundary. There are also residential properties further east of the site in Petersfield Avenue and to the west of the site in Gooshays Drive and off of Gooshays Gardens. The site also borders non-residential properties, including the Harold Hill Community Centre and health centre.
- 6.7.2 Whilst the proposed development will change the character of the site, it will create new residential development of between 2 and 3 storeys high. In terms of the relationship of this to the nearest dwellings in Petersfield Avenue, the development would be on the opposite side of the road giving a minimum separation distance of 28m. Including the proposed retention of the majority of the tree screening to the southern site boundary, it is considered this distance combined with the maximum three storey height of development would be sufficient to maintain an acceptable degree of amenity for residents living opposite the site in Petersfield Avenue. The distances between facing buildings would be consistent with the character and pattern of development locally and it is not considered material loss of light or privacy would occur.

- 6.7.3 It is noted that residents have expressed concern regarding the indicated location of an access onto Petersfield Avenue. From a highway perspective it is preferable not to locate the access directly opposite the junction of Petersfield Avenue with Amersham Road and staff are satisfied, given the distance from the access and facing windows of the houses opposite, as well as the well lit nature of Petersfield Avenue that there would not be material harm from headlight glare to justify refusal.
- 6.7.4 In terms of dwellings in Gooshays Drive, these are set much further away from the site than the Petersfield Avenue properties and are separated from the site by the highway and either by the greensward to Gooshays Gardens or the existing community buildings adjacent to the site. Staff do not therefore consider material harm to residential amenity in Gooshays Drive to occur.
- 6.7.5 In terms of the adjacent community buildings, given these are non-residential use it is considered that development on the site could be achieved without material harm to these properties. Although there could be some disruption caused during construction work, including to a day nursery, which operates close to the site, this would not constitute material grounds for refusal of the application and impact could be reduced through planning conditions.
- 6.7.6 There are some areas within the illustrative masterplan where new development is shown relatively close to the boundary with the existing community buildings, for example dwellings backing on to the southern boundary of the community centre and one unit tight to its eastern boundary. These are detailed design issues that would need to be explored further when detailed proposals for development of the site are available to ensure that the relationship of new dwellings with existing buildings is acceptable and provides a suitable level of residential amenity.
- 6.7.7 Other issues raised in representation relate to increased noise and litter. The proposal is for residential development and it is not therefore anticipated that the proposal would result in unacceptably intrusive levels or type of noise that would justify refusal of the application. Similarly, the potential for increased litter would not constitute material grounds for refusal in this case given the residential nature of the development proposed.

6.8 **Community Infrastructure**

- 6.8.1 The proposed development is for up to 242 units and so would have implications for local community facilities, for example healthcare provision and education facilities. The Council has no specific planning policies in respect of healthcare provision and would expect such issues to be resolved through liaison with the NHS Trust.
- 6.8.2 In respect of education, the SPG for Educational Needs Generated by New Housing Development would usually require a financial contribution towards the cost of providing additional school places.

- 6.8.3 The submitted Viability Assessment assumed planning obligations totalling £2.36m, including within that a specific contribution towards education provision within the Borough. However, it is now apparent that other planning obligations not specifically covered within the original Viability Assessment will be required, which affects the capability of the scheme to provide a separate education contribution and remain sufficiently viable to meet the objectives of achieving sufficient capital receipt to fund local regeneration projects.
- 6.8.4 The proposal will generate significant monies to the Council through a planning obligation and it is considered, in view of the wider objectives of the Harold Hill Ambitions project, which includes improvements to educational facilities through, for example, the new learning village, that it is justified in this case for the Council to target Section 106 income towards the identified regeneration aims of the Harold Hill Ambitions project rather than setting aside a specific proportion solely for new educational facilities. In addition to S106 contributions towards a new library, sports facilities and pavement improvements, there will also be a contribution towards local employment training. Staff therefore consider that the absence of an education contribution as required by the SPG is specifically justified in view of the financial contribution the development as a whole will make to the Harold Hill Ambitions Programme and local regeneration objectives.
- 6.8.5 Members will note that this report proposes granting planning permission in advance of the completion of a Section 106 agreement. This is an outline planning application submitted by the Council. The Council is unable to enter into a Section 106 agreement with itself and there are currently no interested parties in respect of the sale and development of the land. In these circumstances it is considered that planning permission could be granted prior to the completion of a Section 106 agreement, subject to the Section 106 agreement being entered into by a purchaser of the land at the same time as the sale of the land is completed. The Council is able to ensure that arrangements relating to the Section 106 are in place before the land is sold and development on site commences and so this is considered to be a satisfactory arrangement having regard to the particular circumstances of this development.

7. Conclusion

- 7.1 The proposal is for outline development of up to 242 units on land east of Gooshays Drive and north of Petersfield Avenue. The capital receipt from the development is intended to be used to undertake the regeneration projects forming part of the Harold Hill Ambitions programme.
- 7.2 The site is currently used as open space. However, it is considered that residential development on the site is justified, particularly in the light of the Council's commitment to providing replace sport and leisure facilities at Broxhill and Dagnam Park. The objection to the proposals from Sport England is noted and has been thoroughly considered. Staff consider the revised package of replacement pitches and changing facilities are sufficient

to mitigate the loss of the pitches from the site. On the basis that development on the site is justified, the proposed residential use is acceptable in principle and would contribute towards the Borough meeting its longer term housing. The proposal would offer significant opportunities for regeneration in this part of the Borough, which are considered to outweigh the impact of the loss of open space in this part of Harold Hill. Furthermore, the proposal is considered to accord with planning policy criteria in respect of open space provision.

- 7.3 Whilst the development is in outline form with all matters reserved, development thresholds are proposed and there is an illustrative site masterplan. Staff are satisfied that, in principle, the site can accommodate up to the maximum quantum of development proposed, whilst providing a development of suitably high quality and impact on local character. However, there are elements within the illustrative masterplan which are dependent on the particular design solutions proposed and if a detailed submission veers away from this approach further justification of the acceptability of detailed proposals is likely to be necessary. The indicated development height of 2 to 3 storeys is acceptable.
- 7.4 The overall design principles of the development are acceptable, including the provision of accesses from Petersfield Avenue and Gooshays Drive, the landscaping, connectivity and open space strategies. It will need to be demonstrated how these will be carried through to the detailed design phase of any proposed development.
- 7.5 The development provides 15% affordable housing, all at intermediate level. It is considered the amount and tenure of affordable housing provision is acceptable in this case, given the wider regeneration objectives of the proposed development and the socio-economic profile of the Gooshays ward. The proposal also makes significant financial contributions through planning obligation towards a range of local community improvements and opportunities. These improvements are secured through a legal agreement between the Council and the Greater London Authority.
- 7.6 The proposal is considered to be acceptable in respect of all other material issues, including parking and highway issues, impact on amenity and environmental effects.
- 7.7 Subject to planning conditions and the requirement for a Section 106 agreement, in addition to the legal agreement which has already been completed by the Local Planning Authority and the Greater London Authority, Staff consider the proposal to be acceptable and recommend that planning permission is granted.

IMPLICATIONS AND RISKS

Financial implications and risks:

The capital receipt from the development will be used to fund regeneration objectives forming part of the Harold Hill Ambitions Programme.

Legal implications and risks:

Legal resources will be required for the completion of a legal agreement.

Human Resources implications and risks:

None.

Equalities implications and risks:

The disposal of this site for redevelopment represents a critical element of the Council's ability to achieve the objectives of the Harold Hill Ambitions programme. Harold Hill Ambitions is intended to regenerate an area with relatively high levels of social deprivation and will provide new social, leisure and economic opportunities for local people. The Ambitions project is based around extensive community involvement and is intended to respond to the specific needs of local people.

BACKGROUND PAPERS

Application form, plans and documents received 4.10.10, additional and revised details received 12.8.11, 16.8.11 and 2.11.11